Gender in Local Government
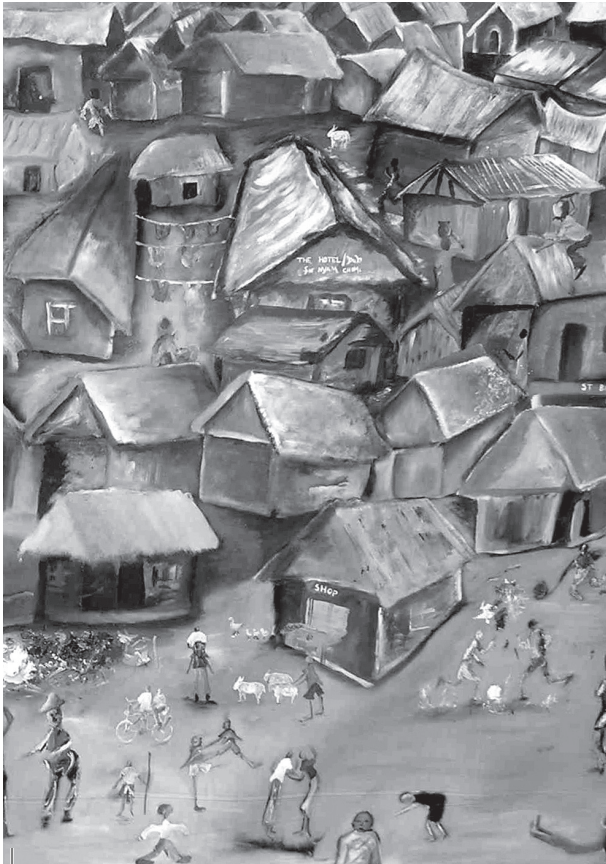## A Sourcebook for Trainers

UN-HABITAT

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

Gender in Local Government

A Sourcebook for Trainers

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Gender in Local Government

A Sourcebook for Trainers

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Foreword

Good local governance cannot work if due attention is not given to gender equality and women's empowerment. This is why UN-HABITAT is making sustained efforts to incorporate gender both internally and in its work with partners.

UN-HABITAT has recently published a number of training tools which aim to build the capacities of local governments in areas such as local governance, general and financial management as well as local economic development. A strong gender dimension has been incorporated into these tools and in ongoing training activities in order to further support UN-HABITAT gender policies.

Despite these efforts, many local government training institutes which use these tools are neither adequately equipped to provide specific training on gender in local government, nor have they been able to integrate the gender dimension into their day-to-day training programmes.

This manual, 'Gender in Local Government: A Sourcebook for Trainers', is designed to assist training institutions in mainstreaming gender concerns in local government capacity-building and in training related to human settlements as conducted by Habitat Agenda partners.

My thanks for supporting this project go to the Government of The Netherlands for funding the initial research and development, to the Government of Norway for funding an Expert Group Meeting and the field-testing of the sourcebook, and to the Government of Spain for funding printing and translation.

Furthermore, I would like to thank the committee of experts who provided invaluable contributions, the UN-HABITAT team, and the principal author, Ms. Prabha Khosla.

Anna Tibaijuka
Executive Director and
Under-Secretary-General

Preface

This Sourcebook was developed in response to the difficulties encountered by local government trainers when addressing gender relations in local governance. The Sourcebook is rooted in UN-HABITAT's conviction that human settlement development cannot be gender-neutral, and that the equitable participation of women is essential at all levels of decision-making in towns and cities. One entry point for UN-HABITAT is to ensure that its training materials and training programmes can assist local governments to understand the likely impact of decisions on gender equality and equity, and further to convince them of the importance of involving women in decision-making processes on an equal basis with men.

This Sourcebook aims at providing local governments with the tools to better understand the importance of gender in the decision-making process and to reach better solutions for the communities they serve. For this publication the following key issues of local governance have been selected:

- ❏ participation in local government,
- ❏ land rights,
- ❏ urban planning,
- ❏ service provision,
- ❏ local government financing,
- ❏ violence against women and
- ❏ local economic development.

Each of these issues is introduced by a brief gender analysis. Numerous case studies illustrate what local governments can do. Reflection questions and training exercises help trainers to develop successful training events.

This Sourcebook can be used as a stand-alone tool to design gender training for local governments. However, it is primarily designed as a companion to a number of existing UN-HABITAT training tools. As such, it is hoped that it will provide valuable insights and resources for trainers and training institutions to improve their wide-ranging training courses, by introducing gender.

As it is assumed that many local government trainers are not experienced gender trainers, the Sourcebook provides an extensive overview of gender concepts and tools. It also gives guidelines and tips for running gender training events and for integrating gender into traditional local government training.

The development of the 'Gender in Local Government: A Sourcebook for Trainers' manual has benefited from the contributions of many individuals and partner organizations. The first draft was shared with a group of experts in the fields of gender and local government training who provided valuable contributions to all aspects of this publication. Some of the experts contributed actively to the case studies used to illustrate the issues at hand. An Expert Group Meeting, held in Kampala in May 2007, brought together the following participants: Ms. Olilvia Baciu, Mr. Nfally Badiane, Ms. Grace Bantebya, Ms. Nadia Batool, Ms. Doaa Mahmoud El-Sherif, Ms. Kwanele Muriel Jirira, Ms. Peace Musiimenta, Ms. Paola Jirón, Ms. Christine Giibwa Musisi, Mr. Kamla Kant Pandey, Ms. Olabisi

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Why this Sourcebook

Introduction

This Sourcebook was developed to provide readily available and usable ***gender-sensitive***[1] materials and resources to build local government capacity for sustainable, equitable and inclusive human settlements.

A review of literature on human settlements, governance, women, and ***gender equality*** and ***equity*** revealed a scarcity of resources to build the capacities of locally elected officials, administrators and staff in the areas of women's rights and gender equality. While women and men build, live, work, and share towns and cities, they do not do these things in the same way. Due to the differences in the living conditions, responsibilities and relations between women and men, i.e. their gender differences, they experience urban life in very different ways. Since women and girls make up some 52 per cent of the population in most countries, local democracy, inclusiveness and sustainability can only be achieved when this share of the population has an equal say in the way that cities and municipalities are organized and managed.

Specifically, this means that women must be involved in decision-making at all levels, so that their needs and priorities are also reflected in urban planning and design, services provision, roads and transportation, shelter, water, sanitation, solid waste management, urban environmental management, peace and security, financial management, fiscal policies, economic development and recreation as well as in politics and administration. This also means that local governments have a major role and responsibility to enable equality and equity for *all* residents. Local governments have the potential to bring about transformative change!

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1   *Words in bold and italics are explained in the Glossary.*

Gender relations are changing in all societies across the world, and a clear recognition of this is evidenced in the number of legal and legislative changes for women's equality that have taken place over the past 50 years.

Numerous countries have enshrined women's equal rights in their constitutions, even though not all of these are as strong as many women would like them to be. The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) adopted by 185 countries around the world is a key document advocating **women's empowerment** and equality in all spheres of life. Since the adoption of CEDAW[2] in 1979, numerous national and sub-national levels of government have laid out new laws, policies and institutions for women's rights and gender equality. The Beijing Platform of Action[3] adopted at the 4th World Conference on Women in 1995 sets out a comprehensive programme of action for advancing the status of women worldwide. Most governments have committed themselves to carrying out this agenda. The Habitat Agenda,[4] the main political document that came out of the Habitat II Istanbul Conference in 1996, Section D-46 makes a strong commitment to women's rights and gender equality in human settlements. In recognition of the linkage between the international, national and local spheres of government, numerous changes have also taken place at the local level. In 1998, the then International Union of Local Authorities (IULA), now part of United Cities and Local Governments (UCLG), issued a seminal policy paper on women's participation in decision-making[5]. Since then, many local governments have adopted the declaration and committed themselves to increased numbers and positions for women in local government decision-making. Today, UCLG continues to champion women's rights and **gender equality** in decision-making.[6] In 2006, The European Charter of Equality between Women and Men in Local Life: A Charter for Europe's local and regional governments, committed local authorities to use their powers and partnerships for the sake of greater equality for their constituent communities. The Charter was launched by the Council of European Municipalities and Regions and partner organizations.[7]

Local governments have a key role and responsibility in the implementation of international conventions and agreements. This is part of their role as the third, but critical tier of government. It is hoped that this Sourcebook will make a contribution towards this effort in favour of women's rights and gender equality and equity.

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2   *An inspirational document! Check it out at: http://www.un.org/womenwatch/daw/cedaw/index.html*

3   *For the Beijing Platform of Action see http://www.un.org/womenwatch/daw/beijing/platform/*

4   *For the full Habitat Agenda see: http://www.unhabitat.org/downloads/docs/1176_6455_The_Habitat_Agenda. pdf*

5   *IULA. 1998. Women in Local Government.*

6   *See http://www.cities-localgovernments.org/uclg/index.asp?pag=template.asp&L=EN&ID=64 Accessed Feb 7th 2007*

7   *The charter is available in numerous languages at: http://www.ccre.org/news_detail_en.htm?ID=879.*

Why the Sourcebook?

The literature review undertaken for the Sourcebook showed that over the past 15 years, increasing numbers of programmes, projects, research, legal and policy changes have addressed the living conditions and priorities of women as well as those of diverse and/ or marginalized urban communities. The change can be attributed to a number of factors, including:

- ❏ Mobilization of women's groups and civil society organizations at the municipal level;

- ❏ A growing appreciation of participatory local governance;

- ❏ Increasing recognition and acceptance of the principle of subsidiarity and a move towards decentralization and de-concentration at the local level;

- ❏ The growing importance of urban centres as economic powerhouses and the need for effective management of large and extensive human settlements;

- ❏ The realization that technology does not provide all the answers for managing large concentrations of population while preserving the environment and that women and men, boys and girls, rich and poor, living in the towns and cities of the world do have answers for the management of complex urban systems.

The literature review also pinpointed a dearth of resources to build capacities with regard to women's rights, gender equality and equity at the local government level – a gap which this Sourcebook aims to fill. (A selected list of recently published documents and resources on the subject of women, gender and local governance is provided in the Appendix).

For a number of years now, UN-HABITAT has been publishing innovative capacity-building materials for the purposes of enabling democratic local governance which cover a range of critical issues such as local government leadership, financing, partnerships, local economic development, transparency and accountability as well as shelter.[8] However, some of this literature is deficient when it comes to gender mainstreaming and diversity analysis. Furthermore, the users of these materials were not provided with all the guidance required to mainstream gender into their own local government training programmes. This Sourcebook has been developed to fill this gap and to provide gender resources and capacity building exercises that will complement the existing training materials published by UN-HABITAT.

This is a Sourcebook. It is not a conventional training manual, and should not be used as such. It is a resource designed for flexibility of use and based on users' needs. It requires you to engage with it and explore what it has to offer.

This sourcebook covers a wide range of issues related to women, gender and local government in the industrialized, emerging and developing worlds. Women are at times perceived as being closer to equality in the North; perceptions are also that issues of women's rights and *gender equality and equity* have been addressed substantively; and that extensive progress has been made towards equality between women and men in the personal as well as the public spheres. While this probably is more or less true, reality

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8   *See http://www.unhabitat.org/content.asp?typeid=19&catid=533&cid=4471 Accessed July 30th 2007.*

varies considerably based on the socio-cultural, economic and political contexts of the country under consideration.

Gender-based discrimination cuts across types of social relations such as age, race, caste, ethnicity, sexuality, class and religion. However, gender discrimination is also mediated by these social relations. Much work needs to be done to build gender-inclusive and democratic urban centres and municipalities in industrialized, emerging and developing countries alike. The commitment of local governments and local communities can bring this closer.

Recent years have also seen an increase in the number of initiatives, networks and action/research partnerships by and about women, gender, and local governance in urban areas in both the South and the North, as well as collaboration between them. Many of these schemes have been sponsored by associations of local governments, provincial or sub-national and national levels of governments, international research institutes as well as international donors and NGOs. What this exchange has highlighted is that urban centres in industrialized nations also have something to learn from developments on women's rights, gender equality and equity in the urban developing world. This spirit of collaboration, learning and solidarity is reflected in the case studies and examples used in this Sourcebook.

This Sourcebook is designed for...

The Sourcebook is designed for experienced facilitators who are engaged in capacity building activities for local government, including elected officials, administrators, staff, and partner organizations. It is developed for the partners of UN-HABITAT and specifically those – local governments, their training institutions and communities who are using other UN-HABITAT materials to build capacities. The Sourcebook addresses thematic areas related to women, gender, and human settlements that can be used in the work of UN-HABITAT and partners in a variety of areas including good governance, slum upgrading, land tenure and security, shelter, city development strategies, urban security, water and sanitation, etc.

This is also a valuable resource for women's groups and civil society organizations working with local authorities.

Specifically, the Sourcebook is designed to complement existing UN-HABITAT capacity-building publications. These include the following:

- ❏ Local Elected Leadership Series
- ❏ Local Economic Development Series
- ❏ Financial Management for Local Government Series
- ❏ Participatory Budgeting
- ❏ Tools to Support Transparency and Corruption Prevention
- ❏ Building Bridges between Citizens and Local Government through Participatory Planning Series, and through Managing Conflict and Differences Series
- ❏ Building NGO/CBO Capacity for Organizational Capacity Series

The Sourcebook includes a section on *Gender Exercises: A User's Guide* on page 12. It shows how to match the exercises in this Sourcebook with the materials mentioned above. However, if you are familiar with the training materials listed above, you should be able to easily integrate the exercises here into your training programmes.

The structure of the Sourcebook and how to use it

The Sourcebook contains three sections:

1. Section 1: Provides an introduction to the Sourcebook and suggestions on how best to use it.

2. Section 2: Introduces gender equity and gender equality, gender concepts and gender analysis. It is recommended that at least one of the exercises provided in this section is used to introduce 'gender' in any urban governance or human settlements workshop.

3. Section 3: Is divided in sub-sections which provide a gender analysis of relevant human settlements issues, such as urban governance, land rights, service provision and urban planning, as well as ideas for related training exercises.

   ❏ In each Section and sub-section, a **background narrative** briefly describes the relationship of women and gender to a particular thematic area such as participation in local government, or urban planning, or land rights.

   ❏ Sub-sections and background narratives include **Reflection Questions** that can be used as individual exercises to enable each participant to reflect on the material based on her or his personal experience of the issue. **Reflection Questions** can also be used for group exercises.

   ❏ **Case studies** are interspersed throughout the Sourcebook and illustrate most of the thematic sub-sections. They demonstrate some innovative initiatives and actions on the thematic issue under discussion. **Case Studies** complement the background narratives and often illustrate the practice that goes with the theory. **Case Studies** can and should be used for and with capacity-building exercises. While case studies are located in particular sub-sections of the Sourcebook, they can be used for discussions and exercises in various thematic areas. Let your imagination guide you!

   ❏ Each sub-section contains **Exercises** that can be used individually and in sequence to develop a one-, two- or three-day workshop on women, gender, and local governance.

   ❏ **Exercises** are also designed for integration into any existing training programmes of specialist institutions, and NGOs and CBOs working with local governments. A matrix of exercises, complete with duration and how you can use them, is provided under *Gender Exercises: A User's Guide* on page 12. The *User's Guide: Some Examples of Capacity-Building Workshops* on page 15 provides additional, more detailed guidelines on the way this Sourcebook can be used to integrate gender modules in your local government training.

   ❏ **Please Note**. It is very important that you begin any sequencing of exercises or sensitization workshops on gender with one or two exercises from Section

2 – *Demystifying Gender.* These exercises are foundational and explain basic concepts; therefore, they must be used before you move on to any exercises in Section 3. The exercises in sub-sections of Section 2 – *Gender and Power* and *Gender Analysis* – are also critical. The exercises in Section 3 – *Women, Gender and Local Governance* – are premised on some background and understanding of basic gender concepts and analysis. Ideally, you should combine one or two exercises from *Demystifying Gender* with those in Section 3.

❏   The exercises are not designed to be used in sequence. For example, the exercises in Section 3.4 on *Gender Equality in Service Provision* are not meant to be used one after the other. Rather, each sub-section of Section 3 provides you with 2-4 exercises as options. Choose the one that best suits your training needs, your participants and your chosen training theme.

❏   A selected list of recently published resources in English and Spanish is provided in the Appendix. These resources provide a wealth of information and detailed explorations of the subjects addressed in the Sourcebook. Please use them.

❏   Definitions of key concepts and terms are provided in the body of the text as well as in the Glossary. (Terms explained in the glossary are highlighted in the text).

❏   Now, boldly go where few have gone before!

Some Additional Tips on Using the Sourcebook

The Sourcebook assumes that the user is an experienced facilitator. That is how it has been developed. Also, the Sourcebook assumes that the facilitator has at least some minimum exposure to gender concepts and theory; if you do not, fear not. Sections 1 and 2 should provide you with enough information as well as additional resources for you to brief yourself. However, it is highly recommended that you take a gender training course. Training on gender is a special experience. The section on *Guidelines for Gender-Sensitization Workshops/Training* below is a 'must' read before you embark on any training or sensitization workshops on gender.

If you are planning to train on gender issues for the first time, it is recommended that two facilitators conduct the workshop together. Ideally, one of the facilitators should be a man and the other a woman. A team with both male and female facilitators is a great idea when carrying out gender training. Co-facilitation of the gender-sensitization workshop will provide unique opportunities for sharing the work and exploring gender stereotypes with participants as well as yourselves.

It is also assumed that in most cases, the facilitator will be conducting the gender-sensitization training in groups that include both women and men. The exercises in the Sourcebook are therefore designed accordingly. Where exercises are recommended for women-only and men-only groups, the Sourcebook identifies them as such.

All the exercises are provided with approximate duration based on small groups of 20 or fewer. Should you have a larger group, you will need to re-evaluate the duration recommended for the exercises.

Reading and review of the following section is recommended for all those intending to use the Sourcebook.

Guidelines for Gender Sensitization and Analysis Workshops/ Training

Ideally, successful gender awareness and gender analysis workshops should provide men and women with an opportunity to relate to one another in an open, caring, honest and respectful manner. They should provide an environment that enables men and women to explore the social norms and values that define the way we are socialized as men and women and how this has formed and constrained us. The ultimate objective of gender-sensitization and gender analysis is to foster transformation in the relations between women and men on a personal level, in our societies and institutions, and as well as to facilitate policy design and programming that takes into account the differing challenges and contexts of men and women.

Gender training is informed by adult-learning concepts and methods. Most experienced trainers will find it easy to adapt and mix and match the information and exercises in the Sourcebook with their training programmes. However, gender training is also different from other training and 'training of trainers' (TOT) programmes. Gender training is about changes in behaviour, attitudes and practices that are fundamental to the *patriarchal* order of most cultures. It is about changing the way we are influenced as women and men by social norms and values. Talking about gender and gender relations is a complex process and often elicits strong emotions and reactions from participants.

Topics about unequal power relations, as in the case of gender relations, evoke emotional responses such as anger, defensiveness, resentment or hostility. This is also true for discussions about power as in the cases of racism, global trade regimes, and politics. As the trainer/facilitator, you must facilitate a learning process while remaining fully aware of the power relations you are attempting to expose and challenge.

We are all part of the gendered dynamics of our different societies and cultures. As individual men and women we have benefited from the privileges associated with our gender, along with the privileges of our class, race, caste, ethnicity, sexuality or age. We have also experienced the disadvantages associated with our gender and social identity. These experiences have formed who we are today and also inform our relationships with other women and men, young and old. Power relations inform who we are, the way we engage with the women and men we meet, how and where we live and work, what barriers and opportunities we have and what access to resources. Gender is about power and the lack thereof. Discussions about gender often bring about emotional responses in both female and male participants because the discussions make us feel, think and examine our own lives through a different lens – the gender lens. In most cultures, relations between women and men are determined by social norms. These social norms explicitly and implicitly define the responsibilities, activities, and behaviour patterns of women and men. These masculine and feminine roles and behaviours in turn are considered 'natural', 'normal' or even 'God-given'. So, when discussions about gender query what is 'natural' and what is created by social norms, there are bound to be differences and even conflicts of opinion. But there is also bound to be change! Change and transformation are the very purpose of gender training.

If you, as facilitator, have already participated in gender training before, you will be well aware of the above-mentioned responses. If you have not participated in gender training *per se*, you must be familiar with other training experiences when participants are in an uproar, or one participant is dominating the group, or when the majority do not say

anything, or when participants challenge your structure and recommendations for the workshop and you are wondering whether you are going to loose the workshop. If so, you are well within the orbit of the dynamics of gender workshops!

Reflection Questions for Trainers

❏ *Give some examples of emotional, hostile and defensive responses you have come across in your workshops.*

❏ *If you have not had such responses in your facilitation experiences, make a list of what kind of participant behaviour you dread, i.e., responses that would make facilitation of the workshop difficult or disrupt it completely.*

❏ *In each case, identify the problem and what you would do to:*

   a) prevent the situation from arising; and

   b) deal with it should it arise.

❏ *How do you feel about the issues that are causing such emotions? Discuss your own feelings and responses with your co-facilitators.*

Mitigating Conflict

Exercise A[9]

It is 11 a.m. on your one-day gender training workshop with elected municipal officials, both male and female. You are about to start an exercise when a hand goes up. This is a man who has been fidgeting since the workshop began. He says, "Since this gender business concerns women more than men, it should be left to the women councillors to sort out. After all, they are here representing women."

- ❏ What do you perceive to be the problem?
- ❏ How will you deal with it?

Exercise B

It is the second day in a week-long training scheme for municipal officials on inclusive and effective governance. You have just begun a workshop session on violence against women. There is unease in the room and some of the participants are talking to each other and disrupting the rest. Then, a man stands up and asks, "What does violence against women have to do with municipal government? It is a private matter between a man and his wife." I think we should move on to more important things."

- ❏ What do you perceive to be the problem?
- ❏ How will you deal with it?

Exercise C

From the experiences outlined in the Reflection Exercises above, identify what you see as possible 'tips' or 'guidelines' for gender trainers when dealing with conflicts and emotional responses in gender training.

_____
_____
_____

Exercise D

The following is a useful way of reducing conflict and creating an environment of mutual respect in the workshop. The exercise can be carried out by you as facilitator and introduced to the group as part of the 'code of conduct' or 'guidelines of participation' for workshop participants. You will need to introduce the points and secure agreement from participants before you can use the 'guidelines'. Alternatively, you can spend some time at the beginning of the workshop to develop these guidelines together with the participants. If you choose to develop the guidelines in advance, go through exercise 'a' below; if you want to develop the guidelines with participants, go to exercise 'b'.

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9   Adapted from: DFID. 1999. Training for Gender Trainers

a. From the experiences outlined in the Reflection Exercises above, identify what you see as possible 'codes of conduct' or 'guidelines' for participants.

_____
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_____

If you opt to develop 'guidelines' with workshop participants, go through exercise 'b' with them.

b. Draw participants' attention to the fact that the workshop is a learning and respectful environment for all of them. All who are in the room have come in a spirit of openness and learning and for an opportunity for mind-broadening and development. In order further to pave the way for a welcoming, safe and learning environment for all, you propose that the group define some 'guidelines for a learning environment'. Use this exercise for brainstorming and then extract a number of principles or 'guidelines' with the group. Post those on the wall for the duration of the workshop. All participants have equal rights to call the group to 'order' when others are found contravening the collectively established 'guidelines'.

What you are looking for here are suggestions such as the following:

❏ No name calling, or use of sexist, racist or other disparaging remarks and comments.
❏ Abusive and violent behaviour or comments that intend to hurt another are not permitted.
❏ No shouting at another participant.
❏ No shouting at the facilitator.
❏ If anyone is upset, they have the right to call for a break in the workshop session.
❏ Everyone will speak in turns, no speaking at the same time.
❏ Those that have not spoken in any given session will be given a chance to speak before participants who have already had opportunities to make their contribution.
❏ All mobile phones should be switched off during the workshop.

It is recommended that, as the facilitator, you jointly develop the "ground rules" or "codes of conduct" together with the participants, rather than presenting them with a ready-made set of workshop rules. Participants can contribute to the "ground rules" and you, too, can suggest some that are important for you as the facilitator. Additionally, participants can take turns and assist with managing the group, keeping time, and generally ensuring the smooth running of the workshop.

Here are some additional tips for gender-sensitization training. In fact, they are useful and recommended for all kinds of facilitation and training workshops.

Guidelines for Inclusive and Non-discriminatory Facilitation

Language: Do not use sexist, racist or other discriminatory or derogatory language in the training workshops. Additionally, do not use sexist, racist or pejorative jokes that ridicule any particular group of people. The same goes for use of the ice-breakers, energizers, examples, etc.

Do not use sex-specific words for occupations such as chairman, salesman, etc. Use words that are inclusive such as chair or chairperson, sales staff, etc.

Do not use 'he' when you also mean 'she', or assume one as also meaning the other. The exclusion in language is a reflection of the general exclusion of women and girls from society.

Female participants or colleagues should not be referred to as 'girls', 'ladies', 'gentle or fair sex', etc. They are women and it is a more respectful and appropriate word for who they are.

Women and men with disabilities should not be referred to as 'disabled people'. They should be referred to as 'people with disabilities' as they are people first and who are living with a disability. Do not use words such as 'cripple' or 'deformed', etc.

Sexual minorities should be referred to in those terms they use to define their own identity such as lesbians, gays, bi-sexual, etc.

As the facilitator of the workshop, you should take the initiative to challenge the use of language that is degrading or dismissive of other participants. Language that is inclusive of women and men and their identities will encourage them to be active participants in the workshops.

Accessibility: Ensure that the workshop site, room, and the use of visual, audio, or other tools and methods are inclusive of women and men with disabilities. Participants should be able to see, hear, and read easily and move without difficulties.

Stereotyping: Your examples and references should not assume that secretaries are always women or that an engineer will always be a man. Do not assume that managerial and other positions of power are systematically occupied by men. Avoid the sex-role stereotyping of women and men.

Just because a man or a woman is economically poor does not mean that they are illiterate or stupid. Do not assume that every participant is heterosexual and that women want 'boy-friends' or 'husbands' and that men are looking for 'girl-friends' or 'wives'.

Women and men often have intersecting identities. A person can be poor, from a minority community and female, and thus can be subject to multiple discriminations. It is important to reflect this complexity in the workshop materials.

Facilitation: Ensure that all participants are able to engage in the workshop. If women, racial and/or ethnic minorities, or low-income participants are not participating, make an effort to include them.

Men are likely to speak more and more often, and to interrupt women. This will silence most of the women, curtail their active participation, and prevent them from learning. The use of different methods and approaches can facilitate the engagement of women and of the poor regardless of their gender, and bring their knowledge and experience into the learning process.

All materials used in the workshop should reflect the diversity of the participants' identities and experiences.

Gender Exercises: A User's Guide

Exercise	Can be used with…	Time Required
Demystifying Gender: Introductory Exercises		
Exercise 1 What defines a man? What defines a woman?	One or two of the following five exercises should be used with any group that has never before been exposed to gender-sensitization workshops. These are foundational exercises that explore concepts such as gender, sex, masculinity and femininity – concepts which must be understood before any exercises in the following sections can be undertaken. Those exercises can be used with all UN-HABITAT training and capacity-building literature and for all local government training.	1.5 – 2 hrs
Exercise 2 How do we learn to be gendered?		2 hrs
Exercise 3 Gender Stereotypes		2 hrs
Exercise 4 What does gender mean in your life?		1.5 hrs
Exercise 5 Given a chance, would you like to be born a woman or a man?		1.5 hrs
Gender and Power		
Exercise 6 If I could be a woman, I would be… If I could be a man, I would be…	These three exercises are also important as foundational workshops. They can be used with all UN-HABITAT training and capacity-building literature as foundational gender exercises and along with the exercises mentioned above.	45 minutes
Exercise 7 Gender and Power		2 hrs
Exercise 8 Power between Women and Men		1 hr
Gender Analysis		
Exercise 9 A 24-hour Day in a High-density, Low-income Neighbourhood	These two exercises are crucial to understanding gender analysis. They are recommended for use with all UN-HABITAT training and capacity-building materials and for all UN-HABITAT Programmes.	1 hr 15 minutes
Exercise 10 Facts about Women and Men: What Statistics Tell us.		1.5 hrs

Exercise	Can be used with…	Time Required
Gender Equality and Participation in Local Government		
Exercise 11 What Qualities are Necessary for Good Municipal Leadership?	All the exercises are particularly useful when combined with the Local Leadership Series, but may also be used with other UN-HABITAT training tools.	45 minutes
Exercise 12 Leadership Qualities		To be determined by how it is used.
Exercise 13 Quotas or Else?		1.5 - 2 hrs
Land Rights and Gender		
Exercise 14 Exploration of Land Ownership and Management	The exercises could be used with the Local Leadership Series, the Local Economic Development Series or the Tools to Support Transparency and Corruption Prevention. These exercises can supplement training in land rights.	3.5 hrs for both options.
Exercise 15 Land and Shelter for All?		2.5 hrs
Exercise 16 Local Government and Gender Equity in Access to Land		2.5 hrs
Women and Urban Planning		
Exercise 17 Women, Men and Planning	These exercises can be used with the Local Leadership Series, Local Economic Development Series, Building Bridges between Citizens and Local Governments. These exercises can supplement training in urban planning.	2-2.5 hrs
Exercise 18 Planning in Nacala, Mozambique		2 hrs
Gender Equality in Service Provision		
Exercise 19 Gender Analysis of Municipal Services Provision	These exercises can be used with the Local Leadership Series, Local Economic Development Series, Financial Management for Local Government Series, Participatory Budgeting, Tools to Support Transparency and Corruption Prevention, Building Bridges between Citizens and Local Governments.	2.5 hrs for the 2 parts
Exercise 20 A Council Debate – Roads or Water?		2 hrs
Exercise 21 Networking and Services Provision		1.5 – 2 hrs

Exercise	Can be used with…	Time Required
Exercise 22 Case Study/Scenario Analyses		1.5 hrs
Gender-Responsive Budget Initiatives (GRBIs) in Local Government		
Exercise 23 What are Gender-Responsive Budgets? **Exercise 24** A Preliminary Sketch for a Gender-Responsive Budget Exercise in your Local Government	All the exercises can be used with the Local Leadership Series, Local Economic Development Series, Financial Management for Local Government Series and the Participatory Budgeting tools.	1 hr and 45 minutes 1 hr and 45 minutes
Local Governments and Violence Against Women		
Exercise 25 Violence Against Women in the City **Exercise 26** A Campaign to Challenge Violence Against Women **Exercise 27** Local Government Action on Violence Against Women	Ideally, all local elected leaders and officials should be exposed to, and discuss issues of, violence against women. Specifically to be used with Local Leadership Series, Local Economic Development Series, Building Bridges between Citizens and Local Governments.	1.5 - 2 hrs 2 hrs 1.5 hrs
Local Economic Development – Opportunities for Reducing Women's Poverty		
Exercise 28 Poverty Reduction and Infrastructure Expansion **Exercise 29** Local Economic Development Initiatives – Your Choice! **Exercise 30** Working Together in Urban Agriculture: An Opportunity for Gender-Sensitive Local Economic Development	Local Leadership Series, Local Economic Development Series, Building Bridges between Citizens and Local Governments.	2 hrs 1.5 hrs

User's Guide: Some Examples of Capacity-Building Workshops

The many thematic areas and exercises in this Sourcebook provide you, the facilitator, with a variety of choices, enabling you to combine gender sensitization and analysis with your capacity-building programmes for local governments.

Once you are familiar with the Sourcebook, you will be able to use the background narratives and exercises to fit with your specific training focus. Here are a few examples to give you an idea of the possibilities.

Example 1

Let us say you have a one-week training programme on Local Economic Development and you want to introduce gender into it. Here is one option of what you can do for a one-day session on gender:

1. First, begin with a preliminary exercise that will introduce the basic concepts of gender to the participants. You can use Exercises 1, 2 or 3 from Section 2. Or you can even use two of these. Alternatively, you can use one of the above (for example Exercise 1, 2, or 3) and also Exercise 9.

2. Then you could use Exercise 25 or 27 in Section 3 (the sub-section on Local Government and Violence Against Women).

3. Finally, you can tie the exercises on violence against women with women's local economic development opportunities by doing Exercise 29 from the sub-Section on Local Economic Development - Opportunities for Reducing Women's Poverty, in Section 3. This combination of exercises will be enough to give you a full day on gender in local governance and economic development, with ample time for discussion and sharing of experiences among participants.

Example 2

You have a two-week training programme on, say, building capacities for Local Leadership. You have addressed gender issues to some extent in your training programmes, but you feel the need to focus specifically on gender in local governance. Here is a sample of what you can do, from the many possibilities that the Sourcebook offers:

1. Once again, it is highly recommended that you begin with some of the foundational exercises in Section 2. For your first half-day on gender, which you may want to schedule on the second or third day of the course, you could begin with Exercise 4 or 5.

2. Next, you could do Exercise 10 to set the overall context of women and men in cities.

This will give you an introductory half-day on gender. You can now plan another half-day which you might want to introduce on day 4 or so, though not at the end of the two weeks. You could consider the following:

1. Let us say you want to focus on power in municipal government. You could begin your session on power by considering the part on Gender and Power in Section 2.

2. Depending on the time available, you could use either Exercise 7 or 8, which speak to power between women and men in everyday life.

3. You can then continue with the rest of the session on power in local government and what it means for elected officials, both female and male.

You could have yet another half-day on gender and key abilities. For example, you could spend a half-day discussing gender equality in municipal service delivery. This discussion can be considered as pertaining either to decision-making or negotiating abilities.

1. See the sub-section on Gender Equality in Service Provision in Section 3. Use Exercise 20, which offers an opportunity for a debate and highlights both competencies – decision-making and negotiating.

2. Alternatively, you could use Exercise 21, which brings a different perspective into service provision by asking participants to reflect on the role of communities in decision-making with regard to service provision.

Example 3

Financing provides yet another opportunity to discuss gender relations in local governance. The following example of a half-day capacity-building session on gender and budgeting can be introduced in trainings with elected and municipal officials, or in training programmes aiming at building links with civil society and the private sector.

1. Begin with a foundational gender exercise, such as Exercise 9 or 10.

2. Combine this with Exercise 23 and/or Exercise 24. This will provide you a unique opportunity to introduce gender analysis in budgeting, finance and policy-making.

Example 4

You are running a training programme on partnerships and leadership for local governments and civil society organizations, and you would like to introduce a half-day on gender issues.

1. You could begin with two foundational gender exercises, such as Nos. 1 and 6.

2. Next, you could use Exercise 11 or 12 on leadership qualities for municipal leaders.

These exercises will be enough to give you a half-day on gender that is relevant to both civil society organizations, i.e. NGOs and CBOs, and elected officials and staff.

These are just a few examples to give you a flavour of the many possibilities offered by the Sourcebook. Your creativity and experience in capacity-building will lead you to many other innovations when introducing gender in training schedules. You can also use the material in the Sourcebook to develop a three-day programme on gender and local government/governance.

Introducing Gender

Gender Equality and Gender Equity

Phrases such as gender equality, gender equity and equality between women and men, along with issues like empowerment of women, quotas and the election of women to political office, are now widespread in the vocabulary of many countries. These terms are frequently used by the media, governments, the United Nations (UN) and other international bodies, non-governmental organizations (NGOs) and community-based organizations (CBOs) as well as professional bodies – and, of course, by many women's groups! Local governments, too, are increasingly speaking about gender equality and equality for female citizens as basic requisites for democratic, inclusive and effective local government. As the government that is closest to the lives and well-being of citizens – women and men, young and old – and which provides many essential services such as electricity, public transport, waste disposal, water, schools, health clinics, recreation facilities, etc., municipal governments have a lot to offer to enable gender equality and equity for their various constituents (or diverse residents).

However, and for all the frequent use of such words, the meaning of 'gender' and 'women' is often cause for confusion. Most often, 'gender' is used interchangeably with 'women'. And 'gender' is also confused with 'sex'. Because gender seems to be a central organizing principle of society, we cannot fully understand human society and cultures if we do not understand gender.

Gender refers to the social interpretations and values assigned to being a woman, a man, a boy or a girl. Gender is about social relationships. Gender is an analytical concept. It is socially determined and not based on the sex of the individual. Sex refers to the biological differences between women and men. The sex of the individual is determined by biology (we are born with it and usually cannot change our sex

unless we have a lot of money). Gender is socially constructed. We grow up with it and it can, and does, change over time. We can change gender relations.

These socially constructed roles are by no means inevitable. Gender roles tend to change over time and across societies. Cultural norms and values have changed over the centuries, as have men and women, and they continue to do so today. The one common factor seems to be that different cultures and societies assign different and unequal power to different genders. However, in most societies the female gender is defined as having less power and fewer privileges and rights than the male gender. It is not our physical differences that define our unequal conditions, but our social norms and values.

However, since women are the category that is devoid of power, it is often women who are at the forefront of the struggle for gender equality; that is, equality between women and men. Above all, because women are more disadvantaged than men in society at all levels, action for gender equality both numerically and substantively tends to pay more attention to women than men in order to address gender imbalances. Now you can see why so many women are active in the struggle for gender equality, and where the confusion between gender and women comes from. While feminists are most likely always to be at the forefront of the struggle for gender equality and equity, men, too, are becoming active. For example, consider the number of male politicians who want and are willing to introduce changes to educational policies so that girls can join and remain in school. Or, the active engagement of men in challenging violence against women. These actions are part of the struggle for gender equality.

As we have seen, other socio-economic factors can be found behind disparities across the world; for example, discrimination due to race, caste, class, age, ethnicity, disability, sexual orientation, geographical origins and religion – to mention a few. The identities of women and men are not uni-dimensional; rather, they lie at an intersection of multiple identities which can lead to experiences of discrimination or privilege, even simultaneously. For example, one can be a successful business owner and a victim of wife assault. This means that we must broaden our analytic gender perspective to include these other social relations and their impacts on our lives. Increasingly, gender specialists and activists are expanding the definition and parameters of gender analysis to take in these socio-economic factors. This 'expanded' and encompassing use of the term 'gender' calls for an *intersectional* analysis. In this Sourcebook, the term 'gender' requires the reader to acknowledge that multiple forms of discrimination are a reality in the lives of many women and men, and that they often reinforce each other. Thus, taking these forms of discrimination into account in analysis and planning is critical when we aim for equality.

Before we can move on to discuss gender and local government, it would be useful to define some more terms.

Promoting *gender equality* means ensuring that similar opportunities are available to both women and men. Gender equality means that women and men have equal conditions for realizing their full human rights and potential, to engage in and contribute to political, economic, social and cultural development, and to benefit from the outcomes. In this sense, gender equality means that society places the same values on both the similarities and differences between women and men and the different functions of each. For this to be effective, specific actions or positive discrimination may be required. Gender equality means more than *gender balance*, that is, equal numbers of women and men on local

councils or municipal utility boards (even though this is very important!); rather, it refers to individuals' capability to participate as equal citizens.

Working towards gender equality does not necessarily imply treating women and men in the same way. This is where gender equity comes in. *Gender equity* refers to the process of being fair to women and men. The goal of gender equity looks beyond equality of opportunity as it requires transformative change. Gender equity recognizes that different measures might be needed for women and men where:

❏   they reflect different needs and priorities; or

❏   where their existing situation means that some groups of women or men need special or additional supportive measures to ensure that all are on a 'level playing field'.

 This may require specific actions to enable equality of opportunity between women and women, or men and men, or women and men. So, for example, equity implies taking a fresh look at existing personnel and employment policies or work schedules in order to take account of women's reproductive tasks, so that their work at home is not a barrier to their engagement in the public sphere.

At this point in our discussion, it might be useful to take a brief look at the historical context of the struggle for equality between women and men.

Gender and Development (GAD) and Women in Development (WID)

Gender and Development, or GAD, refers to a set of policy approaches to gender equality and women's rights which emerged during the 1980s as a response to some of the challenges that were faced by the Women in Development (WID) policy approaches of the 1970s. There are a few major differences between GAD and WID as policy approaches.

The central focus of GAD is the need to address discrimination against women and gender inequality in the context of gender relations. This means that, rather than working exclusively with women, GAD approaches work tactically with both women and men, in recognition of the fact that efforts to promote gender equality require commitment and behaviour changes from both sexes.

GAD approaches also recognize that, while women are subject to the vast majority of gender inequalities, in some specific contexts or sectors males can also find themselves marginalized in development processes. For example, in some countries a disproportionate number of boys drop out of secondary education, and in some cities it is primarily young men who are involved in urban crime and violence – meaning that, in such specific contexts, these categories of men and boys must be targeted by development interventions.

GAD approaches recognize that the institutional structures developed in response to WID policies (for instance, Women's Ministries or Women's Units) have frequently become a 'women's sector' which as such has been marginalized from the mainstream sectors involved in development interventions. Consequently, GAD approaches set out

to ensure that mainstream sectoral institutions effectively promote gender equality, while at the same time re-defining the roles of specialist women's or gender institutions as co-ordinators and catalysts, rather than as principal practical promoters of gender equality.

GAD also takes a different methodological approach to WID. The GAD analytical approach stresses the need to understand gender equality as the relations between and among women and men and girls and boys; this stands in sharp contrast to WID approaches, which tended to focus on the needs of women and girls in isolation.

One frequent misconception about GAD approaches is that working with a 'gender' rather than a 'women' focus means that there is no place for 'specific actions', or interventions focusing on women as a separate target group. It should be made clear that this is not true. There is a place for specific, women-focused interventions in a GAD approach – but such interventions are identified as a result of strategic choice (for example, on the basis of a gender analysis) rather than by default, as was often the case under WID approaches. Under a GAD approach, a gender analysis may result in the formulation of interventions bringing women or men together, or with women as a separate group, or with men as a separate group.

Working with men as a separate group may either be in response to men's special needs (e.g., access to education, involvement in primary healthcare, dealing with victims of violence or conflict) or when it is recognized that men's attitudes and behaviour must be changed before women's needs can be effectively addressed [for instance, when dealing with violence against women].

Since the 1985 United Nations World Conference on Women, another critical term has gained prominence in the vocabulary of elected women and men, municipal staff, and the range of stakeholders featuring in any municipality. This is known as gender mainstreaming. *Gender Mainstreaming* assesses the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. As a strategy, gender mainstreaming makes women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that both sexes benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality [through transformation of the mainstream]. (United Nations ECOSOC Agreed Conclusions, 1997/2)

As a concept, theory, and practice, gender mainstreaming has gained popularity since the 1985 Conference. In a local government context, gender mainstreaming requires systemic and cross-cutting gender analysis and action at the institutional, policy, and programming levels – i.e., the whole picture and not just its parts. The discussion below details the difference between attempts to integrate women in some activities or programmes as against the *transformation* sought by gender mainstreaming.

Integration and Mainstreaming

In some institutions and organizations, it has been difficult to grasp the difference between 'integration' and 'mainstreaming' in the context of strategies and programmes on women's rights and gender equality as well as their own institutional change. This is not a semantic issue, as the difference has serious implications when it comes to understanding gender analysis in connection with strategies in favour of gender equality and equity.

For some institutions, integration of gender implies that women are given opportunities to participate in and benefit from existing policies, programmes and projects as they stand today. This assumes that the problem lies only with the omission of women's participation. On the other hand, mainstreaming of gender implies that institutions, policies, programmes and projects require a re-evaluation, so that they will explicitly benefit both women and men. It should not be taken for granted that women and men have common interests. Mainstreaming pre-supposes that any institution, policy, programme or project is assessed in full cognizance of the fact that we live in a gendered world and that the concept of gender is relational, pointing at male-female relations in production and reproduction. This implies that changes for women will require changes for men as a matter of course. The norm for gender mainstreaming planning and implementation is gender responsiveness, which should be put to the test by relevant managers and staff on a regular basis. In addition, gender must also become a constituent category in the implementation and evaluation of institutions, policies, programmes and projects.[10]

Experience in gender mainstreaming in many sectors and institutions has highlighted a common understanding of the requirements for its success. Key conditions for gender mainstreaming are detailed below.

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10 *Lotherington, A.T., M. Haug, and A.B. Flemmen. 1991. Implementation of Women-in-Development Policy. Forut, Oslo. Pp.55-56, in Chege. R. 2000. A curriculum for the training of trainers in gender mainstreaming. African Women's Development and Communication Network. (FEMNET), Nairobi, Kenya. P. 38.*

Some Necessary Conditions for Promoting Women's Rights and Gender Mainstreaming

❏ Champions/ Leaders - Political will and commitment are required at the senior level in local government, and preferably with the mayor, CEO, town clerk or councillor acting as champions. This champion would be responsible for building the critical mass needed within municipal structures to carry the gender mainstreaming process forward. Political will, commitment and action are needed for the long term, and not just for one term of office and the election horizon.

❏ The Policy/Legislative Framework - A gender equality policy framework (inclusive of other social relations such as race, caste, ethnicity, ability/disability, age, sexual orientation, etc.) with a clear strategy and action plan for policy implementation. The action plan should explicitly mention who is responsible for what and set time-bound targets.

❏ Funding/Resources - Budgetary allocations with relevant staff are needed for the success of any gender equality initiative. Money speaks louder than recommendations and mission statements.

❏ Partners – These engage with the local government on a continuous basis and include women's groups and civil society organizations that advocate equality.

❏ A commitment by the municipality to collect, analyze and use sex-disaggregated data is critical.

❏ Learning and Capacity-Building - A continual process of gender sensitization, advocacy and lobbying both inside local government and with municipal partners in the public and private sectors.

❏ A Focus on Women and Girl-specific programmes and activities along with gender-specific ones. Short of these, no gender mainstreaming strategy can succeed.

❏ Transparency and Accountability - An open and transparent process of accountability to all residents when implementing gender equality policies and strategies.

❏ Gender-sensitive indicators and targets should be monitored jointly by local government and constituents of both sexes.

In some countries, local government is required by law to set up mechanisms for women's rights and gender equality and equity. The case from the Philippines below illustrates what can be done when equality is embedded in legislation.

Case study: National Legislation on Women's Participation and Gender Equity, the Philippines

The Philippine Plan for Gender-Responsive Development 1995 – 2025 (PPGD) prescribed implementation of various specific services for women in relation to those set out in the Local Government Code 1991, and Executive Order 273 mandates Local Government Units (LGUs) to implement the plan. On this basis, a Joint Memorandum Circular was issued in December 2001 by the Department of the Interior and Local Government (DILG), the Department of Budget and Management, and the National Commission on the Role of Filipino Women. The circular directed governors, mayors, *barangay* [the smallest unit of government] captains and others to integrate Gender and Development (GAD) in local planning and budgeting through specified activities, including, among others:

❏ Developing GAD plans, which should be related to regular planning and budgeting procedures and existing plans.

❏ GAD programmes, projects and activities (PPAs).

❏ Identification of improved access conditions for women and children (i.e. health, water, education, transportation, road construction, markets, etc.).

❏ Allocation of appropriate funds for implementation of GAD PPAs.

❏ Annual reports to and within DILG.

Continuation . . . .

The local government code also provides space for more women's participation, through the provision that Civil Society Organizations (CSOs) participate in local special bodies at all levels except *barangays*, with representation from labour, women and marginalized sectors. However, and as with much legislation to support equality for women, implementation of the GAD budgetary requirement is very uneven across the Philippines.

The example of Los Baños below demonstrates an innovative engagement with the GAD planning and budgetary requirement.

The People's Initiative for Local Governance, Advocacy and Research (PILAR), based in Los Baños, Calamba in Laguna province is an NGO working with 30 *barangay*-level women's organizations in the area. PILAR began lobbying local government to implement the provisions of Law 7192 on GAD in 1999. Some of the lobbying involved raising awareness of the joint memorandum on the integration of GAD in local planning and budgeting, which the national government had not disseminated as effectively as needed. Eventually, this led to the creation of a municipal GAD council in 2001 under the present mayor and to the appointment of a GAD Action Officer.

The GAD council, also known as the GAD 'focal point', is a large body, chaired by the mayor and vice-chaired by a councillor who is also the chair of the committee on women and the family. The other 18 members are a mix of councillors, municipal employees and representatives of various sectors – including day-care workers, health services, senior citizens and NGOs, among others. PILAR acts as the representative of the NGO sector. Interestingly, it appears that the members do not include any women-only organizations. However, the GAD council network does include Makalaya (an organization of female workers in the formal and informal economy) and the National Commission on the Role of Filipino Women.

The GAD activities conducted by the focal point include:

❏ Basic gender awareness seminars for women from *barangays*.

❏ Networking with women's organizations
❏ Drafting a gender code for Los Baños.
❏ Development of the municipal GAD plan. This includes joint plans between women's organizations at grassroots and at *barangay* levels, which are further submitted to/incorporated in the municipal plan.
❏ Establishing and running a women's affairs office.
❏ Work on gender-based violence (information, women's centre, rehabilitation of rape victims, etc.).
❏ Family welfare activities (parenting, reproductive health).
❏ Economic support through skills training, job referrals and livelihood loans.
❏ Women's Day celebration.

Funding for the GAD council was first allocated in 2002, with 250,000 Philippine pesos (PHP, or about USD 5,000 based on an April 2004 exchange rate of 1.00 US dollar = PHP 56.00) for basic gender training. Consistent lobbying in favour of allocating gender activities the five per cent of total local government revenues mandated by law helped increase funding to PHP 500,000 in 2003 and to PHP 3,500,000 (or USD 62,500) in 2004, which was equivalent to about 4.4 per cent of Los Baños' total budget. It fell to the GAD council to decide how to allocate the budget.

Effective lobbying on GAD work in Los Baños had much to do with the supportive attitude of the local mayor. According to PILAR, prior to his election the mayor already displayed a degree of commitment to gender issues, but a member of PILAR who acted as his election officer made sure that they were included in his agenda, too. Once in office, the mayor became more convinced of the importance and usefulness of GAD work. It was not clear whether such work would continue if the current mayor failed to be re-elected. In March 2004, women's groups joined together in a federation, "Los Baños Women for Official Commitments and Challenges" (LBWOCC) and presented a platform of demands to candidates in the June 2004 local elections. This was a bid to strengthen civil society lobbying in this area both during elections and afterwards.

Case developed from: Clulow, Michael and Felicity Manson. 2005. Promoting Gender Equity in Local Governance: Some experiences in Central America and the Philippines.

The case from London below is an example of a local government taking on gender equality concerns through the commitment of its own leadership.

Case Study: Gender Equalities, London, UK

Under the UK Equalities Act 2006, the municipality of London is required to promote equality of women as well as equality of women and men of diverse races, ethnicities, and faiths. London's Equalities mission also includes women and men with disabilities; gays, lesbians and bisexuals; children and elders. However, this case outlines the commitment and activities of London in the area of gender equalities well before the legislation was introduced. The Greater London Authority's (GLA) gender equality vision states that the GLA, "...will be a champion for gender equality and a leader in:

❏ Promoting gender equality, so that women and men who live or work in London can enjoy their full human, social and political rights free from discrimination

❏ Challenging and eradicating sex discrimination

❏ Providing responsive and accessible services for all Londoners

❏ Embracing London's diversity as a source of strength and opportunity for London

❏ Addressing the issues of gender equality in the mainstream of the Mayor's policies

❏ Ensuring our workforce reflects the diverse population of London, and encouraging exemplary employment practices across London, including equal pay audits."

Additionally, "…the role of the GLA is to improve the lives of Londoners. A Gender Equality Scheme (GES) is our public declaration of how we intend to improve the lives of London's women and girls and how we intend to ensure we are a model of gender equality best practice in all that we do."

While the Equalities Act was only adopted in 2006, the GLA adopted the Gender Equality Scheme before the Act, in 2003. The GES outlines:

❏ the methods to use to ensure the promotion of equality between women and men and to challenge discrimination on the basis of gender;

❏ the work already carried out to promote gender equality and its outcomes;

❏ the priorities for action over the coming year.

The first GES was developed in consultation with women's organizations and launched during an event known as 'capitalwoman' in 2003. The priority areas for implementation of the GES are the following:

❏ Implementation of the London Domestic Violence Strategy

❏ Working with Transport for London to improve the quality and safety of the public transport system in London and keep fares down.

❏ To work with the Metropolitan Police Authority (MPA) and the Metropolitan Police Service (MPS) to develop and improve community safety throughout London.

❏ Provide a partnership register for lesbians, gay men and unmarried mixed sex couples to register their partnerships…champion for civil rights for same sex and unmarried mixed sex couples.

❏ Develop and Implement the Mayor's Childcare Strategy.

❏ Hold 'capitalwoman' – an annual Mayoral conference with London women from all walks of life to coincide with International Women's Day on March 8th. An extensive programme of engagement and consultation with a range of women stakeholders in London from a variety of backgrounds.

❏ Working, within the Mayor's powers, to increase the availability of affordable housing, reduce homelessness and meet the needs of homeless women.

❏ Analyzing, highlighting and campaigning on inequalities in women's economic position and women's

❏ poverty, and working with the London Development Agency (LDA) to improve women's economic position and lessen poverty.

Progress has been reviewed against the stated outcomes, priorities and action plan every year and is published

For additional information on the Gender Equality Scheme and the 2007 State of Equality in London Report, check the following URL: http://www.london.gov.uk/mayor/equalities/key-documents.jsp

The Mercosur area provides yet another innovative approach: a regional effort at enhancing participatory governance and gender equality.

Case Study: The Gender Unit of Latin America's Mercociudades Network

The Gender and Municipality Thematic Unit of the Mercociudades Network (Gender Unit) was created in September 1999. The Mercociudades Network itself was established in 1995 with the aim of fostering political, economic, social and cultural participation and integration of the main urban centres in the Latin American free trade area known as Mercosur. The network brings together more than 100 cities in Argentina, Bolivia, Brazil, Chile, Paraguay and Uruguay that are looking to consolidate their democratic processes. The Unit's main focus is to strengthen political participation of women through work in favour of gender equality; the rationale is that new social relations between women and men will contribute to full citizenship of women and highlight the primary role local governments can play as enablers of gender equality.

The work of the Mercociudades Network Gender Unit consists of exchanges and training; these are designed with four objectives in mind:

❏ developing strategies for women's political participation;

❏ promotion of dialogue and relations between women, social organizations, NGOs and local governments;

❏ dissemination of municipal gender policies as a way of making visible the role of local governments in bringing about socio-cultural change; and

❏ fostering international relations to share and consolidate the work of the Gender Unit.

Source: Summary from: Red12URBAL. 2004. Mujer y Ciudad. Febrero. Additional information in Spanish can be obtained from: http://www.mercociudades.org/index.php?module=PostWrap&page=/descargas/paginas/ generoymunicipio.htm

Reflection Questions

❏ *Identify gender equality actions taken by your municipal government.*

❏ *Identify other actions which your government can take to enable equality between men and women.*

❏ *Identify actions which your government can take to address gender inequalities.*

Demystifying Gender: Introductory Exercises

Five introductory exercises are provided below. You do not need to use all of them in any one session. Depending on the size of the group and the time available, you only need to choose one or two exercises. It is highly recommended that any training on gender include at least one or two of these exercises before you use those in the next Section on Women, Gender and Local Governance. Introductory gender exercises are necessary to explain some key concepts before participants can engage in the theme-specific exercises.

Exercise 1:   What defines a man? What defines a woman?

Objectives

❏   Understand men and women in terms of stereotypes and perceptions.
❏   Identify the difference between sex and gender.

Time Required: 1.5 – 2 hours

Process

This exercise is designed as a brainstorm with the group. Explain the procedure for brainstorming. Ask participants to respond quickly and without commenting on contributions from others. It would be advisable to have a co-facilitator with you to assist with writing on the flip-chart sheets.

Make sure that the sex-related characteristics of women and men such as: can give birth, breastfeeding, getting pregnant, growing a beard or moustache, are also mentioned. If not, you will need to mention them.

1.   Take two flip-chart sheets of paper and put them up side-by-side in front of the participants. On the top of one flip chart, write the word "women" and on the other, "men". Ask the question: *"What are the characteristics of women and men?"* Write down everything that is mentioned. Do not discuss anything at this point.

2.   After the lists are completed, go through each chart item by item. For example, under the heading of "women", ask if men too can be patient, sensitive, caring…? If so, mark that characteristic with a "yes" or with a "+" sign. Characteristics that cannot be changed, such as, getting pregnant, growing a moustache etc., should be marked with a "no" or a "-" sign.

3.   Go through the chart entitled "men" and a similar process of questioning as above. Ask if women can talk loudly, be strong, etc…Continue to mark the characteristics as above.

4.   Discuss the contributions regarding the characteristics of women and men.

Discussion Questions

- ❏ What female characteristics cannot be changed?
- ❏ What male characteristics cannot be changed?
- ❏ Which characteristics can both males and females have?
- ❏ Are women always patient, sensitive? Do men always talk loudly? Why or why not?
- ❏ How would you react if a woman spoke loudly and was stronger than a man?
- ❏ How would you react if a man was patient and sensitive?
- ❏ Are these characteristics of women and men natural? Are they biological?
- ❏ How do we acquire these characteristics? Are they not socially constructed?

Give the participants the following definitions of sex and gender, or have them written up before the workshop and put them up so all can see them.

Sex refers to the biological differences between women and men.

Gender refers to the social interpretations and values given to being a woman, man, boy or girl. More specifically, it refers to the way behaviours and identities are determined through the process of socialization. The roles and expectations of women and men are usually unequal in terms of power and control over decision-making, assets and freedom of action. They are specific to every culture and change over time.

The Characteristics of Gender

What you need to point out here is that in the exercise, participants have defined the difference between sex and gender. Most of what they have defined are characteristics that are socially constructed. Gender as a framework for analysis has the five following characteristics:

RELATIONAL. It is relational because it refers not to women and men in isolation, but to the relationships between them and the way these relationships are socially constructed.

HIERARCHICAL. Gender is hierarchical because, far from being neutral, the differences established between women and men tend to attribute greater importance and value to the characteristics and activities associated with what is masculine and produce unequal power relationships.

CHANGES OVER TIME. The roles and relations between women and men change over time, have changed over time, and thus have the potential to change and to enable greater equality between women and men.

CONTEXT-SPECIFIC. There are variations in gender roles and gender relations depending on the context – ethnic groups, race, socio-economic groups, culture, etc. Therefore, gender analysis must incorporate a perspective of diversity.

INSTITUTIONAL. Gender is institutionally structured because it refers not only to the relations between women and men at the personal and private level, but also to a social system of patriarchy that is supported by values, legislation, religion, etc.

Adapted from: Pan American Health Organization. 1997. Workshop on Gender, Health and Development. Facilitator's Guide.

Exercise 2:   How do we learn to be gendered?[11]

Objectives

❏   Clarify the meaning of "gender".
❏   Think about ways in which gender values and identities are learnt.
❏   Recognize ways in which gender identities and expectations change over time.
❏   Identify some of the factors/forces contributing to change.

Time Required: 2 hours

Process

1.   Brainstorm on the understanding of the terms "sex" and "gender". Write all responses on flip chart paper for all to see. Tell them that you will come back to their responses after the small-group exercise. Then divide participants into small groups of 3-4 people each. Ask each group to designate a rapporteur who will report back to plenary.

2.   In small groups, participants discuss the following four questions:

❏   As you were growing up, what influences shaped your behaviour as expected of a boy/girl, man/woman? Can you give specific examples?

❏   Think about your grandmothers and grandfathers. Do people of your generation have different expectations and experiences of their gender responsibilities and values? Are there differences in gender roles and expectations between your grandparents' generation and your own? Please list them.

❏   Are there differences between your children's generation and your own in terms of gender values and expectations? What are they? Please identify them.

❏   What factors have brought about the changes in successive generations?

3.   Ask each group to make a presentation in plenary. After all the presentations, discuss what can be learned from the small-group exercise. Draw out points about the way we learn about socially acceptable gender roles, the nature of change in gender identities and the factors that bring about change. Refer participants to the responses from the brainstorm. Ask participants to evaluate the responses they made during the brainstorm against the outcomes of the small-group discussions.

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11   Adapted from: DFID. 1999. Gender Training.

Points that should be emphasized include:

- ❏ We all learn/internalize gender values and expectations appropriate to our own culture and society as we grow up.
- ❏ Gender roles and expectations are culturally specific and therefore different in different places and different societies. There is no one way to be a boy or a girl or a woman or a man.
- ❏ Even within the same society, gender roles and expectations change over time.
- ❏ Gender roles and expectations change due to planned and unplanned factors. The processes of change are often slow. Change is not straightforward and it can be positive or negative.

Exercise 3:   Gender Stereotypes

Note to Facilitator

This exercise would suit a small group. If you have a large group, you can focus on the first three questions instead of all four. Or try another introductory exercise. Keep this exercise for another occasion when you are running a full-day or a two-day workshop on gender.

Objectives

- ❏ Challenge gender stereotypes.
- ❏ Discuss personal experiences in the light of gender stereotypes.
- ❏ Become aware of gender roles.

Time Required: 2 hours

Process

1. Give participants 5 minutes each to answer the following questions. Ask them to write their answers on a sheet of paper. Later and as part of the introduction, they will share their answers.

    - ❏ Two things they like to do that are considered typical for their gender.
    - ❏ Two things they hate doing that are also typical of their gender.
    - ❏ Two things they like doing that are considered non-traditional for their gender.
    - ❏ Two things they really wish they could do that are non-traditional.

2. In a group discussion, ask each participant to introduce themselves, their name, position or occupation and then share their individual wish-lists. (Only a few minutes each.)

3. Ask the group to comment on what they have heard in terms of gender and fulfilling or challenging stereotypes. For example, you could ask:

    - ❏ What came as a surprise to you?
    - ❏ Were any activities identified as 'typical' for either gender a surprise to you?
    - ❏ What do you think of the non-traditional things that men like to do?
    - ❏ What do you think of the non-traditional things that women like to do?
    - ❏ What does this mean for your understanding of gender?
    - ❏ If men do non-traditional things, does it diminish their masculinity? And women, their femininity?
    - ❏ What defines a man?
    - ❏ What defines a woman?

Exercise 4:   What does gender mean in your life?

Objectives

❏   Introduce the concept of gender.

❏   Help the facilitator understand what gender means to the participants.

Time Required: 1.5 hours.

Process

1.   Make a table on flip-chart paper and present it to the group (see below).

How would you like to be addressed during this workshop?	Your profession? (business man/woman banker, teacher, engineer, nurse, personnel manager, secretary, administrative staff, etc.)	Is there a gender issue in your private or professional/public life?
		Examples: I have 3 children, 2 boys and a girl. In my organization the bosses are all men. **NOTE:** These examples are not to be given to the participants. They should come up with their own examples of gender issues.

2.   Explain that this is an introductory exercise and that we shall explore gender in more depth as the workshop proceeds. Go around the group and ask each participant to respond to the 3 questions. Write their responses in the table.

3.   When everyone has finished, ask them to reflect on the last column. This should help to clarify a few issues such as the experiences of women and men and/or the public and private-life implications of gender relations. If participants are looking puzzled, take the time to comment on gender differences and implications generally. This would also help the facilitator understand what gender means to the participants.

4.   Go around the room and ask everyone to say one thing they expect from this workshop. *Ask them to answer only with a single short sentence.* Write each of these on flip-chart paper as they speak.

5.   Go through participants' comments and mention what will be discussed here and what will be covered in other sessions. Clarify any misconceptions. If needed, explain again the objectives of the workshop.

Exercise 5:   Given a chance, would you like to be born a woman or a man?

Note to Facilitator

This exercise is recommended for a small group, preferably fewer than 20. If you have a larger group, dedicate more time to the exercise.

Objectives

❏   Enable participants to speak about topics that usually are not discussed, such as our gender identities.

❏   Explore how we understand our male and female gender roles.

Time Required: 1.5 hours

Process

1.   Make the participants sit in a circle.

2.   Give a ball to one participant – ask her/him to keep it in their hand.

3.   The person holding the ball will say their name, what they do, and answer the question, "Given a chance, would you like to be born a woman or a man? Why?" S/he would then throw the ball to another person.

4.   The person who catches the ball must repeat No. 3 and then throw the ball to another person in the circle, and so on until all participants have had a chance to introduce themselves and answer the question.

5.   Engage them in reflection about the exercise. You could ask questions such as the following to start the reflection. Ask them what they think of the responses.

Reflection Questions

❏ *What surprised you and why?*
❏ *Why are so many women interested in being _____?*
❏ *Why are so many men interested in being _____?*
❏ *What do you think about the power relations in the comments?*
❏ *What does this say about gender relations in our society?*

Gender and Power

Power can be defined as the ability to make free and informed choices about our lives. Where to live, how to live, who to live with, things as basic as what to eat and when to sleep; when we are able to make our own choices about these things, we are on our way to becoming empowered human beings.

Social systems construct power, and usually, this power is distributed unequally. A society that practices gender inequality distributes power unequally between women and men, boys and girls, and the young and old. Usually, men have power over women. Grown-up children (adults) often have power over their older parents.

The power to be loved for who you are, not for what you have; to be able to trust the one you love, and to live together in peace and harmony, is a great power. It is also a basic human need. This need is rarely fulfilled in a society that practices gender inequality. In societies that practice gender inequality, human relations, particularly in institutions like marriage and the family, have been the great losers. Suspicion and distrust have become the order of the day.

In a society where gender inequality prevails, it is important to pretend that this is normal, even the only possible way of doing things. So, for gender inequality to survive, it was considered vital to make it seem the natural way of life. This process is called the normalization of gender inequality. If women and men started thinking that gender inequality was wrong, and that there must be a better way of organizing society, then they might work to end gender inequality. This is, in fact, what has begun to happen in a number of countries. But for those efforts to continue, it is important that we de-normalize gender inequality. Feminist scholar Désirée Lewis has put it as follows:

> "Patriarchal attitudes and relationships present distinct obstacles. Traditions of silencing women, of rendering invisible their reproductive labour and restricting their participation in spheres of public decision-making have led to firm beliefs that only men's contributions and masculine values and attitudes are valuable in public life. This naturalization of women's subordination explains why gender oppression exists despite the rapid proliferation of progressive legislation and policy-making for women. In particular, it helps explain why local governments, which often reflect naturalized patriarchal relations in communities, often prove to be less women-friendly than national and provincial government."[12]

Some critical issues such as those dealing with women's rights, gender equality and human rights, etc. tend to enjoy higher profiles and broader political space at the national and provincial level than they do at the local level. These tiers of government often tend to command lobbyists that are not always active or visible to the same political extent at the local level.

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12   *Lewis, Desiree. 2005. Gender and Policy Making For Local Government: Drakenstein and Beyond Gender Advocacy Programme, Cape Town, South Africa. Pp 7-8.*

Reflection Questions

❏ *Identify the ways in which you feel that men loose out in gender inequality.*

❏ *Give examples of how gender equality (equal power relations) between women and men can increase life choices for men.*

Exercise 6: If I could be a woman, I would be... If I could be a man, I would be...

Note to Facilitator

This is a 'fun' exercise and should generate laughter and surprise about the ways the two genders perceive each other. Run it as a rapid brainstorming exercise.

Objectives

❏ Understand perceptions of gender and gender relations
❏ Explore gender construction
❏ Explore power in gender relations

Time Required: 45 minutes

Process

1. Put up 2 flip-chart papers in front of participants.

2. On one sheet write down, "If you could be a woman, what would you like to be?" On the other sheet write down, "If you could be a man, what would you like to be?"

3. Ask participants to respond as they wish, and write down their comments on the relevant flip-chart. Stop the exercise after about 15 minutes.

4. Ask participants to comment on what they read. You could assist the discussion by asking questions such as the following:

❏ What do you think about what the women are saying?
❏ What do you think about what the men are saying?
❏ Why are so many women interested in positions such as X, Y, Z?
❏ Why are men interested in X, Y, Z?
❏ What do you think about the power relations in the comments?
❏ What does this say about gender relations in our society?

An Alternative Method

You could divide the large group into two same-sex groups if you have sufficient numbers of each. They can then go through the same process as above in their own respective groups and bring the information back to plenary for presentation and discussion.

Exercise 7: Gender and Power[13]

Objectives

❑   Explore the notion of power.
❑   Understand different kinds of power.

Time Required: 2 hours

Process

Part A

1.   Introduce the notion of power by asking participants to describe different sorts of power:

Power over (forcing someone to do something through use of a position of authority or strength.)

Power with (doing things by combining your strength with the strengths of other women and men.)

Power within (one's personal inner strength.)

2.   Break the group into small sub-groups of 3 or 4 and ask them to imagine being a child at school. On one piece of paper, ask them to write, "Who has power in school?" Under the question they will write answers such as: teacher, principal, school cleaner, etc. On a second piece of paper, ask them to write: "Why do they have power and what kind of power is it?" Here you should expect comments such as: power of authority, physical power to …,

3.   Then ask each group to report to plenary.

4.   Ask them to comment on what they have heard. What are their thoughts about this kind of power?

Part B

5.   Now divide the participants into pairs and ask them to think about a 3rd question: Were the power holders men or women and what difference did it make to participants' own impressions of gender and power?

6.   You can wrap-up the excercise by asking participants a few reflection questions about the excercise.

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13   *Adapted from: Oxfam UK Poverty Programme. 2004. See both sides. A practical guide to gender analysis for quality service delivery. Pp36-7.*

Exercise 8:   Power between Women and Men

Objectives

❑   Explore the concept of power.
❑   Understand the difference between women and men.

Time Required: 1 hour

Process

1.   Explain power between women and men using examples such as: most of the people working in banks today are women, yet the senior decision-making positions are filled by men. Or, most bus drivers are men but the majority of the passengers are women, especially at certain times of day.

2.   In pairs, ask participants to think about the power that men have in relation to women, and vice-versa, in the following areas:

❑   At Home
❑   Property Ownership
❑   Paid Work
❑   Management
❑   Managing Money
❑   Getting an Education

You can also make your own list and decide how many topics you want to submit to participants.

3.   Bring all participants to plenary and ask them to reflect on their thoughts and impressions. While there will be a range of impressions, some key points such as the following should emerge:

❑   There are usually more men than women in senior management.
❑   It is still expected by both genders that women remain at home for the purposes of social reproduction while men work outside the home.
❑   Men make more money than women.
❑   Education levels of men and women may be similar or different (depending on the local context)
❑   Men have a greater chance at higher education than women.

Gender Analysis

Gender analysis is a research and planning method for a better understanding of the realities of being a woman, a man, a girl or a boy. Gender analysis is an effective method of promoting equality. Gender analysis also includes the intersection of gender with other social relations such as race, ethnicity, age, caste, class, sexuality, language, ability/ disability, religion, etc. For example, gender analysis can assist in organizing data and information in a municipality in a way that recognizes these different realities, so that the impacts of any policy, programme, project or activity on *all* urban residents can be assessed. Gender analysis is critical for inclusive and democratic decision-making. ***Sex-disaggregated data*** is a fundamental pre-requisite for gender analysis.

A gender analysis of municipal institutions and programmes is essential if gender is to be mainstreamed into local government. This is a challenge well worth the effort, as implementation and consolidation of a gender-friendly local authority and city will take the government to new heights of inclusiveness, productivity, accountability, and enhanced living conditions in the city!

For a local authority, gender analysis, enables improved assessment of slums and facilitates development of upgrading schemes, ensuring that resources are invested for the benefit of *all* residents – both female and male, young and old – and put to the most productive and sustainable uses. Gender analysis can also be applied to transportation and road planning, solid waste management, public toilets and expansion of drinking water supplies, as well as to develop an environmental management strategy or assess a city's tax base or budgets (see Gender-Responsive Budgeting in the next Section), etc. A gender analysis can be done on almost any municipal function or service – even a road intersection! Significantly, what a gender analysis will show is the extent to which a municipality has been missing out on a key local resource – the creativity and intellectual capacity of half the population – the female half, that has so far not been substantially engaged in local governance issues or decision-making. If your local government has not significantly engaged that 50 per cent of the population, now is the time to do it!

Many methodological frameworks are available today that assist with gender analysis. However, a fundamental premise is a recognition of women's labour at home (social reproduction) as well as outside the home (production). These frameworks were developed to assist with gender analysis of specific activities and contexts such as feasibility studies, community-based planning, project assessment and planning, policy analysis and development, institutional change, impact assessment, as well as monitoring and evaluation. However, the best approach will be determined by what is needed in a specific context. It is helpful to "mix and match" or borrow from different methods to create an approach that best suits local needs and realities.

Broadly speaking, gender analysis explores the following:

1. Questions about the current division of labour and responsibilities between women and men and girls and boys. Who is doing what? When? Where?

2. Questions about access and control of knowledge, resources, services and decision-making. How are things getting done and with what means? What are the implications of the gender division of labour?

3.   What are the power relations and influencing factors? What is the prevailing social, political, economic, cultural situation and who and what institutions have the power and influence to determine these social relations? What are the cross-cutting issues?

Section 3 in this Sourcebook offers an introductory overview of the intersection of gender and women with some key issues in local government and governance. Many of the exercises in Section 3 require you to look at these issues through a gender lens, by undertaking a gender analysis of the issue in question. These are introductory exercises, which in and of themselves do not provide you with a complete gender analysis. For a comprehensive gender analysis, you will need to explore some of the existing gender analytic frameworks and their critiques. This information is vital if you are to develop successful gender equality strategies, programmes and projects. Here is a list of a few resources to help you as you conduct your exploration:

Further Reading

March, Candida, Ines Smyth and Maitrayee Mukhopadhyay. 1999. A Guide to Gender-Analysis Frameworks. Oxfam, UK.

Miller, Carol and Shahra Razavi. 1998. Gender Analysis: Alternative Paradigms.

http://www.sdnp.org/gender/resources/mono6.html

UN-INSTRAW. Gender Research Methodologies. http://www.un-instraw.org/en/index.php?option=content&task=blogcategory&id=189&Itemid=252

Vainio-Mattila, Arja.1999. Navigating gender: A framework and a tool for participatory development. Finnish Ministry of Foreign Affairs, Department for International Development Cooperation / FINNIDA. http://www.eldis.org/go/display/?id=28145&type=Document

Exercise 9: A 24-hour Day in a High-density Low-income Neighbourhood

Objectives

❏ Understand the different gender-based responsibilities and types of work (paid and unpaid) of women, men, boys and girls.

❏ Appreciate the respective work loads and the length of the working day of women and men.

❏ Understand what gender analysis involves – beginning with the gender division of labour and its impacts on issues of gender equality and equity.

Time Required: 1 hour 15 minutes

Process

1. In the plenary, explain to participants that they are required to chart the activities of a "typical" household in a low-income community in their city or municipality, an exercise which they will carry out in small groups.

2. If you have sufficient numbers of women and men, split them into same-sex groups.

3. It is for each sub-group to decide and identify the number of family members in their "typical" household. This includes all adults and children. List them and their age. Develop a chart to tabulate the daily activities of family members. Fill in their tasks according to the time they are conducted. See example below.

TIME	Grand-mother 53	Father 40	Mother 32	Daughter 12	Son 10
4.00 am	Sleeping	Sleeping	Wakes-up	Sleeping	Sleeping
4.30 am	Sleeping	Sleeping	Washes	Wakes Up	Sleeping
5.00 am	Wakes up	Wakes up and washes	Cooks breakfast	Helps with breakfast	Sleeping
5.30 am	Eats breakfast	Eats breakfast	Cleans house	Eats breakfast	Wakes up

4. Once the tasks are identified, sub-group members should attach the following letter codes to each of the tasks. (P) for productive; (R) for reproductive; and (CA) for community-sustaining activities. Once they have completed the 24-hour chart, participants are to add up the number of hours worked by each family member and for which activities, i.e. Productive, Reproductive and Community-sustaining activities.

5. When your group has finished all the tasks, discuss the similarities and differences between the respective workloads/activities of the family members within your typical household.

Reflection Questions

- ❏ *What are your observations?*
- ❏ *What does the exercise say about women and men?*
- ❏ *Who does the most hours of work?*
- ❏ *Who takes the productive, reproductive and community service roles?*
- ❏ *Who gets up earliest and goes to bed latest?*
- ❏ *What is the difference between the work/recreation/school attendance of the boys and girls in the family?*
- ❏ *How does age and position in family affect the respective roles of family members?*

Exercise 10:   Facts about Women and Men: What Statistics Tell us

Note to Facilitator

Before the session, prepare factual information about men and women in your town/city/country. Information should be easy to read, understand, and discuss. It can include data about the number of women and men in different professions, the number of women and men on the local council, the number of women and men in senior management at the local government, levels of education of girls and boys and women and men in different age groups, income differentials between women and men, ratios of land ownership between women and men, access to credit for women and men, the numbers of women and men that are self-employed and in what areas of work, etc. You need to determine the key areas to document for your town or city.

Objectives

❏   Facilitate an understanding of gender in an urban settlement.
❏   Show how certain assumptions about men and women are reinforced in areas such as education, employment and politics.
❏   Highlight the importance of gender analysis in all aspects of municipal governance.
❏   Consider gender bias in the collection of data and statistics.

Time Required: 1.5 hours

Process

1.   The material can be presented in any order you see fit. However, it should be legible to all.

2.   Ask participants what strikes them about the data. Keep this discussion short – 5 minutes

3.   In small groups, ask participants to answer the following questions. Give them about 30 minutes

❏   What do the facts tell us about the situation of women and men in the city or municipality?
❏   What assumptions about women and men are being challenged or reinforced by the data?
❏   What are the implications of sex-disaggregated data collection at the municipal level, and how do they affect municipal decision-making?

4.   Ask the groups to report to plenary. Encourage participants to comment on the responses from the groups.

Women, Gender and Local Governance

Gender Equality and Participation in Local Government

The equal participation of women and men in local government decision-making is critical to ensuring that: any decisions made and budgets allocated are relevant to the living conditions and needs of local women and men; there is equity in provision of services and planning, and municipal funds are not only being spent effectively and efficiently, but also allocated to those who are the poorest. This is one of the motivations for women's involvement with local governments. Often the rationale behind women's mobilization is for local government accountability to women, and in particular poor women and those from marginalized communities whose priorities have not been included in municipal policies and budgets. In order to influence decisions, a critical mass of aware women is required in decision-making positions.

Women's Strategies for the Promotion of Gender Equity in Local Governance

Research into women's mobilization in favour of more active engagement in municipal decision-making indicates that women's groups and civil society organizations for gender equity in local governance share a number of common strategies and initiatives. Furthermore, despite numerous differences between industrialized, industrializing and developing countries and within them, there are remarkable similarities in the strategies for women's rights, gender equality, inclusion of diversity, and democratic local governance. These include, among others:

❏ The creation of new women's groups, coalitions, and networks thereof, along with civil society organizations, in order to focus on political power and women's priorities at the local level. Alternatively, the strategies include the strengthening of existing women's and civil society groups and networks that focus on local governance and citizen participation.

❏ Training women in local governance – including politics, political parties, lobbying, advocacy, the importance of women's participation as candidates for elections, in political decision-making, as well as participation in local government committees, consultations and other initiatives.

❏ Alliances and collaboration with supportive political parties to influence platforms and policies with regard to women's equality and gender equity, as well as to lobby them to nominate and support female candidates and representatives from marginalized communities to run for political office.

❏ The development of, and lobbying for, election commitments, manifestos, platforms or pledges committing both male and female candidates to pro-poor and gender equality demands, policies, or agendas once they are elected to office.

❏ The sponsoring of competitions and prizes for local governments on initiatives in favour of women's rights and gender equality, such as new and innovative gender-sensitive laws and policies, the establishment of women's and equalities offices and commissions, campaigns on violence against women and for security and safety, the appointment of women in senior administration, gender-responsive budget initiatives, etc.

❏ The designation and/or nurture of champions for women's rights and gender equity in the mayor, local councils, the media, etc.

❏ Training and support for female elected local government officials. This includes on-going training in municipal government and administration functions as well as budget and fiscal matters, legal reforms, policy development and implementation, etc. along with other areas such as public speaking, lobbying, information and the media. Additionally, experience suggests that female councillors should be trained to strengthen their ability to lobby for women's equality concerns and gender equity. Where such training has included gender-sensitive analysis and planning, it has enabled elected female leaders to provide leadership for women's priorities in local government deliberations and budgets.

❏ Women elected leaders must maintain an on-going engagement with women's and civil society organizations for support, advice, research, strategic planning, and also to survive in an environment dominated by males, one that is not always supportive or inclusive of female elected leaders and can even be hostile.

❏ The advent of female elected leaders' or mayors' groups has been a positive development in self-organization and lobbying to influence national and sub-national laws and legislation, to expand women's political decision- making space, to support other women to seek political office and to place the priorities of women, poor people, marginalized communities and the environment on local and national agendas.

❏ Adoption of declarations, charters and plans of action with regard to women in local governance, in order to guide policy and programming at all levels.

A significant part of gender equality work in local government has focused on ensuring that women are fully represented on municipal councils and at all levels of decision-making. This has often been justified by the argument that when women participate in decision-making, the decisions better respond to their needs and requirements. This is undoubtedly true. However, gender equality in political participation should not need any special motivation: it is the human right of all women to engage in issues of governance, and especially as they relate to their living conditions. Where women do not participate fully on equal terms, they are deprived of equal citizenship.

Case Study: Leadership and Decision-Making, Somaliland

"Women had always thought that public decision-making was only for men. We believed that men know better and will manage the society's affairs properly. But men are after all human beings like us and they differ in their capabilities, wisdom, intelligence, etc. just as women. We learned this the hard way. When we fled the war and returned to a devastated country, women took a lion's share in picking up the pieces and helping their families and communities to survive.

If we could do that, we can also make decisions for the society in general. In fact, I feel that women can do better since they are free from the addiction of 'qat' chewing, which is plaguing our society."

Source: Somaliland Women's Research and Action Group and Practical Research Institute. Undated. Assessment of Potential Women Leaders in Somaliland.

Barriers to Women's Participation in Local Government

There are common barriers to women's participation in local government decision-making in urban centres in both industrialized and developing countries, some of which are listed below. However, it must be remembered that many women have continued to brave the odds, run for political office and won. The barriers they were up against include:

❏ Political parties are dominated by men who tend to resist greater participation by women. Correspondingly, political parties are not pro-active in changing their own nature and supporting more women to engage in local politics.

❏ The electoral process is fraught with corruption, violence, bribery and attacks on the dignity of individual candidates. This is a major deterrent to women's involvement in politics.

❏ Together with lack of transparency and accountability in municipal affairs and budgets, corruption had tarnished the credibility, respect and status of local government in the eyes of the public. This has acted as a further deterrent to women's involvement in politics.

❏ Cultural beliefs that subordinate women to men and define women's place as in the home and the public sphere as a man's world, do not encourage women to run for political office. These beliefs can further undermine women's self-confidence to run for office.

❏ Women have limited access to resources compared with men. This includes money, access to information, time, support for childcare, transportation,

campaign materials, and a "girls' network" with long-standing power relations, etc.

❏ There is little if any recognition of the unequal division of labour between women and men within households. Women have numerous responsibilities in the family and these consume a lot of their time, energy and resources. Political parties and local governments do not take account of the reality of women's role in social reproduction when organizing meetings and political events, or developing election campaigns.

❏ In some societies, women are at a disadvantage due to limited access to education. This restricts their ability to engage in political processes, as they will have inadequate access to technical and legal procedures and documents. However, in many smaller urban centres women have run for political office and been elected despite low levels of literacy, and they proved to be exemplary councillors and mayors.

❏ Most local governments are inherently patriarchal institutions. Their structures and procedures are designed for and by men. The ways meetings are structured and discussion takes place, just like the time schedule of meetings, etc., are all designed for men and to the male norm. These structures and processes do not take into account women's multiple responsibilities in the home and community, or the different ways women have of communicating, discussing, listening, co-operating, and making decisions.

As a result of these and other factors, gender inequality in political participation makes a dismal picture world-wide. In 2003, of 52 countries from all continents, the average proportion of women in local councils stood at 15 per cent.[14] Countries that have been most successful in bringing women into decision-making bodies are those that have put in place affirmative action programmes or some form of quota system. However, even with these measures, no country has managed to achieve full gender equality, with the best wavering between 34 and 36 per cent of women on local councils and a minority of councils with 40-50 per cent women. The proportion of women in positions of leadership is even smaller. Even in Latin America, arguably a continent that has pioneered women's access to political participation in local government, only five per cent of mayors are female.[15] The case of India on page 47 is illustrative of some of the issues raised by quotas.

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14   *United Nations Research Institute for Social Development. Gender Equality: Striving for Justice in an Unequal World .2005. p. 194.*

15   *Ibid.*

Case Study: Women's Election to Urban Local Governments (ULGs), India

Background

In 1992 the 74th Amendment to India's Constitution provided a basic framework for empowerment of Urban Local Governments (ULGs), prominent among which was wider representation of women as a way of strengthening sub-national authorities. Under the Amendment, 33 per cent of seats were to be allocated to women on elected bodies in the country's 5,161 urban centres. The Amendment also prescribed that one third of the seats of Chairpersons of City Governments would have to go to women on a rotating basis. The rationale behind mandatory quotas for women on elected councils was to promote decentralization, as it was felt that local governments could not effectively operate unless women's participation was enhanced substantially. It was also felt that stronger political participation of women held the key for

❏ improved access to services;
❏ enhancement of income and employment opportunities; and
❏ higher participation in appointed and municipal staff.

Process and Main Participants

Urban Development is a State (sub-national) responsibility in India; therefore, central legislation such as the 74th Amendment acts only as a guideline along which State Governments are expected to amend their own legislations on municipal government. Accordingly, State governments in India have amended respective Municipal Acts in order to earmark one third of elected positions for women. As a result, out of India's 75,000 elected representatives, over 25,000 plus are women. In order to ensure timely elections (every five years), each State Government has a separate Electoral Commission. The quotas of seats for women are fixed on a rotating basis. Therefore, the actual number of women councillors is significantly higher than one-third at any one time.

Outcome

1. As mentioned above, the 1992 Amendment has ushered in over 25,000 female councillors out of a total 75,000.
2. Since the 1994 elections and various local ballots held since then, female municipal councillors have nurtured and developed their constituencies. They have found themselves in a position to support a number of activities and gender concerns. These include better access to services, employment, income generation, housing, etc.
3. It is also noted that a sense of leadership and representation has developed, with women groomed as leaders at grassroots level in the municipal system. This has paved the way for the development of women's leadership for elections at the State and nationwide levels.
4. The promotion of women has enhanced municipal government awareness of the gender concerns pertaining to a variety of functions.
5. Promotion of women has also enhanced awareness of women's roles in municipal personnel.
6. Of the three largest cities in India (Mumbai, Kolkata and Delhi), two currently have women mayors.

N.B. Although the case above presents a very positive picture, the structure of the Indian quota system has given rise to some criticism. For example, the way the seats are set aside is based on one third of the total seats in a ward. In practice, this means that if a ward is in the women's quota this election, it will not be so in the next. Consequently, political parties do not take female candidates seriously, as it means that in the next election they do not have to nominate a woman for that ward. Parties will frequently try and find a woman they can manipulate to run in the ward. The process of allocation of ward seats to women also puts women who want a career in politics at a disadvantage: it prevents them from enjoying a degree of continuity in local politics and local elections.

Quotas or Dedicated Seats in Local Government

At the 4th World Conference on Women in Beijing in 1995, governments adopted the Beijing Platform of Action and committed to enabling women into decision-making by ensuring that at least 30 per cent of seats at all levels of government were earmarked for women. This international commitment, together with women's own political mobilization over the past several years, has led to a world-wide movement in favour of mandatory quotas with regard either to electoral seats and/or to senior positions in political parties. The 30 per cent figure was deemed as a minimum necessary if quotas were to have any impact on existing power relations and mechanisms of decision- making.

Through quotas, women have been elected to local government in many countries around the world, including Botswana, Costa Rica, India, Namibia, Nepal, the Philippines, South Africa, Sri Lanka, Tanzania, Uganda and Vietnam. While quotas have enabled many women to enter local politics, implementation has caused a number of problems. In certain places, quotas have given women the opportunity to change local government policies, by bringing gender priorities into decisison making. In many places, quotas have not lived up to expectations and continue to dis-advantage women. For instance, Uganda's first local government election after the establishment of quotas in 1997 proved to be less of a success for women. A parliamentary act earmarked 30 per cent of local council seats for female contests. These were additional seats and not part of the existing council seats. Furthermore, new wards were created for women to represent. These combined three existing wards into one electoral seat, expanding women's constituencies and areas compared to other contenders. This meant that their costs for running a campaign were much higher than those for other wards, and they had fewer resources than men to begin with. Then, the elections for women's seats were held after the ward elections and there were numerous problems with the election process itself. All in all, mandatory female quotas undermined the legitimacy of women as politicians, ultimately failing to enable women in local politics to become legitimate contenders and decision-makers.

In Namibia, extensive mobilization over many years has given women much stronger representation in local government. Women's mobilizing and lobbying has also led to substantive legal and legislative changes. Although the quota system has been at work over a number of elections, Namibian women continue to face significant challenges. See the case on page 49 from the 2004 election.

Case Study: Gaps Beneath the Surface in Local Elections, Namibia

In a letter published in the media in the immediate aftermath of local elections, Veronica de Klerk, of Women's Action for Development, stated that although they had put forward gender-balanced, 'zebra-style' ballot lists (i.e. 50 per cent female, 50 per cent male candidates) in the villages and smaller towns, political parties had actually favoured male candidates for the top positions in the larger towns, thereby denying women the chance of gaining experience at that level. De Klerk charged that when men were first elected to such positions they had no experience, but women were required to demonstrate experience even before they could be elected.

De Klerk urged the Namibian government to embed 'zebra' party lists in legislation, with women heading the lists in recognition of the fact that they constitute more than 51 per cent of the population and more than 52 per cent of voters. She further called on government to legislate for quotas in the forthcoming Regional Authority and National Assembly elections.

Namibia currently has a shameful four per cent women elected at the regional level! Finally, De Klerk urged women to "act like a majority and not like a minority who begs for favours."

One week before the Local Authority elections, a national workshop of the Namibian Women's Manifesto Network, which brought together women from 30 towns and villages across the country, visited the Windhoek Municipality to present an Open Letter to the Local Authorities in Namibia. The Open Letter called on local councils to implement the National Gender Policy at the local level.

The Network members next took this letter back to their towns and villages to present to their local councils there and discuss how women's groups and organizations could start working together with councils to mainstream gender into local government. Network members were to provide feedback at the next national workshop on the responses of their local councils.

Source: Sister Namibia from: http://www.genderlinks.org.za/page.php?p_id=11

Reflection Questions

❏ *How many women and how many men sit on your Council? Who holds the key decision-making positions?*
❏ *What can be done to enable equal representation of women in local government decision-making?*

Further Reading

Gender Links' Gender and Governance Page: http://www.genderlinks.org.za/page.php?p_id=62

Mukhopadhyay, Maitrayee. 2005. Decentralisation and Gender Equity in South Asia. An Issues Paper. http://www.idrc.ca/en/ev-84640-201-1-DO_TOPIC.html

Gender Equality in Public Administration

Gender inequality in public administration is perhaps best highlighted by the fact that, around the world, women contribute only a small proportion of civil servants in any single country. In 2003, with the exception of former Communist countries, women averaged less than 10 per cent of staff in public administration, defence and security, and between 10 and 20 per cent in education and health.[16] This gives rise to a number of interconnected inequalities. First, because women in general are poorer than men and because public sector employment (particularly in developing countries) is one of the largest providers of formal sector jobs, discrimination against women in this sector of employment contributes to keeping them locked in poverty.

Second, if women are in a minority in the civil service generally, they are an even smaller minority in decision-making positions. Thus, women as a group are excluded from public sector decision-making. The implications are that women and their specific interests are excluded from administrative decision-making.

Third, there is good reason to think that women's exclusion makes the public sector less efficient than it could be. Statistically, the probability of finding talented, hard-working and committed individuals increases as your pool of selection widens. Simply put, your chances of finding the best person for a job are cut by half if you are refusing to hire from half the population.

This is a problem not just from a human rights point of view. Efficiency and good governance in public administration are critical gender concerns. As we try to move closer to gender equality, it is important that we transform the system. But a system that is functioning badly (or barely functioning at all) will find it difficult to transform itself. Any attempt to implement changes, be they good or bad, is bound to founder against the wastefulness, lack of accountability and corruption that are the hallmarks of an inefficient public administration. This is all the more so when the changes you are trying to implement threaten the power of those individuals who benefit from corruption and inefficiency. Since the system discriminates against women in the first place, most of those individuals are likely to be men. In other words, any men and women trying to bring about gender equality must put the issues of efficiency and good governance at the top of their agendas. Good governance involves equity in both appointments and promotions.

For instance, in India it was estimated that side payments occurred in 50 per cent of all water sector transactions in 2003.[17] These underhand arrangements effectively made water more expensive for the poorest of the poor (the majority of whom are women), and held back efforts to expand infrastructure for the benefit of those without access to water; this in turn entrenched exploitation of women's free labour (since they are responsible for fetching water where no services exist). Clearly, we cannot seek gender equality in service provision unless we simultaneously reform the way services are provided.

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16 *United Nations Research Institute for Social Development. 2005. Gender Equality: Striving for Justice in an Unequal World. UNRISD, Geneva, Pp. 184.*
17 *Davis, J. 2004. "Corruption in Public Sector Delivery: Experience from South Asia's Water and Sanitation Sector", World Development Report. Vol. 32. No. 1. Pp53-71. Available at http://www.waterintegritynetwork.net*

Gender Inequality and Constraints to Participation

The reality of women's unpaid labour, generally known as 'the double working day', has the simple consequence that women tend to be *busy* people. When they are not cooking, cleaning, shopping or changing baby's nappies, they are either working in the informal sector, on paid jobs, or trying to find paid work. The problem with civic participation is that it requires time. Local governments can do a lot to enable women to participate in municipal affairs.

When you are planning public consultations, public meetings or committee meetings, ask yourselves some critical questions about the time and place of the meeting:

❏ Does the meeting start between 5 and 7 in the evening? In that case, many women cannot attend. They will be busy dealing with children, including those returning from school, and preparing for dinner.

❏ Does it start after dark? Depending on the degree of crime and safety in your town or city, many women could be discouraged from attending. They will have to weigh the risks of being exposed to gender-based violence against the benefits of participation.

❏ Is the meeting located in a well-lit venue, close to bus and taxi routes, and far from open fields and bushes where women may feel unsafe? If not, women may not attend for security reasons.

❏ Because women as a group tend to be poorer than men, they may not be able to afford public transport to come to the meeting. Is the local government going to subsidize the fares, or provide transport to get to the meeting and back safely?

❏ Depending on your town or city, women might not be literate. In some countries, women are taken out of school at an early age and are left with a relatively low level of education. When you make presentations at the meetings, have you made provision for the men and women who cannot read? And for those with disabilities?

❏ Does your consultation or meeting provide child care?

❏ Sometimes men do not allow women to attend meetings. Have you spoken to the men in the community about the importance of the participation of women in municipal affairs?

Case Study: Gendering Participation in Local Life in the European Union

The 2006 European Charter for Equality of Women and Men in Local Life declares the following:

"(2) The Signatory recognizes that, across the range of its competences, the quality of its policies and decision-making are likely to be enhanced if all those who may be affected have an opportunity, at a formative stage, to be consulted, and that it is essential that women and men are given in practice equal access to relevant information, and equal opportunity to respond.

"(3) The Signatory therefore commits itself to take the following steps as appropriate:

"Ensuring that arrangements for providing information take into account the needs of women and men, including their respective access to information and communication technologies.

"Ensuring that where consultation takes place, those whose views are otherwise least likely to be heard are able to participate equally in the consultation process, and that lawful positive actions are taken to ensure that this happens.

"Conduct, where appropriate, separate consultation activities for women."

Source: The Council of European Municipalities. 2006. Charter for Equality of Women and Men in Local Life. Part III. Article 7. http://www.ccre.org\docs\charte_egalite_eng.doc

Exercise 11:   What Qualities are Necessary for Good Municipal Leadership?

Objectives

❏   Get participants to identify the desirable qualities of an elected official.

❏   Help them to recognize that these skills are not determined by sex / biology.

Time Required: 45 minutes

Process

1.   In plenary brainstorm, ask participants to identify the qualities required to be a councillor. Write up the responses on the flip-charts. You should get responses such as the following:

❏   Should be assertive

❏   Know the communities

❏   Have financial management skills

❏   Be good at public speaking

❏   Listen to people and represent them.

2.   Go through the list and discuss the qualities/skills suggested.

3.   Do both women and men have these qualities/abilities? Ask questions about qualities that are specifically identified as male characteristics. Ask if abilities such as co-operation, good listening, mediation and conflict resolution are also not required by elected officials.

4.   Solicit feedback from all participants. Engage them in a discussion of the qualities needed and their value in municipal governance.

Alternative Process

You could do the same exercise, but instead of a brainstorm and a list on flip-chart paper, you could give participants three cards each and ask them to write one or two words in large letters, and then encourage them to come up to the front and paste them on the wall.

Or

You as facilitator could collect the cards and cluster them on the wall with the assistance of the participants.

Exercise 12:   Leadership Qualities[18]

Note to Facilitator

This exercise is in parts. You can run the exercise in any combination of parts you need, as well as the whole exercise in sequence.

Objective

❏   Identify effective leadership qualities and their links to gender.

Time Required: Will be determined by the way you choose to run the Exercise.

Process

Part A

1.   Ask the group to identify the qualities of a good leader. Do this as a brainstorm exercise. List the qualities on flip-chart paper in front of the group, so that they all can see. Discuss whether both women and men have these qualities. Alternatively, you can also use cards and key words.

2.   Ask participants to identify the characteristics of poor leadership. Ask them whether these characteristics are more common among women or men.

The two questions above should give participants an opportunity to explore the relationship of effective leadership qualities in terms of the socialization of women and men. Engage them in a discussion about *gender relations,* gender stereotypes, the unequal valuation of women's and men' skills and expertise, the non-recognition of women's skills, etc.

Part B

3.   In small groups, ask participants to discuss the questions in the table below and give responses on a flip-chart (replicating the table). Ask them to designate a rapporteur to report back to plenary.

Exercise on Leadership Qualities		
What do community members expect from their local leaders?	How can communities contribute to good leadership? What role can they play?	What are the problems associated with leadership?

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18   Adapted from: FAO. Sustainable Development Department. Undated. Gender and Decentralisation: Promoting Women's Participation in Local Councils. From an original study by Maude Mugisha. For additional information see: http://www.fao.org/sd/wpdirect/wpre0130.htm

4. Call the small groups to plenary to report back on their sessions. Ask them to put up their charts on the wall and present them to the full group.

5. The following part of the exercise can take place in either small groups or in the plenary. Either way, encourage the use of flip-chart paper for the agreed-upon comments.

- ❏ Discuss women's unique qualities and how these can potentially make them good leaders.
- ❏ Discuss what hinders women's participation as leaders. How can these constraints be minimized? (Link this to the discussion of the various and gender-specific responsibilities of women in the home and how the sharing of the household tasks by men can give women time to engage in leadership activities.)
- ❏ How can communities support women's participation in leadership and governance at the local level?
- ❏ What can be done to change people's negative attitudes – both women's and men's – towards women in leadership?

6. Encourage the group to identify strategies to promote women in leadership in local government.

Part C

Provisions/strategies for promoting women's participation in governance and leadership

7. Discuss any provisions that are aimed at promoting women's participation. These may be constitutional provisions or policies. If these are not in place, use some of the provisions in CEDAW or the strategic objectives of the Beijing Platform of Action, or regional and national platforms of action for the advancement of women.

8. Pick a few provisions aimed at promoting women in governance and decision-making. Explain them and let the group discuss how these provisions or strategies can be implemented at community levels.

9. Encourage the group to discuss how the community can support women's participation in leadership and governance at the local level. What can be done to change the negative attitudes of people - both female and male – towards women in leadership? Let the group agree on strategies they would like to adopt to promote women to local government leadership.

Exercise 13:   Quotas or Else?

Objectives

❏   Discuss and understand the issues raised by the use of quotas for women in elected local government positions.

❏   Identify the problems with quotas in terms of enabling women to access local government leadership.

❏   Identify any changes local governments can make to enable genuine involvement of women in decision-making.

Time Required: 1.5 - 2 hours

Process

1.   If participants are from one and the same city and that city has a quota system in place to elect women into local government, ask one of them to prepare a profile of the quota system requirements.

2.   This case should be presented to participants. If not, prepare a chart with the relevant information from a town or city you are familiar with.

3.   Encourage participants to discuss the merits and shortfalls of their quota system.

4.   Work with them to identify the points of consensus and disagreement.

5.   Next, ask them what their local government can do to enable genuine women's involvement in decision-making.

Option

1.   Split participants into two same-sex groups.

2.   Take any two of the case studies from the discussion on quotas above (India, page 47; Uganda, page 48; or Namibia, page 49) and distribute them to the two groups. Make sure that you are giving both groups the same case study.

3.   Ask the groups to identify the problems and benefits of the quota system and what changes can be made to enable genuine women's involvement in local government decision-making.

4.   If you have a large number of participants, you can expand the number of small groups, but make sure that an equal number of women-only and men-only groups, use the same case study.

Land Rights and Gender

Effective women's rights to land, property and shelter remains one of the more difficult challenges facing local governments. One of the problems associated with developing effective laws and policies on land rights stems from the complex and diverse ways through which land is accessed. Urban areas are often governed by complex land ownership and management regimes. Land ownership in any one town or city can be informed by customary laws and tenure systems, private freehold land, public land, religious land tenure systems and non-tenured land with varying degrees of legality and illegality of use and occupation. Within this, there is often a large gap between women's lived realities and formal laws on land ownership, use, and inheritance.

While in urban centres economically poor women and men alike face insecurity of land tenure and shelter, women are at a special disadvantage because they are often excluded from secure tenure as a consequence of cultural norms as well as unequal legal rights in the legislative and policy frameworks of political systems. Women who become single heads of households are particularly vulnerable, since women's access to land often is through their husbands or fathers. In this case, they may lose this access after widowhood, divorce, desertion or male migration, throwing them into destitution.

The lack of rights to land, property and shelter is also the reason that many women who experience violence in their relationships are not able to secure a safe home for themselves and their children. In the case of domestic violence, if the marital property is only in the partner's name, the woman and children effectively lose security of shelter.

There is a clear relationship between women's access to land, their legal and social status, and their access to credit and political space. Therefore, short of effective rights to land, property and shelter, women's integration into the urban economy remains unattainable, cementing their low status and economic dependence. Without these rights, women are only able to access resources through partners. In terms of politics, a major reason for the marginalization of women in property rights has been top-down land policies representing vested interests with limited participation by women (including poor women) in urban land governance.

This reality has serious repercussions for any poverty reduction strategy or any economic development strategy of local and national governments. Gender analysis must feature prominently in any poverty reduction strategy, yet very few Poverty Reduction Strategy Papers (PRSPs) pay sufficient attention to women's rights to land, property and shelter. It is increasingly clear that good urban governance is needed to achieve the full impact and desired results of tenure security programmes, and with it the economic, social and political well-being of all residents – both male and female. More needs to be done to ensure gender-responsive approaches to women's property rights, based on elimination of barriers and affirmative action.

Local Governments Up for the Challenge

As local governments become more responsive to their constituents and enable participatory governance, they are increasingly willing to explore fresh and innovative approaches to land management. In this context, it is worth underlining that women's rights to land, property and shelter are more likely to be enhanced when viewed not only as economic assets, but also as a cultural and societal right of women and men. For example, the city of San Salvador's gender equality policy specifically refers to women's right to security of shelter as one way of addressing gender-based violence. Therefore, the municipality no longer automatically registers land or property in the name of the male member of a couple. The land and housing registration programme, which is a priority service in the peri-urban communities, promotes the registration of property in the name of both partners, irrespective of marital status.[19]

The examples below from Windhoek, Namibia, and India provide further illustrations of different and innovative initiatives taken both by the women themselves, as in the case of Windhoek; and in the case of India, by the national government with the State and local governments.

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19 *Clulow, Michael. 2003. Gender Equity and Local Governance: A Study of the San Salvador Municipal Gender Equity Policy. San Salvador, El Salvador. P.16.*

Case Study: People's Housing and Infrastructure Development, Windhoek, Namibia

In Namibia, a woman-dominated NGO known as Saamstann has undertaken its own land development through use of co-operative groups. They first obtained land, and as single plots were too expensive, members decided to apply for a block of land, where they would subdivide the plots themselves and also install the water and sewer reticulation. The negotiations over the block of land took two years, and the group first had to register as a welfare organization in order to meet local authority requirements. They had to buy the land for cash, which the NGO did through a revolving fund. Members developed their own layouts and house plans with technical input from volunteers. The rules and regulations for land administration were developed in workshops. These were subsequently drawn up as a contract template for the land rights of individuals, which could be transferred to other members or which could be inherited.[i]

The work of Saamstann is echoed by organizing of the Shack Dwellers Federation of Namibia (SDFN). Since women have fewer opportunities than men to raise their incomes and socio-economic status in order to acquire secure tenure, they are in a majority in the SDFN membership. As a result, women are the main participants and managers of group loan schemes to obtain secure land and tenure for themselves and their families.

For its part, the municipality of Windhoek, the largest in the country, has taken a leading role in developing solutions to the challenges posed by informal settlements. Pending adoption of the Flexible Land Tenure Bill, the Namibian capital has demonstrated a willingness to overturn conventional approaches to standards and regulations, in a bid to extend to low-income groups a number of improvements which they can afford.

Windhoek's land use and town planning policies also acknowledge the importance of representative organizations, which they look to encourage in order to strengthen local networks and group savings schemes in low-income neighbourhoods. Consequently, the foundations are in place for a cost-effective, participatory strategy that provides better housing and services for the most marginalized members of society. In this perspective, partnerships with SDFN are one way of providing security of tenure and housing to women and men on low incomes. In practice, many of the provisions in Namibia's Flexible Land Tenure Bill have already been implemented, except for the formal issue of "starter" and land-hold titles.[ii]

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i   UN-HABITAT. 2003. *Handbook on Best Practices, Security of Tenure and Access to Land. Implementation of the Habitat Agenda. Nairobi, Kenya. P.76.*

ii   *Adapted from: UN-HABITAT. 2006. Namibia Land Tenure and Gender Review. Southern Africa. Nairobi, Kenya. P. 68*

The Indian case outlines a unique approach where the national government takes the initiative and provides poor urban women with some urban land and a degree of shelter security.

Case Study: Improved Access to Land for Poor Urban Women's Empowerment, India

Access to land through secure tenure is recognized as a source of pride, identity and security for households with land in their own name. Additionally, secure land tenure enables access to associated infrastructure and essential services, encouraging investment in home-based economic activities.

In this context, the Government of India has encouraged the development of women-friendly land policies, steering State governments into ensuring better access to land for the poor, with a particular focus on women. These policies have conferred homestead titles in the woman's name wherever feasible and, where unavoidable, as joint titling in the name of the man and the woman. The Government has also promoted other women-friendly initiatives such as working women's hostels, low-income housing, construction of work places, and training centres for economically poor women.

Process and Main Stakeholders

In the mid-1980s, the State of Madhya Pradesh started schemes for secure tenure for the benefit of slum dwellers. For example, slum dwellers in the State capital of Bhopal were given joint tenure rights (wherever applicable) under the leasehold title granted to beneficiaries. Tenure rights were subject to the condition that sale was not permitted if the slum dwellers continued to reside on the same site. Security of tenure facilitated improvement in basic services. This in turn enhanced the productivity, life styles, health conditions and economic status of slum dwellers as they were able to generate home-based economic activities on the same site.

In the early 1970s, the Government of India launched a Working Women's Hostel Scheme to provide secure shelter to single working women. Under this scheme, the Government subsidized land up to 50 per cent of cost and construction up to 75 per cent. This scheme was launched in 1972-1973 and is implemented by municipal governments, development authorities, NGOs and CBOs. Hostels provide private single rooms as well as single-room apartments.

These can accommodate women on a single or double occupancy basis. The cost amounts to 10 per cent of the occupants' average monthly income for double occupancy and up to 15 of monthly income for single occupancy. Attribution modalities and related terms and conditions are determined by local management which, as mentioned above, is the implementing agency. These apartments are allocated by the implementing agencies at their discretion, subject to a ceiling of three to five years' duration. In some cases, women are also allowed to stay with their children.

In order to safeguard the interests of women and children, the Government of India has also launched housing schemes that give priority to joint titling and to single women. The government has issued guidelines to the private sector, which is involved in the scheme, whereby 30 per cent of the housing built under the scheme must be for poor households, with priority given to women and joint titling. In this respect, the mandatory 30 per cent earmarked share is made possible by public subsidies to housing developers, including the private sector, municipal authorities, development bodies, NGOs and CBOs.

Another pioneering programme is known as Swarna Jayanti Shahri Rozgar Yojana (SJSRY), which focuses on women's leadership at grassroots level to encourage income generation and social promotion such as literacy, health awareness, etc. This programme is implemented alongside the provision of secure tenure and (largely) in the same location. SJSRY is implemented by community organizations, such as the neighbourhood groups and community development societies set up in the target areas. Community development societies are in charge of identifying beneficiaries, preparing applications, monitoring of repayment and generally providing whatever further support is required for the programme. They also identify viable projects for basic urban services that may be suitable for their particular area.

Outcomes

The effectiveness of SJSRY is best measured through the impact of one of its constituent schemes, known as the Urban Self-Employment Programme (USEP). All in all, USEP helped 714,068 individuals to set up their own micro-enterprises, and 196,988 women to set up local groups under the Development of Women & Children in Urban Areas (DWCUAs) scheme, and 947,819 individuals received skill development training in various trades.

USEP further supported the formation of 52,399 DWCUA groups and 176,596 thrift and credit societies. By the year 2004, a total 914 Working Women's Hostels had been constructed for the benefit of 56,214 working women in the 34 States and Union Territories in India.

Islamic Land Management

Another innovative possibility for equity in access to land is the Islamic Land Tools Initiative. This is a project of the Global Land Tools Network (GLTN) supported by UN-HABITAT. Most land, property, and housing issues faced by Muslim societies are not dissimilar to those encountered elsewhere; however, Islamic principles do influence to varying degrees formal and informal land management practices and security of tenure in many parts of the world. The Islamic Land Tools Initiative facilitates the development of innovative, pro-poor and gendered Islamic land tools which could be used in particular contexts. This approach is not based on religious discourses over secular land management practices, but rather on a recognition of the different cultural frameworks that influence management and decision-making with regard to land and security in many countries. Where Islamic land practices endure, a range of tools, including Islamic tools, must be considered. Reviews of property rights in various Muslim communities indicate a range of practices worth further exploration. These include Islamic finance and funding models and endowments (*waaf*). A thorough review of women's rights to land and inheritance under Islamic principles would be somewhat more challenging.

Recent research points to a range of strategies which could potentially empower vulnerable categories such as the landless, urban poor, women and squatters. Several influential concepts, including *ijtihad* (reasoning), *maslaha* (public interest) and *'adl* (justice) can generate approaches that can assist in the development of land management techniques, including those supporting women.

In addition to Islamic land management techniques, the GLTN is also exploring the development of a range of pro-poor land management tools for post-conflict and disaster situations in the context of gendered land management, security, and equity.[20]

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20   *For additional information on the Global Land Tools Network, see: http://www.gltn.net*

Reflection Questions

❏ *What are some of the historical, cultural or societal disadvantages that are obstacles to women's rights to land, property and housing?*

❏ *Can you describe one innovative land initiative in your municipality that is addressing the land rights of economically poor urban women and men?*

Exercise 14:   Exploration of Land Ownership and Management

Note to Facilitator

For this exercise you will need to collect relevant information about the land ownership, management, and tenure situation or the land policy of a municipality in the participants' country. If you are training local government officials and staff from one municipality, you could ask one of the participants to provide a sketch of the land ownership and management situation for the benefit of the group.

Objectives

❏   Understand the complexity of land ownership, management, and tenure conditions.

❏   Understand the historical, cultural or societal obstacles to women's rights to land, property and housing.

❏   Begin to examine what changes are needed in land management regimes to bring gender equality and equity in land ownership, property rights, and security of tenure in your municipality.

❏   Develop a local government strategy for equal and equitable access to land for women as well as for the poor of both sexes.

Time Required: At least 3.5 hours for both options.

Process

1.   Ask the person who has the information about land ownership, management, and tenure or the land policy in a local municipality to introduce the prevailing land administration system.

2.   Ask participants to verify that this is true and whether they would like to make additional comments to the presentation.

3.   With the participants, dis-aggregate the different land ownership, management and tenure systems in the municipality. Make a list on the flip-chart so that all can see.

4.   Depending on the size of the group, you can opt either for (1) a group brainstorm where participants identify the historical, cultural or societal factors that affect women's rights to land, property and housing; or (2), if yours is a large group, go to No. 5 below. Ask questions of the group to clarify and elaborate their thoughts, so that they can highlight gender discrimination and disparities in access to land.

5.   If yours is a large group, break it into smaller ones to identify the historical, cultural or societal disadvantages that stand in the way of women's rights to land, property and housing.

6.   Small groups report to plenary for discussion.

Reflection Questions

The following questions relate to either of the processes above:

❏ *Can you identify the consequences of such gender-based discrimination for women, men, girls, boys and society in general?*

❏ *How do you feel about such discriminatory practices?*

❏ *Can you identify how equity in access to land would benefit society as a whole?*

❏ *Next, ask participants to identify what changes can be made, or initiatives taken, at the local government level to bring about equal and equitable access to land for women as well as for the poor of both sexes.*

Modification to Exercise 14

You can break the exercise above into two parts by taking Step 8 above and turning it into an exercise to follow Steps 1-7 as outlined below.

Process

1. Break participants into small groups. Remind them that this exercise requires them to identify what changes can be made or initiatives taken at the local government level to bring about equal and equitable access to land for women.

2. You will also need to remind them that you are looking for practical strategies that can be implemented by their local government. The earlier background presentation on land ownership and management must be kept in mind when looking for strategies for change.

3. Participants must elaborate a step-by-step strategy to implement the changes needed.

4. Small groups report to plenary for discussion.

Exercise 15: Land and Shelter for All?

Note to Facilitator

You do not need to confine yourself to the case studies provided here. If you know of other, innovative cases from other countries or your own, please feel free to use those for this exercise.

Objectives

- ❏ Explore the various approaches taken to provide security of land tenure and shelter for economically poor women.
- ❏ Identify culturally and politically appropriate strategies for security of tenure and shelter for poor women in your municipality.
- ❏ Identify the changes needed in urban land governance by your municipality to provide security of tenure and shelter for the poor of both sexes.

Time Required: 2.5 hours

Process

1. Hand out the case studies from Namibia and India in this sub-section.

2. Ask small groups to discuss the relevance of the two cases to their respective municipal circumstances.

3. Ask them to identify how the approaches taken in the two cases are applicable to their own local conditions. How can the examples be altered or replicated in their respective local governance circumstances?

4. Small groups report to plenary for discussion.

Exercise 16: Local Government and Gender Equity in Access to Land

Objectives

❏ Understand the kinds of measures that can improve access and gender equity in land ownership and tenure.

❏ Highlight the crucial role and potential of positive action by local government with regard to land and gender equity issues.

❏ Develop a municipal action plan to address at least one initiative for gender equity in access to land and secure tenure.

Time Required: 2.5 hours

Process

1. Reproduce the Handout below for all participants.

2. Split participants into small groups. Tell them they are municipal policy-makers and ask each group to develop an action plan to improve gender-equal and equitable access to land. The Handout provides some key points to consider as participants develop their own action plans. These can be for one of the following points; or, depending on their own situation and interests, participants could combine some of the points into one single action plan.

3. Once the exercise is completed, each small group reports to plenary.

4. Field questions and comments from participants about each presentation.

5. At the end of the presentations, summarize the main points for participants.

Handout for Exercise 16

Key Points for Consideration by Policy-Makers when Developing Gender-Equal and Equitable Access to Land

1. **Review laws:** Women's land, housing and property rights are undermined by gaps in law (for example, housing), unclear provisions and discriminatory laws. Land, housing and family (or personal) laws that deal with inheritance, marriage and marital property need harmonization and a gender dimension. Legal remedies through improved access to information and legal support should be available to women.

2. **Study tenure reform:** Promote legal rights and forms of (shared) tenure – such as joint titling – as well as other flexible, innovative tenure types which women consider valuable to them. Policy-makers should consider pursuing pioneering concepts in land tenure and reform, and enhance shared learning. Where formal, informal and customary tenures overlap, the legal basis for women's tenure must be addressed.

3. **Integrate Policies:** Governments should take on a more proactive role in land issues and address the obstacles that women have to face. In particular, there is an urgent need to integrate poverty, land, housing, property and gender policies. Governments should focus especially on the more vulnerable among women, such as household heads, those in informal settlements, those from minorities, those displaced and those affected by HIV/AIDS.

4. **Involve Women:** Top-down policies have failed. Affirmative action is required to ensure that women are supported in their access to training, skills and participation in decision-making. Gendered participation must be promoted at all levels – family, community, local, national and international – if women's experiences, priorities and voices are to be reflected in policies and practice.

5. **Support Partnerships:** The more successful initiatives bring together various types of stakeholders. Social movements, NGOs and women's groups involved in the urban land and housing sector must be strengthened. In addition to this, land professionals, development agencies, analysts and researchers should be encouraged to participate more actively in the planning, implementation, monitoring and evaluation of women's security of tenure.

6. **Develop Gendered Tools:** Several well-devised laws and policies have failed to deliver security of tenure to women due to a paucity of innovative, pro-poor, scalable, affordable and gendered land, property and housing tools. Successful initiatives should be seen as local testing grounds for good practice, and these gendered tools should be replicated on a wider scale.

Source: UN-HABITAT. 2007. Policy Makers Guide to Women's Land, Property and Housing Rights Across the World. Nairobi, Kenya. P. 36.

Women and Urban Planning

In the cities and towns of the developing world, planning practice is as varied as the local historical, political, cultural, social, economic, demographic and environmental conditions. All of the above-mentioned factors influence urban planning and the shape of human settlements today. This Sourcebook cannot do justice to the planning complexities of cities and towns and the many factors that influence their growth and decline; however, it will focus here on some major issues touching upon the day-to-day living conditions of economically poor women in urban centres.

The developing world features the full range of planning realities. These include planning by corruption, where the more powerful members of society, usually men, determine how land is appropriated, allocated, and developed; planning realities also have to do with the poor, women and other marginalized communities and the way they are – more often than not – excluded from decision-making, services, resource allocation and other city development processes. On a more positive side, planning realities also include innovative initiatives that result in sustainable solutions to a wide range of issues such as poverty, equity, environmental integrity, climate change, economic viability, inclusive urban governance, safety and acceptable living conditions.

A major feature of urbanization in developing countries has been the chasm between colonial planning frameworks on the one side, and indigenous/local planning practice, land use and management systems on the other side. Resorting to "master" or "official" plans with segregation of land-uses, building codes, transportation planning exclusively for motorized vehicles, etc., failed to respond to the living conditions and needs of the vast majority of ever-expanding urban populations. Most of these new urbanites began to build their own settlements alongside the "official" city. A major impact of this exclusionary planning framework (and the attendant lack of planning for the poorer members of society) is the existence of large neighbourhoods where the poor build their own settlements and live as 'illegals'. In most cities of the developing world, slums and peri-urban or informal settlements lie outside the purview of city planning and service provision, although they characterize the current day-to-day living conditions of millions of urban women and men. These conditions include insecurity of tenure and shelter, limited (if any) urban services such as health centres, schools, recreation facilities, transportation, fire and ambulance services, etc., as well as the constant threat of demolition. And yet, these are the millions of women and men whose labour and creativity (whether in the formal or the informal economy) keep sustaining whole neighbourhoods, communities, cities and even countries.

The way transportation and land are organized and managed, and the costs thereof, have implications for land ownership, security of tenure and housing for poor women.

In the capital and larger cities of many African countries today, urban women and men living in slums typically comprise 60 to 80 per cent of the total population. In many other parts of the world, close to 50 per cent of urban residents live in informal and peri-urban settlements deprived of many urban amenities. And it is increasingly evident that women-headed households as a group are a growing population of these communities across the world. There are many reasons for this, such as the "feminization of poverty", wars, disasters, abandonment, dispossession from rural land, HIV/AIDS, etc. Needless to say, most city planning is *gender-blind* and is not informed by the different lived realities of women, men, girls and boys.

The way women experience the city is mediated by their privilege or disadvantage based on a number of factors such as age, race, caste, ethnicity, poverty, and sexual orientation. There is no one universal experience of women in cities.

In urban areas, lives are much more difficult for poor women than for those better-off, as the former are likely to be found in informal settlements without proper shelter but with high rents, insecure tenure, poor access to safe and affordable water, and probably limited if any sanitation facilities. These women typically work in the informal economy – cleaning homes, washing clothes, selling vegetables, cooked food, crafts, or a small number of other essential items – in order to earn some money for food, school fees and clothes, and look after their offspring. For lack of proper paths and roads and due to inadequate drainage, navigating across settlements in the rains is a challenge of mud, garbage, and sewerage, enhancing the risk of sickness for children and family members – yet another drain on meagre resources, further aggravating women's poverty.

If it is properly to address the above-mentioned issues, local government must first and foremost formally recognize slums and deal with the issues of land tenure and security for economically poor women; local authorities also must deal with slum landlords, so that the poor gain legal rights to live in cities, complete with the right to municipal services which they are currently denied. Furthermore, the importance of security of tenure and shelter for economically poor women cannot be overly stressed, as their homes also act as sites for production and income generation in addition to providing security from domestic and public violence.

Local government functions like land-use planning and zoning determine how lengthy and difficult a woman's working day is going to be. Women are typically in charge of children, the elderly, food, shopping, washing, cooking, cleaning, nursing, caring, etc. They usually must perform all these activities every single day. For example, over the course of a day, a woman will typically need to travel from her home in the morning, to school and/or a child care centre to drop off the children, to work for money, back to school, shop for food and then head home to prepare the evening meal and ensure that the husband, children and other family members are fed and that the school homework is done. If residential neighbourhoods are not designed with adequate, frequent and affordable transportation within walking distance, this typical female resident must wake up much earlier for the long walk to the bus or train station. The first bus or train will take her to the children's school. Then she will need to take another bus to go to work and the same on the way back at the end of the day. If she cannot afford child care and school, she will have to depend on relatives or neighbours to care for the children until she returns at the end of the day. If she works night shifts, she is likely to have limited transport and to be under constant threat of sexual assault and theft. If services such as markets and shops, health facilities, schools, etc., are not within walking distance of her residence, this lengthens her transportation time and makes for a much longer working day. By comparison, men usually work outside the home for wages or a salary and theirs is a more straightforward journey to work and back home. If the family can afford a bicycle, a motorcycle or a car, then the man is more likely to use it even though his journey is less complicated. Additionally, segregation of land uses and poor municipal services add to women's work loads and prolong their working day.

Women's safety and security is compromised when urban infrastructure and facilities feature inadequate lighting, unsafe building design, poorly lit transportation points and lack of sanitation facilities, along with inadequate or expensive public transportation services, so much so that women end up walking alone at night. Making cities safer for

women also makes them safer for children, men, elders, people with disabilities and communities who fear racially, ethnically, or religiously motivated assault. Roads and transportation infrastructure are important municipal responsibilities that can make a very tangible difference to the quality of life of local residents. To make cities safer and address the issues of insecurity and violence against women, cities must engage women and girls in decision-making and bring a *gender analysis* to governance.

The examples above are but a small illustration of the importance of gender analysis and women's perspectives on living in urban centres. A gender analysis of any urban issue will reveal the different engagements and relationships of women and men to the issue in question. Local governments have a vital role and responsibility in engaging women and men as equals in municipal decision-making. Working with a gender and social equity perspective provides new opportunities for democratizing municipal governance and reducing poverty through provision of quality, relevant, and effective services and opportunities for women as well as men.

Only in recent years have local governments in both developed and developing countries begun to address issues pertaining to the quality of life of female residents. In the case of safety and security, women around the world have organized themselves at the local level, inspiring a world-wide movement in favour of safer cities and a more holistic and inclusive focus on urban crime and violence. The case from Dar-es-Salaam, Tanzania below demonstrates what can be achieved when women's groups and local governments work together in favour of safe and healthy cities for all.

Case Study: The Women's Safety Audit in Dar-es-Salaam, Tanzania

Manzese ward was one of the first areas to implement crime prevention initiatives under the Safer Cities Programme in Dar-es-Salaam. Safer Cities worked with the Manzese women and ward leadership to conduct a Women's Safety Audit in the Midizini and Mferejini areas of the Ward. A two-day discussion complete with an exploratory walk was conducted by women who had lived in the area for at least five years. The women led the Safer Cities team and Ward officers through the various streets, paths, open spaces and un-finished buildings, sharing their experiences of criminal activities at each point.

Observations showed that the area was hostile to women's free movement, especially after dark, because of narrow streets, lack of street lighting, blocked paths, unfinished buildings, lack of public open spaces, over-congested houses, too many guest houses and bars resulting in drunken men roaming the streets, pornographic films being shown local centres, etc.

Upgrading the whole settlement was considered the best solution, and it is interesting that the Women Safety Audit thus became an entry point to address the community's wider problems. Practical recommendations included improving accessibility and circulation in the area, including education for house-owners on the need for access paths; other recommendations were as follows:

❏ Provide street lighting for security purposes;

❏ Raise households' awareness of the need for light around their buildings, monitor permits for local bars and guesthouses, monitor type of business and its working hours;

❏ Raise awareness of the owners of un-finished buildings of the need to finish or close up the constructions; and

❏ Establish some judiciary power at the ward level to deal with petty crimes against women, using traditional leaders in the form of Ward Tribunals.

The Manzese experience suggests that while implementing the recommendations from the safety audit might not necessarily involve any spending to start with, on the other hand all the stakeholders in the area should be involved in resource mobilization, which is made easier through community participation and commitment. This is why the women's safety audit was repeated to include technical municipal representatives, as their enhanced awareness is crucial if municipal support is to be won over.

Source: UN-HABITAT Urban Governance Toolkits Series. 2001. Tools to Support Participatory Urban Decision Making. Pp 43-44.

Vienna, Austria offers yet another example of the leadership which local elected leaders and municipal staff can provide in order to bring a gender perspective to urban transportation and public space planning.

Case Study: Gender Mainstreaming of Public Spaces, Mariahilf, Municipal District 6, Vienna, Austria

The commitment to include women's interests in planning began in Vienna in 1991. This involved pilot schemes in specific parts of the city in a bid to integrate gender in parks, housing design, transportation, as well as to bring gender mainstreaming strategies into the municipal administration.

Model Districts for Gender Mainstreaming

In Vienna, municipal districts are substantially involved in overall traffic and transport planning. In 2002, a set of maps depicting the positive aspects and deficiencies in the pedestrian-path network was made available for all municipal districts as part of a "Gender-Mainstreaming Model Districts" programme to support gender-sensitive decisions for projects in public spaces. Districts also received a handbook on gender-sensitive perspectives for traffic and transport planning.

Gender Mainstreaming Pilot District Mariahilf

In late 2002, an assessment of the city's areas led to the designation of Mariahilf, in Municipal District 6, as the "Gender Mainstreaming Pilot District". Mariahilf is particularly suited as a gender mainstreaming pilot area for two reasons: it is the only district to date with a women's commission in place; and improving conditions for pedestrians has been a focus of traffic and transport policies for some time. A Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women was also established within the Executive Office for Urban Planning, Development and Construction in order to conduct the scheme and provide the theoretical and practical background. Along with age and social and cultural backgrounds, gender is crucial to the way in which people live and use public spaces. Inadequacies in public spaces are more typically perceived by women than men. More women than men avail themselves of public transport.

They run everyday errands on foot and close to their homes. Women still carry out most of the supply work for their families, which usually sees them sharing the streets with the slowest pedestrians (children and elderly people requiring assistance). The aim of the pilot project was to place additional emphasis on the everyday lives of less assertive groups.

Planning and construction measures were implemented to demonstrate the scope for action and decision-making which gender mainstreaming requires as a basis for needs-oriented planning. With this experience, Vienna's 6th district was in a position to bridge the gap between 'master' plans and everyday administration.

The challenge for the pilot scheme was to raise staff awareness of the different gender-specific needs of road users as well as to the social aspects of their tasks, i.e. the different, gender-specific effects which the design of public space can have on individuals. This was a condition for success in Vienna's seven participating municipal departments, along with implementation of one 'master' project per municipal department, establishment of minimum gender mainstreaming standards, and sharing gender mainstreaming strategies with other districts. The following measures were considered strategically important:

❏ Relevant technical coaching and content input (individual coaching and consulting);

❏ Exchange between participating municipal departments (joint visits to current projects, roundtables, networking meetings);

❏ Minimum gender mainstreaming standards for each municipal department's 'master' projects; and

❏ Public relations activities.

An extensive process of coordination within relevant municipal departments as well as consultation with the municipal district led to significant changes in road design in order to set up a new model for gender-sensitive design of public spaces.

Continuation....

Outputs

Within the scope of the project, almost 1,000 metres of pavement have been widened in the 6th district, approximately 40 pedestrian crossings have been added, 26 lighting projects have been implemented, barrier-free pavements have been created in five different places, one lift has been installed in a public space, two minor square designs have been completed and additional seating has been placed in nine different locations. The measures undertaken in the 6th district are a major step towards effective gender equality and have resulted in a re-distribution of resources in public space to the benefit of pedestrians. Cross-departmental networking meetings and consultations in the departments have helped to raise the awareness of planning staff to the needs of pedestrians, paving the way for implementation.

The instruments newly developed to mainstream gender-relevant factors through this process support decisions in favour of gender equality and add transparency to planning and decision-making. Together, these instruments stand as a major contribution to quality assurance at the administrative level, and to this day they continue to inform construction, design, and re-design of public spaces in Vienna.

Adapted from: http://database.bestpractices.org/bp_display_best_practice.php?best_practice_id=1195 and from personal communication with Ms. Elisabeth Irschik from the "Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women", Vienna.

Reflection Questions

❏ *Does your Official Plan make explicit references to women, girls and boys, young women and men, people with disabilities, minorities, etc., in urban planning? What does it say, specifically?*
❏ *Can you identify and describe one planning issue which, within your local authority, has benefited from consulting women, or girls and boys, young women and men, people with disabilities, minorities, etc., for it's design and implementation*

Further Reading

Greed, Clara. (Ed.) Linda Davis, Dr. Caroline Brown and Stefanie Dühr. 2002. Report on gender auditing and mainstreaming. Incorporating case studies and pilots. School of Planning and Architecture, Faculty of the Built Environment, University of the West of England, Bristol, UK. http://www.rtpi.org.uk/download/766/GEnder-Equality-and-Plan-Making-Mainstreaming-Toolkit-case-studies-and-pilots.pdf

Royal Town Planning Institute (RTPI). 2001. Gender Equality and Plan Making: The Gender Mainstreaming Toolkit. RTPI, UK. http://www.rtpi.org.uk/resources/panels/equal-w/toolkit.html

Exercise 17: Women, Men and Planning

Note to Facilitator

You can also use cards for the following exercises.

Objectives

❏   Identify the different perspectives of women and men on planning issues in urban centres.

❏   Outline how planning can be changed to incorporate these gender differences.

Time Required: 2- 2.5 hours

Process

1.   Ask participants to brainstorm the key planning issues in their respective cities. Write these on flip-charts so all can see.

2.   Place two flip-chart papers on the wall. On the top of one, write the word 'women' and on the other the word 'men'.

3.   Next, ask participants to identify the implications of each of the planning issues for women and for men respectively. Write their responses on the flip charts for each of the previously identified planning issues. Work with one issue at a time.

4.   As you finish writing the comments on each individual issue, have a group discussion on the responses before moving on to the next issue.

5.   Ask them how planning for each issue can be changed to address the specific realities of women and men.

Option

6.   If you have a large group, you can break the exercise into two parts. You can brainstorm planning issues in plenary and then divide the planning issues between small groups for them to respond to questions 3-5 above.

Exercise 18:   Planning in Nacala, Mozambique

Objectives

❏   Learn about a pro-poor planning approach.

❏   Explore how this innovative example from Nacala, Mozambique (below) can be made more gender-sensitive.

❏   Outline what you, as a local government elected leader or official, can do to enable economically poor women to enjoy legal rights and basic urban services.

Time Required: 2 hours

Process

1.   Make a copy of the Nacala, Mozambique scenario for all participants.

2.   Divide them into small groups to work on the exercise.

3.   They will first have to read the scenario and then answer the questions at the end thereof.

4.   At the end of the exercise, all small groups report to plenary.

5.   Field questions and comments from participants.

Scenario: Planning, resettlement and granting of land rights, Nacala, Mozambique.

Since 1985, the port city of Nacala, Mozambique has embarked on a systematic process of urban planning and registration of occupation. The municipality has organized the provision of plots for all types of settlements, as well as laying out serviced areas for expansion of the city. Plots are provided for people to build traditional housing free from otherwise stringent construction standards.

The objectives of the project were the prevention and mitigation of erosion caused by informal settlements, which had formed on land sloping towards the port and industrial areas. In addition, the municipality sought to create a basis for revenue collection to finance further urban development.

The positive aspects of the project include the following:

❏ Phased and systematic inclusion of bairros [neighbourhoods] and their occupants into the urban master plan. Every year, one more bairro is included in the cadastral register. Using its own resources, the municipality has also designed and developed an area for urban expansion;

❏ In land slated for urban expansion, emphasis was placed on accessibility to all income levels, including low-income groups, through provision of various plot options;

❏ The municipality routinely updates the land registers and monitors land uses;

❏ The municipality has properly defined and publicized administrative procedures for land applications and building licences;

❏ Establishment of an archival system and collection of taxes on land use. The municipal property tax, for which the system is currently being organized, will be applied on conventional buildings. For constructions with a provisional licence, an annual land tax will be levied; and

❏ Based on the project, a technical services structure has been established, including a municipal cadastral service. Services to the public have also improved.

The project has resorted to a number of flexible techniques for the recording of tenure rights, including:

❏ Formal registration processes based on demand for conventional construction. The procedures used here are defined in law and result in a land title that can be recorded in the registry;

❏ Registration in new planned areas for buildings using traditional construction techniques. In these areas, plots are demarcated and allocated through simple applications made to *bairro* authorities. Systematic registration of land occupation and building types is carried out after construction has taken place through house-to-house surveys with yearly updates. A cadastral numbering system records all plots; and

❏ Registration in existing semi-urbanized areas. In these areas, maps are produced based on aerial photographs. House-to-house surveys enable the municipality to compile a register of occupants and types of construction on each plot. As mentioned above, all plots are included in the cadastral numbering system.

Occupiers in the latter two categories receive a "provisional licence to occupy the land". This is not a legal title but serves as proof of rights to the land. These documents are kept in the municipal land archive, which includes both conventional processes and simplified systems. Reference maps are available for both systems.

Concerning Women's Land and Property Rights…

1. Under current law and regardless of equal constitutional rights, Mozambican women are severely discriminated against in marital property and inheritance issues. A the time of writing, women who are not legally married (i.e., the vast majority, but including those married under different cultural traditions) are not protected by the legislation on separation, divorce or death of a husband. Women will benefit when the new Family Law comes into force, which includes recognition of de facto unions and greater flexibility of marriage regimes, taking greater account of wives' needs.

Questions on the Scenario

In view of the cultural factors that stand in the way of effective equal rights to land/property ownership and tenure for Mozambican women, how would you ensure that the innovative planning approach and re-settlement described here can also be equitable to women?

Outline what measures you, as the local government, would take to introduce gender equality and equity in such a situation.

Gender Equality in Service Provision

Women and men make different uses of the urban environment. These differences are informed by the gender-specific responsibilities that each has, including the differences in the nature of their paid and unpaid work.

This sub-section addresses service provision in a broad sense, including all services that municipalities may provide. For example, more often than not it is women who use public transportation, rather than men. Furthermore, women typically travel with children and elders, and transportation design must take account of this, too. Of course, the transportation needs of children and elders are legitimate in their own right. As for housing design and home financing, they must take into account the increasing numbers of women-headed households at all income levels. Households headed by women are frequently poorer than those with two parents and/or with other working members. Additionally, housing design should be informed by the ways in which women and children use the home. Design must combine the need for privacy with the ability to watch children and cook at the same time. Design must also include features that make mobility in the home easier for elders and people with disabilities – who are often looked after by women.

The simple examples provided above are only a small illustration of the different ways in which women and men use the urban and home environments; they also make it clear why a gender analysis of municipal services and infrastructure is a key not just to the provision of relevant and effective urban services that will benefit all residents, but also to the reduction of urban poverty. Providing gender-sensitive services can reduce women's reproductive workload and enable them to engage in economic activities. In the Greater London Authority metropolitan area, women earn on average 24.1 per cent less than men.[21] Nationwide, even fully employed British mothers spend an average 18 hours a week more than men on unpaid domestic work. The value of a British mother's unpaid work for 2005 was calculated at GBP 24,456 (or about USD 50,000 at the time of writing) per year, or GBP 1,000 (USD 2,000) more than the average British wage for the same period.[22]

Women as a group also have a more acute need for municipal services; this is partly because they earn less and are less able to buy these services on the private market, and also partly because they are the ones who labour to supply unpaid services where the municipality does not deliver efficiently and effectively.

This point is even more relevant when we take in further dimensions of inequality, such as race. In South Africa in 1998, only 27 per cent of those households categorized as 'African' during apartheid had access to a water tap inside their homes, compared to 96 per cent of the 'White' population. In those households with access to water only outside their homes, this task was carried out by women.[23] In Paarl municipality, South Africa, a 1999 study demonstrated that Black women in un-serviced informal settlements spent

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21 *Greater London Authority. 2006. Gender Equality Scheme 2007-10: Draft for Consultation. Pp. 10. Available at http://www.london.gov.uk/mayor/equalities/docs/draft_genderequalityscheme_consultation.pdf*
22 *Ibid. Pp. 7.*
23 *Gender Advocacy Programme. 2000. Water and Sanitation in Smartietown: Looking at Municipal Service Delivery Through a Gender Lens. Cape Town. Pp. 30.*

an average of 200 rand (SAR - or about USD 30.00) a month on water and electricity from informal sector providers. This sum was twice as high as the amount spent by their counterparts in neighbouring serviced areas.[24]

Furthermore, scrutinizing municipal infrastructure and services provision through a gender perspective affords an opportunity to enhance civic participation, transparency, cost effectiveness and creativity, since the these factors can only make the services more relevant and better used as more women and men engage with the local government. Where local governments have not provided services, women often have to mobilize in order to lobby in favour of their requirements. The example from San Marcos, El Salvador, below, demonstrates how women organized for transportation services and for the benefit of the whole community.

Reflection Questions

- ❏ *In what ways do your municipal services ease the burden of women's and men's poverty?*
- ❏ *Can you identify one service provided by your municipality that you think can be improved to benefit economically poor women? What would you do to improve the service?*

Case Study: Women Organize for Public Transport - San Marcos, El Salvador

San Marcos is a town of 60,000 just outside the capital of San Salvador. Fifty-three percent of the residents are women. Research into the relationship of women to municipal services found that while domestic tasks were women's main activity, seven out of 10 were also engaged in some kind of income-earning activity, with many working in the informal sector in precarious conditions and with irregular incomes.

San Marcos's residents primarily live on steep hill slopes in insecure and vulnerable locations which become treacherous during the long rainy season. The streets are narrow and steep, making access difficult for vehicles and for public service delivery. Although this is a relatively small town, the crime rate is fairly high. Many houses on the slopes are not connected to drinking water and only a few have electricity. There is no street lighting and mugging is a serious concern.

Research on municipal services as part of the 'Women in Local Development' project sponsored by the Mélida Anaya Montes Women's Movement (MAM) showed that women identified three immediate priorities: proper access roads, public transport, and water. In discussions of these priorities with other residents in the area, public transport was chosen as the first priority

for municipal services, in view of the hilly location and of the benefits which public transport, with the attendant savings on residents' time and energies, would bring to the whole community. Three representatives were appointed to a management committee, which was put in charge of supervising the progress of the proposal and staying in touch with the community. In the next step, the women in San Marcos discussed the main outlines of what an effective public transport strategy would be like. After analyzing the causes and consequences of the main problems, they envisaged potential solutions as well as the institutions or individuals who could implement them. For instance, rehabilitation of the roads was to be taken up with the mayor's office and the Ministry of Public Works, while the lack of transport would be the responsibility of local bus companies and consumer organizations. The nearest existing bus services were examined to see what changes might be proposed to extend them to the communities on the hills. More research was carried out to find out how many people needed public transport and why. Of the 49 women and 34 men interviewed, all were in favour of extending public transport to the underprivileged communities. Both women and men were frequent users of public transport,

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24   *Ibid. Pp. 54.*

Continuation....

the men to go to work – mostly in the construction sector – and the women to ease the daily long steep walks with shopping bags, produce to sell, and children.

At this point, the situation was summarized as follows by a resident of Tránsito II, one of the participating communities: "What we want now is to continue to campaign for transport, which is so necessary here as so many of us have to walk, carrying all our goods, all our shopping, as well as collecting our children from school. It is very exhausting. If there was transport, our shoes would last longer. We would have more time, too, because when there is transport you know what time it is coming past, so you can plan when to go and fetch your kids or do your shopping. Everything is easier." We would have more time, too, because when there is transport you know what time it is coming past, so you can plan when to go and fetch your kids or do your shopping. Everything is easier."

Committee representatives next took their proposals to the mayor's office, the Ministry of Transport and the bus company. The bus company insisted that buses could not serve the community until the access road was repaired; the mayor in turn would not consider authorizing repairs to the road without a civil engineer's report. Despite their own lack of resources, the women of the community raised funds to pay for the engineer's report through sales of food and drinks and an Easter outing. Once their proposal was backed by the engineer's report, community representatives took the proposal, to an open session of the municipal council and finally won the mayor's pledge that he would give it his attention. Once the road had been repaired, further negotiations with the mayor, the transport ministry and the bus companies finally extended the bus route as far as San Marcos's hillside communities.

The Results

A major result of the process has been enhanced confidence among the women in the community and their increased participation in local decision-making. Given the degree of machismo in Salvadorian society, it was a major achievement for the women just to be able to stand up in an assembly and speak in public.

The women have also entered the local political arena, through their experience of lobbying the mayor and others. Several of the women now hold positions in the community committees, including as chairpersons and treasurers.

The immediate practical goal of the project has been achieved. The women succeeded in having the roads repaired and the bus routes introduced. They solved the problem they had set out to solve, and the whole community benefited.

The women managed to involve the whole community, even the men, in an issue that tended to be perceived as 'women's work'. Nothing would have been possible without the full participation of the women's groups and the whole community.

In the process, they made links with other communities that had experienced and solved similar problems, reducing isolation and broadening their experience.

Finally, and importantly, the women continue their work to this day. They are going to push for their needs and engage with others and the local government again.

Case study developed from: One World Action and the British Council. 2000. Developing gender-sensitive local services. One World Action Seminar. London, 28-29 June 2000.

The UK case study below about Lone Parent Support Services is another example of the way a local service organization, through its own initiative and commitment to gender-equal access to services, went through an extensive gender analysis process to enable equitable access to the services it provides.

Case Study: Gender Equity in Lone Parent Support Services, UK

For over four years and in a bid to reduce poverty through gender equality, Oxfam UK's Poverty Programme and the One-Parent Families Support and Information Network (OPFSIN) also in the UK conducted a joint gender analysis of OPFSIN services and the organization. OPFSIN supports parents who are caring for children after family separation. Historically, most of OPFSIN clients and service users have been single mothers. Most of the management and service delivery staff were also female. However, OPFSIN knew that of the 15,000 single parents caring for children in their catchment area, around 10 per cent were male. At the same time, OPFSIN realized that only one per cent of their clients were single fathers. They launched into an extensive gender awareness and analysis exercise with the board, staff, volunteers and service users. In the next step they collected sex-disaggregated data to assess how many women and men used the services and which of these were used by each gender.

The results of the gender analysis indicated that fathers were not using OPFSIN's services because these were not delivered in ways that were useful to them. Consultations with fathers showed that OPFSIN was delivering services with predominantly female staff and volunteers and in ways that were useful for women. Fathers did not want to come in for a cup of tea and found it difficult to ask for advice. They needed a reason to go to the Centre. Further consultations and discussions led to the establishment of a resource centre with computers and a library of relevant materials. This gave fathers an opportunity to come to the centre and also enabled them to seek advice through an online advice service without having to ask for it face to face. Of course, the provision of this new service also enabled any remote user to access the information. The success of the programme can be measured by the fact that at the end of the gender analysis and changes to service delivery, over 300 fathers registered as members, an increase of almost 100 per cent since the start of the process!

Summary from: Oxfam UK Poverty Programme. 2004. See both sides: A practical guide to gender analysis for quality service delivery. See: http://www.oxfamgb org/ukpp/seebothsides

The case from the Bangkok Metropolitan Administration below offers yet another example of local services provision and the potential of providing services with a range of partners with gender-specific realities and needs.

Case Study: Partnership to Provide a Gender-Sensitive Continuum of Care for People Living with HIV/AIDS, Bangkok, Thailand

In 2003 the government of Thailand began to make access to anti-retroviral treatment (ART) much easier for people living with HIV/AIDS (PLWHA). As a result, while in 2003 only 23,000 individuals were receiving this life-prolonging medicine, by the end of 2006 the number was close to 90,000, with the proportion of PLWHA under treatment soaring from 16 per cent to nearly 90 per cent.

In the Thai capital, the majority of public sector hospitals are managed by the Bangkok Metropolitan Administration (BMA). As was the case in most of the public sector, BMA hospitals struggled to cope with the rapid scaling-up of ART. In particular, it was found that the quality of available information and counselling for patients receiving ART, and the follow-up on adherence and compliance, suffered from the increasing numbers of patients that overstretched staff resources.

As a result, many hospitals were reluctant to take on new patients and waiting lists for ART became longer. Although the drugs were available in adequate quantities, the capacity of the hospitals to provide quality-assured ART became a critical bottleneck in scaled-up treatment provision.

When an HIV/AIDS peer support group known as the Centre for People and Families Affected by AIDS (CPA) approached a small BMA hospital in 2003, offering to provide outreach care and psycho-social support, the hospital gladly accepted. In collaboration with Médecins sans Frontières (MSF) a training programme was organized to enable volunteer patients to undertake home visits and to provide group and individual counselling to those receiving ART, under indirect supervision of hospital staff. As a result, hospital staff could dedicate more of their time to the medical care and patients received specialized counselling and psycho-social attention tailored to their individual needs.

CPA recognized this and began to train volunteers with various backgrounds. While it was not difficult to find women volunteers and others from the men having sex with men (MSM) community, heterosexual men were under-represented in the peer support group. It was suggested that women and MSM were more comfortable with counselling activities.

In Thailand, as in most countries, the burden of caring for family members falls primarily on women. Therefore, the expanded support network provided by the BMA-CPA partnership would have been of special benefit to female care givers.

The success of this unique partnership did not go unnoticed. In 2004, the BMA agreed to scale up the programme to an additional four hospitals through a memorandum of understanding signed between the Bangkok Network of People Living with HIV/AIDS and the BMA. In 2006 it was agreed that trained PLWHA volunteers would provide psycho-social counselling to patients in all BMA hospitals and organize them into peer-support groups, in close collaboration with hospital staff and management. The introduction of PLWHA peer support in hospitals was facilitated by government policies, which recognized that self-help groups played an essential role in the continuum of care and adherence to ART regimes.

The partnership between the PLWHA and the BMA was facilitated by the United Nations Economic and Social Commission for Asia and the Pacific, in close collaboration with the Thai Ministry of Public Health, the Thailand Business Coalition on AIDS, Médecins sans Frontières, the Thai Network of People Living with HIV/AIDS (TNP+) and the Bangkok Network of People Living with HIV/AIDS (BNP+).

UNESCAP (2005): Partners for Health: People Living with HIV/AIDS empowering themselves and helping others. In: Community-Level good practices in HIV prevention, care and support for policy consideration: Two case studies. http://www.unescap.org/esid/hds/pubs/2355/2355.pdf

WHO, UNAIDS, UNICEF (2007): TOWARDS UNIVERSAL ACCESS, Scaling up priority HIV/AIDS interventions in the health sector, Progress Report, April 2007, Geneva (http://www.who.int/hiv/mediacentre/universal_access_progress_report_en.pdf) Personal communication (June 2007): Bruce Ravesloot, Partners for Health Project Manager.

Exercise 19:   Gender Analysis of Municipal Services Provision

Objectives

❏   Enable an understanding of gender issues in municipal services provision.

❏   Begin to identify ways in which municipal services can provide equally for the needs of women, men, boys, girls and other under-serviced users such as elders and women and men with disabilities.

Time Required: 2.5 hours

Process

1.   Begin with brief introductory remarks on the way a recognition of the different genders and gender relations in our societies also deepens our understanding of different gender responsibilities; i.e., women and men have different gender priorities and unequal access to resources and assets. For example, since it is women who give birth, care for and raise children, care for and nurse sick family members, cook, clean, and care for the whole family, and engage in community support and organizing activities, they have different gender priorities and issues related to these responsibilities than men. Men predominantly work in jobs outside the home where they are remunerated with wages or salaries and it is not very often that they share in the work of running and managing households and families. Furthermore, while men usually do 'one' job, women have multiple responsibilities.

Part A

2.   Ask participants to list the services provided by their local government.

3.   Ask participants to identify which of these services are a priority for women and which for men, and why. This is a short verbal exercise to get them to warm up for the group work outlined below. If you do not have time for a longer exercise, you can do this as an organized brainstorm. If you have more time, proceed to No. 4 below.

Part B

4.   Split participants into 3 or 4 small groups, depending on the total number. Assign one of the following topics to each of the small groups. Ask each group to select a rapporteur who will report back to plenary.

❏   Transportation
❏   Education
❏   Solid and Liquid Waste Management
❏   Local Environment
❏   Park Design

a.   Ask the small groups to identify the different gender priorities and needs of women and men for each of these areas.

They can work with a chart such as the one below, or make their own.

Transportation	
Priority for Women Because…	Priority for Men Because…

b.   Then ask them to outline what these gender-specific priority issues of women and men mean for the provision of municipal services such as transportation, education, solid and liquid waste management, the environment and parks. Ask them to list all the gender-specific priorities before they begin discussing the implications for the provision of municipal services.

c.   With the chart below, ask them what can be done to improve the service for women and for men.

Recommendations for Gender-Sensitive Transportation
1.
2.
3.
4.

4) Each small group reports to plenary. Solicit comments and feedback from participants.

Reflection Questions

❏ *What did you learn from the exercise?*
❏ *Is there anything that surprised you?*
❏ *What are the consequences of not providing gender-inclusive services?*
❏ *Identify one new thing you learned today.*
❏ *Identify one area in your municipal services that you can modify from what you have learnt today.*

Exercise 20:   A Council Debate - Roads or Water?

Objectives

❑   Understand local government services provision from a gender viewpoint.

❑   Become aware of the link between gender equality and service provision.

❑   Understand that services provision can also require skills in negotiation, mediation and conflict resolution.

Time Required: 2 hours

Process

1.   Hand out the 'La Felicidad' scenario to all participants. Give them some time to read and reflect on it and let them know we are going to have a "Council Debate" on the scenario.

2.   Split participants into two small groups and ask them to designate one who will present their case to Council. Once small group will present the argument for water and the other for roads. Give them 45 minutes to develop their case. If you have a large group, you may have to break them into four small groups and two groups will present the case for water and two groups the case for roads.

3.   Ask each group to present their case. They have 5 minutes each.

4.   The remaining participants will act as the Council. Request participants to hold all questions and comments until all presentations are finished. Encourage them to take notes on the presentations they would like to comment on or about which they have questions.

5.   After the presentations are completed, open the floor for questions and comments. Encourage participants to identify which arguments would convince them as councillors and which would not.

Scenario: La Felicidad

Today, La Felicidad is a community of 10,000-15,000. Once upon a time, about 10 years ago, it was a small pueblo outside the municipality, on the road going north to the capital. Two years ago, Central Government restructured the Departamentos (Districts or Provinces) and another 25 sq. km were added to the municipality. This is how La Felicidad became part of your municipality – El Condor, with a population of 300,000.

La Felicidad has no municipal services such as piped water, sanitation, or ambulance and fire engine access. Unemployment is high among young men. However, many of the young and older women work in the factories in the Tax-Free Zone nearby. Wages are low, poverty is severe, crime is on the increase, and you, the El Condor Council, have not been able to establish a tax collection system in La Felicidad. Now that La Felicidad is part of El Condor, you are responsible for providing services to this community. The Central Government has provided you with an equivalent USD 25,000 as a one-time grant under the national poverty alleviation programme. You are now being lobbied by two distinct constituencies for the best way of using the grant. They are as follows:

    a.   Male residents of La Felicidad are in favour of an improved road network, enabling them to ride on motorcycles or drive cars more easily than on the current rough roads, without the damage or waste of time involved in navigating the roads and pathways. Ultimately, better roads into La Felicidad would improve the economic situation in their community, they claim. They were politically active in the run-up to last year's municipal election and their lobbying won over a councillor who is a member of your party.

    b.   The women of La Felicidad want an extension of the piped water system and the construction of toilets. They claim that it is a long walk to collect water from the river, adding two hours to their already busy daily schedule as working women. They cannot leave the task to their daughters, either, due to lack of safety and security in the vicinity. The number of toilets is inadequate, causing pollution and an unpleasant environment in the neighbourhood. Furthermore, women residents highlight the economic benefits of domestic water provision. The Municipal Health Officer and the Community Development Officer support the women and are lobbying the municipal council on their behalf.

Both lobbyists have legitimate claims, but the Council can spend the funds only on a single project. In your small groups, develop arguments for both positions that you would present to Council. What gender-equality arguments would help you to rally the rest of the Council to your point of view?

Exercise 21: Networking and Services Provision

Objectives

❏ Understand local government services provision from a gender viewpoint.
❏ See the link between gender inequality and services.
❏ Understand the complexity of consulting local residents for the provision of local services.

Time Required: 1.5 – 2 hours.

Process

1. With the whole group sitting together, tell the following story. If story-telling is not a culturally appropriate exercise for your participants, print out the story and ask participants to read two sentences each in sequence.

The Scenario: Maseru

In a peri-urban area of Maseru, Lesotho, all household water used to be fetched from a small river running through the settlement. Right in the middle of the settlement, the river formed a sharp bend along a rocky river front, and it was here that women used to gather to fetch water. They would wait in line in the early morning, because this was better than filling buckets further down in the mud amongst the bushes. Besides, this gave them a chance to talk. Who was courting whom, who was marrying whom, and what to do when your husband was casting eyes outside the marital home, would all be sorted out waiting to fill water. On sunny days, women would bring their washing and while it was drying on the rocks it gave them an opportunity to speak further. One sunny day, a smart young man came to visit the settlement. He explained that the Ministry of Water had decided that it was wrong that the river should run through the settlement, as it brought disease flooding every winter. So, from now on, every street would have clean, running water from a tap, and the women would no longer have to walk to the river. The river was covered and taps were installed at intervals along its course. At first, the women were happy with the taps.

However, after a few months they were not happy any more. They went to the eldest amongst them and said, "Please go speak to the smart young man! We have no place to talk anymore and things are going from bad to worse in this community. Martha's husband spent all his savings on another woman, there was no food for the children in the house and we didn't even find out until it was too late. We want our washing place back!"

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2.   Ask the group to discuss the following questions:

a.   Would this story be an example of gender-sensitive service delivery? Please request participants to provide the rationale for their answers. If anyone answers yes, ask them why? If no, why not?

b.   Would it have been different if the women had been consulted before the covering of the river and the installation of taps had taken place? If yes, why? If no, why not?

c.   Would it have been different if a female engineer had planned the location of the taps? If yes, why? If no, why not?

d.   Have participants seen similar things in their municipalities? If someone answers yes, ask them to tell the story of what happened.

Exercise 22:   Case Study/Scenario Analyses

As facilitator, you can also choose any two case studies from either this Section or from another Section of the Sourcebook, and in small groups ask participants to comment on the gender-sensitivity of the service provision under discussion.

Gender-Responsive Budget Initiatives (GRBIs) in Local Government

Budgets are key to understanding local government priorities, as a budget reflects the developmental and service agenda of the government. Since budgets also show whether government policies are being implemented or not, they have attracted the attention of feminist economists and activists alike, who examine budgets as instruments for women's rights and gender equality. That said, a major incentive for gendered economic analysis has been a lack of recognition of the value of women's domestic labour in the national economy, and consequently the undervaluing of women and their work in the home and the 'care economy'. This unpaid work by women includes taking care of husbands, children and other family members, cooking, cleaning, washing, caring for the sick and the elderly, and managing family and community relations. According to the United Nations Development Programme (UNDP), women's unpaid economic contributions could amount to USD 11 trillion a year![25]

However, most people tend to see budgets as 'objective' and unbiased documents, as though budgets belonged outside the realm of gender relations. Gender-Responsive Budget Initiatives (GRBIs) demonstrate that this is far from being the case. For example, when governments reduce funding for education, health and other services that are similar to women's unpaid work, this increases women's domestic work responsibilities as they have to make up for those services no longer provided for by the government. Such budget cuts do not impact on men in the same way.

Gender-Responsive Budget Initiatives (GRBIs) analyse policies, taxation, revenues, expenditures and deficits from a gender perspective, that is, from the perspective of the relations between women and men. They are tools that make it possible to analyse budgets to assess whether government policies and programmes will have different and unequal impacts on women, men, girls and boys. They are also tools to measure the differential impacts on other social relations, such as those informed by race, ethnicity, class, age, caste, geography and (dis)ability. GRBIs involve a range of activities such as research, advocacy, training, monitoring, policy implementation, policy review and reforms. See the example of Afro-descendant women in Porto Alegre, Brazil in the box below. At this point, it must be emphasised that GRBIs are not about separate budgets for women and men. Neither are they about 50 per cent for for women and 50 per cent for men. Women and men have different needs and responsibilities, and GRBIs are a way of assessing these differences and providing appropriate budgetary allocations for them. GRBIs involve a gender-sensitive analysis of budget priorities. The objective is an equitable allocation of public funds. At the same time, it must be stressed that GRBIs are about budget analysis rather than the formulation of budgets. Based on this analysis, a local authority can introduce gender-friendly budget amendments . Additionally, the analysis does not focus only on that portion of a budget seen as pertaining to gender issues or women. A full gender budget analysis examines the allocations for all government departments in terms of their differential impacts on women, men, girls and boys.[26]

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25 UNDP. 1995. *Human Development Report. New York. USA.*
26 Budlender, Debbie, 2000. "The Political Economy of Women's Budgets in the South", *World Development*, 28(7). pp 1365-1378. (p 1366).

Case Study: Advocating for Afro-Descendent Women in Porto Alegre, Brazil

As mentioned above, GRBI can involve a wide range of activities, including research, advocacy, monitoring, training, awareness-raising, policy analysis and policy design. A wide range of actors such as government, civil society, academia and donors can be involved. The types of GRBI activities depend on the nature of those involved.

Associacão Cultural de Mulheres Negras (ACMUN) is a group of women of African descent in Porto Alegre, Brazil. They have advocated and mobilized in favour of improved and non-discriminatory access to health services. As part of these activities, ACMUN conducted a survey to find out more about the links between access to health services, HIV/AIDS and violence against women.

The survey confirmed that Afro-descendent women had poor access to health services. Two health systems were available to people living in the community.

The better service was very expensive and therefore unaffordable for most Afro-descendent women. Many health professionals also lacked sensitivity and respect when treating Afro-descendent women. More generally, the professionals often tended to humiliate economically poor people. Finally, despite previous attempts to educate health professionals about sexual and reproductive health (including HIV/AIDS, gender equality and women's rights), they did not prove to be sensitive enough to the needs of black women.

After completing the survey, ACMUN established a health network bringing together women's groups, groups of HIV-positive people, and others. The network plans to use the survey results and recommendations to advocate for better local and national policies on health services, HIV/AIDS prevention and violence against women.

Required changes in medical services will implicate the health budget.

Source: UNIFEM. 2005. 2005 Progress Report on Enhancing Human Security Through Gender Equality in the Context of HIV/AIDS. UNIFEM.

While a change in the government budget is the ultimate objective of most GRBIs, many other gains can be made along the way. In particular, GRBIs are yet another way of enhancing democracy, as they enable public participation and transparency in finance, and decision-making. GRBIs also put government departments, non-governmental organizations, research institutes and other stakeholders in a better position with regard to the following: (1) Improving accountability and targeting of services; (2) Ensuring that ministries and municipalities respond to their constituencies' needs and priorities; (3) Ensuring that policies are implemented with the relevant budget allocations; and (4) Assisting with implementation of international conventions[27] and national laws, such as those dealing with gender equality and equity, poverty reduction and urban sustainability.

Gender-Responsive Budget Initiatives (GRBIs) provide local governments with powerful tools to bring about equitable, relevant and efficient services.

Tools for Gender-Responsive Budget Initiatives

GRBIs are not the easiest activities to launch and implement. However, they are well worth the effort as the outcomes and impacts can be significant and enable *structural* change. According to Diane Elson, an international specialist on gender and economics,

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27   Khosla, Prabha, 2003. *Water, Equity, and Money: The need for gender-responsive budgeting in water and sanitation. The Netherlands Council of Women. Available at: http://www.gender-budgets.org/content/view/149/153/*

GRB analysis tools have a variety of functions and uses. Briefly, GRBI tools[28] enable the following:

Handout: Tools for Gender-Responsive Budget Initiatives

Tool 1: *Gender-Aware Policy Evaluation of Public Expenditure by Sector.*

This tool evaluates the policies that underlie budget spending and identifies their likely impact on men and women. The analysis asks, "In what ways are the policies and their associated resource allocations likely to reduce or enhance gender equality?"

Tool 2: *Gender Dis-aggregated Beneficiary Assessment of Public Service Delivery and Budget Priorities*

This tool collects and analyses the opinions of women and men on how current public service delivery meets their needs and how current patterns of public expenditure match their priorities. Beneficiary assessment is a means by which the voices of both male and female citizens can be heard. In these exercises, the actual or potential beneficiaries of public services are asked to assess how far public spending is meeting their needs as they perceive them. This can be done through opinion polls, attitude surveys, group discussion or interviews. Questions focus on overall priorities for public spending, or on the details of operation of public services.

Tool 3: *Gender Dis-aggregated Public Expenditure Incidence Analysis.*

This approach estimates the distribution of budget resources (or changes in resources) among males and females by measuring the unit costs of providing a specific service and multiplying that cost by the number of units used by each group. This helps assess the gender distribution of public spending. It can give a sense of the degree to which such expenditures are actually gender-inclusive, as it compares the benefits of public spending among women, men, girls, and boys. Similarly, it can reveal the gender impact of supposedly gender-neutral budget cuts.

Tool 4: *Gender Dis-aggregated Public Revenue Incidence Analysis.*

Based on specialized surveys, this tool determines the link between budget allocations and the ways in which households spend their time. Changes in government resource allocations have some influence on daily household routines. In particular, cuts in some forms of public expenditure are likely to increase the amounts of time that women have to spend in unpaid care work for their families and communities in order to make up for lost public services. Therefore, whenever cuts are proposed, the question should be asked: "Is this likely to increase the time that men and women spend on unpaid care provision?"

Tool 5: *Gender-Disaggregated Analysis of the Budget on Time Use.*

This methodology identifies the relationships between the national/local budgets and household 'time budgets', in order to detect the macro-economic implications of unpaid work in social reproduction – that is, the time devoted to caring for the family, community members or the sick, or to daily routines such as collecting fuel and water, cooking, cleaning, teaching children, etc.

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28   Adapted from: Elson, Diane. January 2002. "Integrating Gender into Government Budgets within a Context of Economic Reform", in Gender Budgets Make Cents: Understanding Gender-Responsive Budgets. Debbie Budlender, Diane Elson, Guy Hewitt and Tanni Mukhopadhyay. Commonwealth Secretariat. London, U.K. Elson, Diane. 1999. "Gender Budget Initiative." Gender and Youth Affairs Division Background Papers. Commonwealth Secretariat. London.

Tool 6: *Gender-Aware Medium-Term Economic Policy Framework.*

This approach is used to assess the impact of economic policies on women, focusing on aggregate fiscal, monetary and economic policies designed to promote globalization and reduce poverty. The ultimate aim of gender analysis of government budgets is to include gender variables into the models on which medium-term public expenditure planning is based. This can be done by disaggregating, by sex, any variables that refer to people (e.g., labour supply) or by including new variables to represent the unpaid care economy

Tool 7: *Gender-Responsive Budget Statement.*

This is the government report that reviews the budget using some of the methods described above, and summarizes its implications for gender equality with various indicators. These indicators include the share of expenditure targeted to gender equality, the gender balance in government jobs, contracts or training, or the share of public service expenditure used mainly by women. Any government can issue a GRB statement using one or more of the tools described above to analyze its programmes and budgets and summarize their implications with a number of indicators. This requires a high degree of coordination throughout the public sector, and represents an accountability report by government regarding its commitment to gender equity.

The last few years have seen the expansion of the use of GRBIs from the national to the local level. With support from the United Nations Fund for Women (UNIFEM), there is now an extensive network of towns and cities where municipal governments are working with women's groups and other civil society partners committed to gender equality. Together, they are bringing positive change to fiscal, economic and equity issues in urban centres.

GRBI tools have also been adapted to suit the different socio-political and economic environments of local governments in different regions of the world. The case of Ecuador below provides examples of the use of modified GRB tools at the local level.

Case Study: Some Examples of the Impact of Gender-Responsive Budget Initiatives in Ecuador

Cuenca

In Cuenca, the municipal planning department conducted a gendered budget analysis in 2003. This was part of a wider-ranging "municipal agreement for equity" which local authorities, including the mayor and municipal councillors, had formally signed. Following the agreement, an Equal Opportunities Plan was developed and is currently being implemented. The Cuenca budgets for the years 2002, 2003 and 2004 specifically funded a number of schemes included in the Equal Opportunity Plan. Additionally, a decree gave women priority when hiring for infrastructure projects funded by the Municipality.

Esmeraldas

Esmeraldas has been engaged in GRBIs for a few years now. Throughout the project, women and local government officials were trained in participatory budgeting and used the knowledge to devise an agenda of priorities for gender equality in their communities. Women also established civic watchdog mechanisms to monitor compliance. In order to institutionalize this progress, in 2004 an Equity Council was created in Esmeraldas. The body is comprised of female municipal council members and representatives of local women's organizations. It's mandate is to advise and monitor the Municipality's gender policies and budgets. The Mayor of Esmeraldas holds annual meetings to review budget allocations and check them against the development plan as defined by the population. Additionally, in response to the demands listed in the Women's Agenda, in 2004 the Municipality set up a fund for women's micro-enterprise initiatives.

Salitre

In Salitre, gender budget analysis has been carried out by the Women's Network Transforming the Economy (REMTE-Ecuador). Findings were communicated to women's groups through workshops, enabling them to use the results as an advocacy tool. In 2003, women successfully lobbied for resource allocations to support gender equity initiatives.

Quito

In Quito, the final report analyzing the capital's municipal budget for the year 2002 was presented to the mayor, the Municipal Council and to El Cabildo de Mujeres, a municipal women's caucus established as a civil society mechanism to identify women's needs and interests in local policies. As a result, a set of guidelines for inclusion of a gender perspective in the 2003 budget was distributed to all departments of the municipality.

All of the above Ecuadorian towns and cities continue to use GRBIs, and in some the mechanisms have been institutionalized as a regular part of municipal financial planning and management. Additionally, some cities use their many years' experience with GRB tools to change budget formulation methods.

Source: http://www.gender-budgets.org/en/ev-66690-201-1-DO_TOPIC.htm

The example from Cochabamba, Bolivia on page 96 provides an overview of a comprehensive GRB initiative.

Case Study: Gender-Responsive Budgeting in Cochabamba, Bolivia

The Gender-Responsive Budgets (GRBs) initiative in Bolivia was supported by the United Nations Fund for Women (UNIFEM) from 2001 to 2005. Bolivia's national and local backgrounds were particularly favourable to explore new and innovative approaches for equity and social justice. For example, the 1994 Law of Popular Participation established participatory local development plans and vigilance committees as the two main mechanisms for community participation at the local level. At the national level, participation took the form of so-called 'National Dialogues' in 1997 and 2000, which led to the formulation of a public policy on poverty reduction.

For UNIFEM, Bolivia's particular circumstances presented a unique opportunity to work on new forms of local planning, budgeting and reporting, better reflecting the demands of the people and involving them actively in policy-making. Identifying and addressing gender inequalities and women's specific needs and interests are critical to ensure democratic and equitable development.

Additionally, Bolivia was one of the countries chosen by the UNIFEM Andean Region Office for its rare combination of experts in public finance and/or gender on one side, and on the other side a strong women's movement with the ability to understand and use the information provided by Gender-Sensitive Budget analysis.

The Implementers

The implementing partners in Cochabamba were Coordinadora de la Mujer de Bolivia an umbrella organization of women's groups in the country, the Municipality of Cochabamba, Instituto de Formación Femenina Integral (IFFI) the Institute for Integrated Women's Training and Gregoria Apaza, a group that is part of a network called Women's Network for Transforming

the Economy-REMTE. Together they identified the approach and tools required for the Gender Responsive Budgeting exercise.

The Process

An expert in GRB developed based on the publication Local Governments and Gender-Sensitive Budgets to determine potential entry points for gendered local budget initiatives in Bolivia. A former Undersecretary for the Economy and Finance carried out a gender analyses of the national budget and the budget of the Municipality of La Paz, the capital. He based the analysis on public information and carried it out as a capacity-building exercise to interpret public budget figures. The Bolivian experience also fed into the development of the methodological approach developed for gender budget analysis.

Taking advantage of the lessons learned during the initial research, investigations from the previous phase, as well as of the development of the above-mentioned Local Governments and Gender-Sensitive Budgets report, UNIFEM signed an agreement with the Instituto de Formación Femenina Integral (IFFI) and the Municipality of Cochabamba to implement a gendered budget initiative at the local level. The proposal included an initial gender analysis of the municipal budget, to be followed by an advocacy campaign based on the results of the investigation.

The analysis of the Cochabamba municipal budget was completed in 2004. At the national level, links were established with the government through the vice-minister for Women, and with civil society through the Women's Network for Transforming the Economy. This has been a key element that will be reflected in the results of the campaign advocating changes in national directives for local expenditure.

Continuation....

What has been achieved?

❏ Strengthened links through GRBs between the government (through the Women's Vice-Ministry) and civil society (through the Women's Network for Transforming the Economy).

❏ Leading advocacy role by the Coordinadora de la Mujer de Bolivia, using the findings of the gendered budget analysis.

❏ A national-level advocacy campaign that led to initiatives at the local level in El Alto and Cochabamba.

❏ The network of women's groups active in budget policy advocacy has been expanded to include the Gregoria Apaza organization, the Instituto de Formación Femenina Integral and the Inter-District Women's Committee.

❏ Advocacy focused on implementation of the legislation on violence against women (VAW); this was based on the findings of an analysis tracking budgetary allocations at national and local level through the "Critical Route of Violence", i.e., all institutions addressing VAW such as the judiciary, education, police, health services, etc. The analysis identified existing gaps and elements in support of advocacy for increased national spending to fulfil statutory commitments and eradicate violence against women in Bolivia. Consequently, three municipal legal services were opened to provide legal advice to VAW victims, on top of specific women's programmes including literacy and laundries.

❏ Development of indicators on the impact of budget policies on the status of women and the budget

Challenges

Cochabamba was a good demonstration of the way gender can be mainstreamed effectively throughout a local participatory development plan. Nevertheless, analysis of the institutional framework identified certain gaps. One of the main findings was that short-term planning – as set out in Annual Operating Plans and providing the basis for budget allocations – is usually determined by municipal staff following directives from the Ministry of Finance.

Adapted from: http://www.gender-budgets.org/content/view/36/142/

In practice, this does not necessarily ensure conformity with local long-term participatory plans.

Due to this mismatch, gender mainstreaming efforts, as part of participatory procedures, did not necessarily result in allocation of resources to gender-equity schemes. The upshot was that in 2004 an advocacy campaign targeted not only the Cochabamba local government, but also the national institutions that set out such norms and directives on local expenditure. The campaign called for aligning gender equity legislation and regulations with national planning and budgeting. At present, gender advocacy bears on national policy through the participatory process, as well as linkages between local development plans and those budget allocations favouring gender equity promotion.

One of the main challenges faced by the initial gender analysis of Bolivia's national budget was the lack of information available for this kind of research. Even with public capital expenditure – for which a complete data base of projects does exist – it was not possible to identify the potential implications on gender inequalities. To address this issue, the Cochabamba initiative developed a baseline diagnosis on the status of women and men in the region in 2004. A set of indicators was also introduced to measure the impact of changes in budget allocations on women's living conditions and on gender inequality.

The findings of the Cochabamba analysis were presented by the Mayor and were shared widely with local authorities and women's organizations at the local level, including the Inter-District Neighbourhood Women's Committee, and at the national level with the Women's Network for Transforming the Economy. Today, the programme gives the Municipality of Cochabamba access to more information, enabling staff to develop gender indicators and measure the extent to which gendered budgets contribute to overcoming gender inequalities.

Reflection Questions

❏ *From the information provided to you, can you identify one municipal policy or expenditure that would benefit from a GRBI?*

❏ *Identify some potential partners in your city for a gender budget initiative.*

Exercise 23:   What are Gender-Responsive Budgets?

Note to Facilitator

It is advisable to use the following exercises after the participants have been exposed to the basic concepts of gender and have some understanding of the differences in the work and gender responsibilities of women and men. It is recommended that Exercises 9 and/or 10 from Section 2, be used with participants before the exercises below.

Objectives

❏   Create a common understanding of Gender-Responsive Budgets.
❏   Articulate the relevance of unpaid care work to public budgets.
❏   Understand the different or similar priorities of women and men in cities and their budgetary implications for local governments.

Time Required: 1 hour 45 minutes, more if you have a large group

Process

1.   Organize a presentation for the participants on Gender-Responsive Budget Initiatives (GRBIs) and their use to mainstream gender in local governments. See the nots on page 101 as well as the tools and their uses as mentioned in the beginning of this section, for this section on Gender-Responsive Budget Initiatives.

2.   Split the participants into small, same-sex groups. The number of groups will depend on the number of participants.

3.   Ask the women to think of the situation of women in the city and ask men to think of the situation of men in the city. Based on their understanding and assessment of women and men respectively, ask them to identify the priority areas for next year's budget and what percentage of the budget they would allocate to that area.

4.   You can reproduce the table below to assist them with the exercise.

Priority areas for the budget	% Allocation of the total budget	Reason for the priority area and allocation

5.   Ask the small groups to report to plenary.

6.   Group comments and discussion.

Reflection Questions

❏ *What are the differences for women and men in the priority areas of the municipal budget?*

❏ *What do you think of the differences in the priority areas of women and men?*

❏ *Why are they so different? How is this related to the responsibilities of women and men and the gender division of labour?*

❏ *Why are they similar?*

❏ *Any thoughts on the allocation of money for the activities?*

❏ *What do you see as the major differences in the areas of municipal funding from this exercise and the current budget lines?*

Notes for the Facilitator for a primer on GRBs

Depending on the nature and length of the training session, the following information can be organized as appropriate for a PowerPoint or an oral presentation. You can also use the definitions of gender concepts from the Glossary for your presentation. Your presentation can also be given to the participants as a handout.

The budget is the *most important policy tool of government* because, without money, government cannot implement any policy effectively.

What is a Gender-Responsive Budget?

A gender-responsive budget ensures that the needs and interests of individuals from different social groups (sex, age, race, ethnicity, and location) are addressed in public expenditure and revenue policies.

Gender-responsive budgets are not separate budgets for women or men. Instead, they bring gender awareness into the policies, plans, programmes and budgets of all local government departments, utilities and municipal companies.

Gender-responsive budgets are not about '50 per cent male, 50 per cent female'.

They are about budgeting that intentionally directs resources and raises revenue in a way that addresses disadvantage and exclusion.

GRBs recognize the ways in which women contribute to society and the economy with their unpaid labour in the productive sector and in bearing, rearing and caring for the people in the city and communities. GRBs acknowledge the intersection between budget policies, gender inequality and women's well-being.

Cuts in government spending on services such as education, health or water and sanitation can be seen as a social welfare tax on women through their social care work in the households and communities. The more severe a country's poverty, the heavier the social welfare tax; therefore, economic policy impacts on unpaid care work make it one of the more vivid manifestations of poverty.

Gendered Budgets

GRBs use various tools, approaches and strategies to monitor the outcomes, outputs, activities and inputs of budgets with a gender perspective.

Gender-Responsive Budgets – A Tool

Against a background of gender-based discrimination and exclusion, gender-responsive budgeting can ensure that:

❏   The priorities of poor women are reflected in public budget allocations, expenditures and revenues (not just policies, plans or programmes!)

❏   Those bodies, organizations, systems and processes involved in budget-making better reflect the interests of poor women and provide space for their collective voice, while ensuring transparency and accountability for gender commitments.\

Why Gender-Responsive Budgets?

Monitoring the outcomes, outputs, activities and inputs of budgets can achieve the following:

❏ Enhanced accountability of governments and elected representatives with regard to gender equality, women's needs, empowerment and rights as laid out in international agreements such as the Beijing Platform of Action, the Millennium Development Goals, the Habitat Agenda and Agenda 21.

❏ Improved efficiency, ensuring that those who need it most benefit from public expenditure.

❏ Improved transparency and reduced corruption.

❏ Informed participation of women in planning and budgeting policies, making it possible for policy-making effectively to address the needs of the poorest and the powerless.

Gender Mainstreaming is:

A strategy adopted in Beijing as the primary tool for worldwide promotion of gender equality. In July 1997, the UN Economic and Social Council (ECOSOC) defined gender mainstreaming as:

❏ "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels."

❏ a strategy for making the concerns and experiences of women and men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres.

Gender mainstreaming is a strategy that requires:

❏ "a systemic monitoring and evaluation process, as well as practical tools and methodologies, that contribute to capacity-building and day-to-day monitoring,

❏ establishment of mechanisms of accountability and the allocation of adequate resources."

❏ general shift in the mainstream agenda".

GRBs can be used as Tools for Gender Mainstreaming

The advocates of gender equality increasingly acknowledge the potential of GRBs to address mismatches between policy commitments and budget policies.

GRBs offer local governments and gender equality advocates a set of tools that make gender mainstreaming effective in a number of ways:

❏ Putting the money where the promises are – matching political statements and budgets;

❏ Practical tools to monitor government policies, programmes and budgets;

❏ Supporting Gender Equality-based economic policies;

❏ Promoting participation of women's groups in budget discussions;

❏ Matching political statements with budgets. Is there a budget for implementing a national plan for the advancement of women or any other gender equality plan?"

❏ Practical tools to monitor government policies, programmes and budgets. For instance, does the ministry of justice make budget provisions for implementing legislation on gender equality?

❏ Supporting gender-responsive economic policy advocacy. For instance, does gender mainstreaming reach beyond social sectors and pervade the ministries of finance and trade?

❏ Promoting participation of women's groups in budget discussions. Are women represented at the discussion table?

Adapted from: UNFPA and UNIFEM. 2006. Gender Responsive Budgeting in Practice: a Training Manual. CD of Annexes. New York, USA. http://www.gender-budgets.org/content/blogcategory/78/155/

Exercise 24: A Preliminary Sketch for a Gender- Responsive Budget Exercise in your Local Government

Note to Facilitator

Obtain a copy of the local municipal budget for this exercise. You do not need to distribute copies of the full budget as this can be a rather extensive document; but you can if you want to. In the budget, identify relevant budget lines and hand out a list of the categories to participants.

Objectives

- ❏ Understand the methods and tools used in GRBIs.
- ❏ Understand how GRBIs have been used by local governments.
- ❏ Highlight how the concepts and tools of GRBIs are to be applied to municipal finances.

Time Required: 1 hour and 45 minutes

Process

1. Prepare a presentation of the tools used in GRBIs for the participants from the handout on page 93.

2. Using the material provided in this sub-section, elaborate the results of GRBIs in cities. You can also consult the gender budgets portal at: http://www.gender-budgets.org for additional cases or any that might be more appropriate for your city or training focus. You can give the case studies in this sub-section to the participants as handouts.

3. Prepare handouts of the list of GRBI tools for this exercise as well as the budgetary lines of the local municipal budget that you identified earlier.

4. Split participants into three or four small groups and ask them to complete the following chart.

Budget Lines/Items	National or Local Partners for the GRBI	Points for consideration of differential gender impacts, i.e., different impacts on women and men

5. Each small group reports to plenary.

6. Comments and feedback from participants.

Further Reading

For additional exercises on the uses of the GRBI tools outlined above, see the Manual for Training on Gender-Responsive Budgeting, available at: http://www.gender-budgets.org/content/view/267/155/

Local Government and Violence Against Women

Local authorities are often faced with various types of urban violence as they preserve the security of constituents, both male and female, as well as their properties. Local governments have typically responded more to cases of drug or gun-related violence than to violence against women. However, more and more municipal authorities are recognizing that violence against women cannot be tolerated in a just, safe and healthy city. In their mission to represent and serve the well-being of all residents, they cannot ignore violence against women, sometimes also referred to as gender-based violence. Gender-based violence is one that is directed against a person on the basis of their gender. Recognizing that it is predominantly women who face violence from men, this Sourcebook focuses on violence against women rather than gender-based violence in general.

Local authorities are beginning to recognize the link between the private and public spheres and how these relations impact on social and economic well-being in cities. They also realize that if they are to tackle violence against women, they need to build strategic links with women's groups, communities, as well as the health, education, business and cultural services of the city. Municipal governments can play a key role as leaders in crime prevention and provide for safe and secure urban settlements.

The home and immediate vicinity can be and often is a dangerous place for women. Worldwide, violence in intimate relationships is a major cause of death and disability for women 16 to 44 years of age.[29] A World Health Organization study of about a dozen countries (Bangladesh, Brazil, Ethiopia, Japan, Peru, Namibia, Samoa, Serbia and Montenegro, Thailand and Tanzania) showed that 25 to 60 per cent of women were subject to violence in intimate relationships.[30] In many dedicated sites, more than 20 per cent of women also reported assaults by a non-partner, most often a father or other male or female family member.[31]

The effects of violence on women's health are considerable. Those who have experienced violence are more likely to report generally poor or very poor health than women who have not had such experience. Physical violence is closely associated with debilitating injury.[32] Perhaps most disturbing is the fact that women who had experienced violence from a partner were found to be:

> " … significantly more likely to have ever contemplated suicide than women who had never experienced abuse. Further, among all women who had ever contemplated suicide, women who had experienced violence were also significantly more likely to have attempted suicide."[33]

29 UNIFEM Facts and Figures on Violence Against Women. Available at http://www.unifem.org/gender_issues/ violence_against_women/facts_figures,php
30 Garcia-Moreno, C, Jansen, H, M. Ellsberg, Heise, l. and Watts, C. 2005. WHO Multi-Country Study on Women's Health and Domestic Violence Against Women. World Health Organization Press, Geneva, pp. 83. http://www. who.int/gender/violence/who_multicountry_study/en/index.html
31 Ibid. Pp. 85.
32 Ibid.
33 Ibid. Pp. 86.

Such pervasive violence has great economic costs for society. Vast amounts of money, which could have been used for better purposes, are spent on dealing with the effects of violence. The costs of intimate partner violence in the United States alone were estimated to exceed USD 5.8 billion in 2003, including USD 4.1 billion for direct medical and healthcare services, with productivity losses accounting for nearly USD 1.8 billion.[34] In Chile and Nicaragua, violence against women has led to a 46 per cent loss of earnings for the victims in that same year.[35] The Columbian government spends about USD 73.7 million a year on preventing, detecting and treating the effects of intimate partner violence.[36] Still, perhaps the greatest cost to society lies in the loss of so many women's abilities to reach their full potential. This loss has serious consequences for human settlements.

Full citizenship for both men and women means having the capacity to make choices. Free choice means having all the relevant information and choosing in the absence of intimidation. This is the principle of informed consent, which means that men and women should be able to choose what they want and be aware of any alternatives, and also know about the consequences of their choice. Violence deprives women of their equal right to choose.

Generally speaking, violence against women is anything that violates the principle of choice through informed consent, such as:

- ❏ Rape, sexual abuse and assault by a husband, lover, friend, neighbour, or relative.
- ❏ Knowingly infecting a woman with a sexually transmitted disease (STD). When this disease is HIV/AIDS, this is considered as femicide, which refers to the killing of a woman by a husband, lover, or other male relative and also the systematic killing of women as is the case in Ciudad Juarez, Mexico.[37]
- ❏ Sexual harassment and any other form of unwanted sexual attention.
- ❏ Emotional violence, including hurtful acts such as shouting, swearing, and insults. Sleep disturbance is a form of emotional violence – as when a husband comes home drunk and wakes the whole house up, or when he keeps the wife awake throughout the night. Human beings need to feel safe and have a sense of stability in their lives. Therefore, the threat of desertion and abandonment is also a violent act.
- ❏ Economic violence, such as grabbing the woman's salary, selling property belonging to her without her consent, refusing to contribute to joint household expenses, or refusing to pay child maintenance. These violate a woman's ability to feel safe and secure in her life.

34 *UNIFEM Facts and Figures on Violence Against Women. Available at http://www.unifem.org/gender_issues/violence_against_women/facts_figures,php*
35 *Morrison A and M Orlando. 2004. Costs and Impacts of Gender-Based Violence: Methodologies and New Estimates. World Bank. Available at http://worldbank.org/intgender/resources/morrison_nov2004.ppt*
36 *Ibid*
37 *In Ciudad Juarez over the last 10 years more than 460 women have disappeared and feared to have been killed. Some of the severely mutilated bodies of these young women have been found buried in the desert. The rest have never been found. Evidence indicates that young women are kidnapped for use in violent pornographic films and for their organs. Almost all the women come from poor working class and indigenous backgrounds. For additional information see: http://www.libertadlatina.org/Crisis_Lat_Mexico_Juarez_Femicide.htm*

❑ Fear of violence determines women's lives. It prevents them from living on their own and going out at night alone, it prevents women travelling, and pushes them into pre-mature relationships or marriage. The 1993 United Nations Declaration on the Elimination of Violence against Women is the first international human rights instrument which exclusively and explicitly addresses the issue of violence against women. According to the Declaration, violence breaches, impairs or nullifies women's human rights and their exercise of fundamental freedoms.

The Declaration provides a definition of gender-based abuse, calling it "any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life".

The definition is elaborated on in article 2 of the Declaration, which identifies three areas in which violence commonly takes place:

❑ Physical, sexual and psychological violence that occurs in the family, including battering; sexual abuse of female children in the household; dowry-related violence; marital rape; female genital mutilation and other traditional practices harmful to women; non-spousal violence; and violence related to exploitation;

❑ Physical, sexual and psychological violence that occurs within the general community, including rape; sexual abuse; sexual harassment and intimidation at work, in educational institutions and elsewhere; trafficking in women; and forced prostitution;

❑ Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.[38]

Reflection Question

❑ *Do you agree with the definitions of violence against women given above? If so, why? If not, why?*

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[38] *http://www.un.org/rights/dpi1772e.htm*

Case Study: Ending Violence Against Women in Cebu City, the Philippines

In June, 2002, the *Sangguniang Panglungsod* [City Council] of Cebu City and the *Sangguniang* Panlalawigan [Provincial Council] of Cebu Province issued Ordinance 1938 on Anti-Domestic Violence. The Ordinance, a first in the Philippines, enables a victim residing in Cebu to file a case in court and have her abuser arrested. It also provides for protection orders to be implemented by the barangay [village officials]. Although a nationwide parliamentary act has been effective since March 2004, Cebu is the first city in the Philippines to adopt a specific ordinance penalizing domestic abuses.

However, women's groups in Cebu realize that a wide gap remains between policy and actual implementation. Continuing information and advocacy is needed in co-ordination with the various stakeholders, including law-makers, the police, village officials, community leaders, women's groups and the judiciary, if the ordinance is effectively to meet the needs of assaulted women. In Cebu Province a so-called 'City Tour' has held sessions in four areas in a bid to facilitate discussion among agencies and organized groups about the practicalities of implementing the ordinance as well as to raise public awareness of the law and its benefits.

In Cebu, men who beat their wives or abuse their children serve lengthy prison sentences. Unlike other parts of the country, the authorities do not turn a blind eye to cases of wife-beating, incest, child abuse or marital rape.

Since 2004, other local authorities in the Philippines have adopted and implemented ordinances along the same lines as Cebu's.

Adapted from: UNIFEM http://www.unifem-eseasia.org/projects/evaw/update2003text.htm

Reflection Questions

❑ *What are the rates of violence against women in your municipality?*
❑ *If you do not know, what steps would you take to map out the occurrence of violence against women within your city or municipality?*

Case Study: Gender-Based Violence: Kenyan Men Take Action

Worldwide efforts for the elimination of gender-based violence have been spearheaded by women. In Kenya, the FEMNET-inspired project, Men for Gender Equality Now (MEGEN), supports those efforts, challenging patriarchal society and paving the way for a new understanding of humanity.

MEGEN was founded in 2001 during a regional consultative meeting in Nairobi, Kenya, organized by the African Women's Development and Communication Network (FEMNET). The meeting of participants from Kenya, South Africa, Malawi, Zambia, Namibia and Botswana, culminated in action plans at country and regional levels.

In Kenya, MEGEN members work to end gender-based violence (GBV) and the spread of HIV/AIDS through innovative strategies. MEGEN engages men from all walks of life, including political leaders, cultural gatekeepers and young boys. The aim is to transform men from 'old' to 'new' masculinity, where men value women as fellow human beings.

MEGEN membership is open to all ages and professional backgrounds, making it easy to reach diverse groups through men-to-men consultations. The project trains male activists on GBV issues, giving them 'hands-on experience' in the communities on top of knowledge to tackle antagonizing situations with appropriate skills.

However, the process of change is rife with challenges, including regular confrontation with men who view the empowering of women as a betrayal of the male folk. In one instance, a man remarked, "My friend, your work is making these women grow horns...they will displace us from our homes if you continue." This kind of feedback tells us that some men still do not understand gender inequality as something that concerns them.

Why partner with men and boys to eliminate GBV practices?

Kenya's MEGEN project has developed strategies to expel the fear of the unknown among men by giving them the right definition of terms and facts about the true cost of violence.

Men who have been persuaded and become committed and sensitized to gender equality can be key allies in the involvement of other men. Every individual has a platform from which they can take action: as professionals, activists, policy-makers, family members and citizens, men and women have the possibility and responsibility to promote gender equality and put an end to GBV.

Gender equality is a concept whose time has come. It is bound to impact the lives of men and women of all ages, classes, socio-economic status and faiths. The urgent need to transform our society cannot be over-emphasized, especially with the threat of HIV/AIDS, which has very significant intersections with GBV. In Kenya, notions about manhood are deeply ingrained. Many men grow up believing that dominant behaviour towards girls and women is part of being a man. Risk-taking and aggressive sexual behaviour are often applauded by peers and condoned by society. These stereotypes harm both women and men and erode any potential for establishing satisfying, mutually respectful relationships. We have coined male-sensitive messages to challenge these attitudes and to stir debate around the issues surrounding masculinity, relationships and sexuality.

Men involved in programmes like MEGEN are the early adopters who recognize that change is both beneficial and inevitable. The escalation of GBV has been a consequence of male resistance to change, and especially reluctance to embrace equality. Men and boys must be convinced that transforming society to make gender equality a norm will benefit them. Otherwise, the entire community stands to lose.

Source: Ken Otina, MEGEM

The White Ribbon Campaign is yet another initiative by men for collective work on the issues of violence against women.

Case Study: The White Ribbon Campaign - Working to End Men's Violence Against Women, Canada

The White Ribbon Campaign (WRC) is the largest endeavour in the world that has men working to end male violence against women. WRC relies on volunteer support and financial contributions from individuals and organizations. In 1991, a small group of men in Canada decided that they had a responsibility to urge males to speak out against violence against women. They decided that wearing a white ribbon would be a symbol of men's opposition to male violence against women. After only six weeks' preparation, as many as 100,000 men across Canada wore a white ribbon. Many others were drawn into discussions and debates on the issue of male violence. Wearing a white ribbon is a personal pledge never to commit, condone nor remain silent about violence against women.

Every year, the WRC urges men and boys to wear a ribbon for one or two weeks, starting on November 25, the International Day for the Eradication of Violence Against Women. In Canada ribbons are worn until December 6, the anniversary of the Montreal massacre, and Canada's National Day of Remembrance and Action on Violence Against Women.

The White Ribbon Campaign is an educational organization to encourage reflection and discussion that leads to personal and collective action among men. Throughout the year men are encouraged to:

❏ do educational work in schools, workplaces and communities,
❏ support local women's groups,
❏ raise money for the international educational efforts of the WRC.

The Campaign distributes Education and Action kits to schools and maintains a website. The campaign also focuses on public policy. Some local groups organize events around Father's Day to talk about positive roles for men, about the importance of men acting as care givers and nurturers. Some groups organize Valentine's Day dances to spread a message about building healthy relationships.

The WRC also works with men's groups around the world on issues of violence against women as well as gender equality and equity.

Adapted from: The White Ribbon Campaign http://www.whiteribbon.ca

Exercise 25:   Violence Against Women in the City

Note to Facilitator

Teaching or discussions about violence against women are often difficult for female and male participants alike. These discussions generate strong but different emotions in the two genders. Sometimes men can be defensive about the issue and this can lead to disruption of the session. For some women, the issue can trigger fear or repressed memories and lead them to cry. Women can experience a form of post-traumatic stress disorder known as Rape Trauma Syndrome and will need the services of a trained psychologist or counsellor.

If you know of any Rape Crisis groups, women's shelters, counselling service organizations or State social workers, it is recommended that you contact them before the session. Explain that you are holding a workshop on gender-based violence and ask them to send a counsellor to assist with the workshop. If not, obtain a list of telephone numbers for these organizations. As you begin the workshop, post the list on the wall in large print and try to make a telephone available in an office nearby. Explain to participants either that there is a trained counsellor present, or that the numbers are there for those who wish to take them down for reference.

Objectives

❏ Understand the nature and extent of violence against women.
❏ Identify some first steps for local governments to support victims of such violence.

Time Required: 1.5 – 2 hours

Process

1. Split participants into two groups – men in one group, and women in another.

2. Each group should be asked to appoint a participant to take notes on a flip chart for presentation in plenary.

3. Inform participants that they have 45 minutes to answer the following 3 questions:

   ❏ How often does violence against women occur in your city in public and private spaces?
   ❏ What percentage of women and girls are subject to violence?
   ❏ What can local government do to support victims of this violence?

4. After 45 minutes, call the groups back and ask each one to report to the plenary. Each group has 5-10 minutes for this. After the presentations, field questions from participants. Ensure that no hostility is directed to any individual participant or groups of participants in particular, and that the groups can discuss the issues with mutual respect and understanding.

5. Group discussion for 30 minutes. To facilitate discussion, you can ask questions such as the following:

Reflection Questions

❏ *What do you think of the reports from the two groups? What catches your attention?*
❏ *Are you surprised at the incidence of violence against women?*
❏ *Why are women and girls subjected to this violence?*
❏ *Do you think the actions recommended for local government can be implemented? If yes, which ones and why?*

Exercise 26:   A Campaign to Challenge Violence Against Women

Objectives

❏   As part of the municipality, start dealing with the reality of violence against women .

❏   Realize that you, as a councillor or municipal staff, have the power and the responsibility to do something about it.

Time Required: 2 hours

Process

1.   Split participants into three groups.

2.   Each group should be asked to designate one group member to take notes on a flip chart for presentation to the plenary.

3.   Give each participant a copy of the Women's Safety Audit in Dar-es-Salaam on page 72 of this manual.

4.   With the results of Exercise 26 and the case study, ask each small group to develop an outline of a local government Campaign to Challenge Violence Against Women. They have 1 hour to do so.

5.   Each small group has 10 minutes to present their campaign strategy to the plenary.

6.   Allow 10 minutes for discussion and questions after each presentation.

7.   Thank them all for their hard work and congratulate them for starting their campaigns to end violence against women in their city or municipality.

Exercise 27:   Local Government Action on Violence Against Women

Note to Facilitator

You can also do this as a 'card' exercise. If you choose to do so, use cards of 3 different colours for the 3 distinct ideas. Then 'cluster' the cards.

Objective

❏   Identify actions to end violence against women.

Time Required: 1.5 hours

Process

1.   Give each participant a piece of paper. Ask them to write down three ideas about how local governments can help put an end to violence against women. Give them 10 minutes to do so.

2.   Ask each participant in turn to give their top best idea. Write all the ideas on flip-chart paper.

3.   Next, ask each participant for their second best idea. Again, write them on flip-chart paper. Ensure that all can see and read the writing. Do the same for their third best idea.

4.   Ask the group to identify similar ideas and ask the participants to assist you in grouping the ideas into about 8+0 ideas or action areas. With the participants, name the actions.

5.   Next, ask participants to rank each group of ideas/actions, beginning with their first choice. Spend a few minutes discussing what is meant by 'best'. Would it be the one which is easiest to implement, or the one which will cost the least, or the one which will make the most difference? When there is sufficient consensus regarding the criteria, proceed to rank the ideas.

6.   Briefly ask participants if their respective local government can implement the chosen best ideas/actions. If so, what would be the first steps?

7.   Finally, ask participants to evaluate the session. If you feel group participation has been good, you can ask the evaluation questions as general questions directed to the group. If you feel that some people have not participated actively in discussion, let each member of the group answer the evaluation questions individually. Examples of evaluation questions include:

❏   Do you feel you have learned something valuable from this session?
❏   Name one new thing that you learned today.
❏   Do you feel confident about your ability to act on issues related to violence against women?

Congratulate them on their creativity and thank them for their great participation!

Local Economic Development - Opportunities for Reducing Women's Poverty

Cities are often spoken of as the economic engines of a country. If this is so, then local governments must act as economic enablers! In this role, local authorities can do much to reduce poverty among constituents. Since in most countries the vast majority of the poor are women and children, an anti-poverty economic plan will necessarily focus on women. Here is where Local Economic Development (LED) comes in!

When planning LED initiatives, it is important to promote gender equality. To do this, one must avoid the assumption – so widespread in dominant literature on entrepreneurship – that there exists something like a normative citizen who is possessed of a number of characteristics defining him as male and middle-class. Central to this assumption are self-confidence and risk-taking. Instead, gender-sensitive planning will assume that women's entrepreneurship is constrained.[39]

It can be argued that the net effect of centuries of discrimination and the psychological consequences of current high rates of violence against women tend to lower women's self-esteem. As a result, any model of entrepreneurship that assumes that the subject will have enough self-confidence to achieve effective results will tend to be male-biased. Gender equality in LED means taking special steps to encourage women to develop entrepreneurship.

Using an intersectional analysis, it has been empirically demonstrated that poor women and men generally (or people from impoverished backgrounds, regardless of current income status) tend not to be risk-takers,[40] further compounding the risk adversity of women generally. Therefore, a model of entrepreneurship that assumes mild to high degrees of risk-taking is not likely to be relevant to poor women and men in urban areas.

In other words, models of entrepreneurship that assume high degrees of confidence and risk-taking are going to discriminate against poor women and those from historically disadvantaged groups. When you devise your LED plan, it is important to build in gender equality features. You can do this by lowering the levels of necessary risk, or taking steps to build the self-esteem of marginal groups. The first can be done, for instance, by facilitating the organization of purchasing co-operatives, so that each participant needs to invest less money. As the second measure in favour of gender equality one could, for instance, facilitate a step-by-step business-skill development programme for women and men. Small grants or micro-loans facilities are one way of making each step towards business more manageable. These measures will pay off as they stimulate economic development from the bottom up and eventually increase income for local governments from rates and services.

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39   UNCHS (Habitat). 2000. *Policy paper on Women and Urban Governance UNCHS, Pp. 4. Available at: http://www. unhabitat.org/list.asp?typeid=34&catid=259*

40   *Moser, C. 1996. "Confronting Crisis: A Comparative Study of Household Responses to Poverty and Vulnerability in Four Poor Urban Communities" World Bank Environmentally Sustainable Development Studies Monograph Series.*

Many NGOs have launched micro-credit schemes; however, local governments can provide enabling environments such as support to scale up the schemes. Partnerships between NGOs, CBOs and local governments can enhance the impact of micro-schemes. An initiative like PULSE in Lusaka, Zambia provides an inspiring example.

Case Study: Peri-Urban Lusaka Small Enterprise (PULSE) Project, Lusaka, Zambia

An initiative implemented by CARE Zambia, PULSE began as a microfinance institution in the peri-urban communities of Mtendere and George, near Lusaka, Zambia. The objective was to cater to the needs of micro-entrepreneurs who are hindered by a number of factors such as lack of skills and resources, unfavourable economic and political environments, and poor access to capital at affordable rates. The three ultimate goals of the project are the following:

❏ Increase household income;

❏ Improve economic security; and

❏ Create employment opportunities.

In order to achieve these goals, PULSE offers a variety of business development and financial services, including loans to individuals and groups of Medium- and Small-size Enterprises (MSEs), MSE savings schemes and initiatives as well as support to strengthen the micro-finance institutions that provide loans. PULSE's business training programmes include management courses (e.g., accounting) and technical courses (e.g., food processing). To date, programme participants have generally been women who are the sole earners of their household income, although there is now a significant group of men, too.

By 1996, 2,018 loans had been disbursed amongst more than 3,000 members. The on-time repayment rate of these loans stood at 91 per cent and savings in the Loan Insurance Fund had grown to a cumulative 122 million Zambian kwachas. PULSE's credit scheme also contributes to increased employment opportunities and stronger businesses. A 1996 survey found that at least 112 full-time and 127 part-time jobs were created after businesses received the loans. A further 1996 survey indicated that at least 180 permanent and 150 seasonal jobs had been created. This survey also demonstrated that the project had indirectly generated 1,751 jobs. Thanks to micro-lending, some participants have been able to change businesses and others have diversified. Loans have also enabled women to become less dependent on spouses, affording them a more significant role at home and in the family.

Further Information:
Peri-Urban Lusaka Small Enterprise (PULSE) Project
CARE International-Zambia
PO Box 36238, Lusaka, Zambia
Tel: 260 1 265 901
Fax: 260 1 265 060
info@carezam.org

Source: UN-HABITAT. 2006. The Local Economic Development Series Promoting Local Economic Development through Strategic Planning Volume 4: Action Guide. Nairobi, Kenya. P. 81.

While gender discrimination has dis-empowered them, women are not powerless or lacking ingenuity. In the case-study below, the women of Dakar, Senegal display some amazing and economically rewarding creativity!

One way in which many cities have managed to lower risk-taking for marginalized women and men and begun to build entrepreneurial capacity from the bottom up, has been by stimulating urban agriculture. This has the added benefit of improving food security for the poor, which in turn means a healthier population and less pressure on healthcare services! A survey of 17 cities on three continents has shown that urban farmers made anything from 30 to 80 per cent of an average worker's yearly income from backyard food gardens through home consumption of the produce and selling the surplus in the neighbourhood.[41] More and better food benefits everybody in the family, of course, but there are important gender implications as well. Because women's socially constructed role is to feed the children and take care of the sick, improved food security is an important way of make their lives easier.

In conclusion, urban agriculture is a good example of another way of developing entrepreneurial capacity. As men and women learn how to plan, budget, produce and market food surpluses, they begin to build the basic business skills they need to move towards bigger productive ventures.

Another way is to modify tendering documents for infrastructure development so that contracting companies are required to hire and train a percentage of economically poor females and males from the areas where the infrastructure works are to take place. This will generate employment for the poor and enable them to learn some new skills which they could (with LED support from the local government) turn into new business initiatives.

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41 *Nugent, R , 2000, "The Impact of Urban Agriculture on the Household and Local Economies" in Bakker, N, M. Dubbeling, S. Gundel, U. Sabel-Koschella and H. de Zeeuw (eds.) Growing Cities, Growing Food: Urban Agriculture on the Policy Agenda . German Foundation for International Development, Feldafing, Germany, Pp. 76.*

The case-study from India, below, illustrates yet another approach. In this instance, the national poverty reduction programme stimulates local economic development for the benefit of urban poor, with a focus on poor urban women. While the programme originates with the national government, implementation is the responsibility of local authorities along with local civil society partners.

Case Study: Urban Local Economic Development – The Case of the Swarna Jayanti Shahari Rozgar Yojana (SJSRY), India

The Swarna Jayanti Shahari Rozgar Yojana (SJSRY) is a poverty alleviation programme that was established by the Government of India but is implemented at the local government level, primarily in cities. It was launched in 1997 to celebrate 50 years of India's independence. The Government of India contributes 75 per cent of the cost of the programme and individual State (sub-national) governments the remaining 25 per cent. The rationale is to provide gainful employment to the urban poor through encouragement to set up self-employed ventures or through provision of wage employment. The Programme relies on the creation of a suitable community structure, based on an earlier and successful urban poverty alleviation scheme called the Urban Basic Services Programme. The pattern and delivery under SJSRY take place through urban local bodies and community-based structures.

SJSRY focuses on poverty reduction, particularly for women, through promotion of thrift and credit societies at grassroots level in each of the urban centres in the country. Urban centres today accommodate 30 to 35 per cent of India's billion- plus population. The programme is based on groups of women with at least 10 members each; the next step for these is to regroup at the neighbourhood level in the form of Development of Women & Children in Urban Areas (DWCUA) Groups, and then at the ward and finally the city levels. NGOs are a critical intermediary institution in support of women's groups, community structures and related activities. SJSRY support to women's groups takes the following three forms:

❏ Subsidies to Development of Women and Children in Urban Areas (DWCUA) Groups up to a maximum of Indian rupee (INR) 1.25 lakh (USD 3,200) or 50 per cent of the cost of the project, whichever is lower. The projects are identified on the basis of any traditional skills adopted by the local community by virtue of their historical development. These include weaving, pottery, carpentry, blacksmithing, barbers, utensil making, dyeing, etc.

❏ Where the DWCUA group also sets itself up as a thrift and credit society in addition to its self-employment ventures, it will be eligible for an additional grant of INR.25,000 (USD 625) as a revolving fund at the rate of INR 1,000 maximum per member. The fund is meant for purchases of raw materials, marketing and infrastructure support, one-off expense on child care activities, expenses of up to INR.500 (USD 12.5) on travel costs of group members to the bank, payment of insurance premiums for self/spouse/child (by maintaining savings for different periods by a member) and any other expense allowed by the State in the group's interest. A DWCUA group can apply for subsidies from the revolving fund only after its first year in activity.

❏ Infrastructure support. Special assistance may be provided for setting up community seva kendras (community centres) which could be used for various activities such as work places, marketing centres, etc., for beneficiaries under the programme.

Outputs

❏ The total amount released by the Government of India for SJSRY during 1997-2006 was INR.979 crores (USD 244.75 million) for various programmes, including DWCUA groups.

❏ Between 1997 and 2006, over 52,000 DWCUA groups were established.

❏ The number of women receiving assistance to set up micro-enterprises during the same period was 196,988.

❏ SJSRY has created a model for self-employment for economically poor women in urban areas, which is combined with infrastructure, raw materials, and training support activities.

❏ Various national government programmes are now replicating and scaling up the scheme, the primary objective being the development of community structures as well as credit and thrift societies at grassroots level.

Reflection Questions

❏ *In what ways can you integrate gender planning in your LED process?*
❏ *Can you think of ways in which you can empower dis-advantaged women and men and improve the economic conditions of your city or municipality?*

Exercise 28: Poverty Reduction and Infrastructure Expansion

Objectives

❏ Explore the role of local government in Local Economic Development (LED).
❏ Gain knowledge about the potential of Local Economic Development (LED) in municipal functions.
❏ Explore how LED initiatives can be made to be gender-inclusive.

Time Required: 2 hours

Process

1. Give a brief lecture on the role of local government in the facilitation of Local Economic Development. Refer to the UN-HABITAT Local Economic Development Series for additional information. http://www.unhabitat.org/pmss/getPage.asp?page=bookView&book=1922

2. Hand out the scenario on page 121 to all participants.

3. Split participants into small groups of 3-4; ask them to work with the scenario to explore options for gender-inclusive Local Economic Development initiatives. Ask them to designate a rapporteur to report back to plenary.

4. Each small group reports to plenary and posts their chart in full view of the whole group.

5. Encourage a discussion between participants on the presentations.

6. Highlight the key points and strategies as identified by participants.

Scenario – Expansion of water and sanitation infrastructure in Crater Lake

Crater Lake is a (fictitious) medium-sized town with a population of 200,000. Currently, 55 per cent of the residents are connected to piped water either directly to their homes, or via stand pipes and water points. Only 23 per cent have access to sanitation infrastructure via septic tanks, pit latrines and public toilet blocks. Water is obtained from the lake and the water infrastructure is managed by the local water services utility. The local government operates a very limited sewerage system. Sanitation and sewerage is the responsibility of the National Sewerage Co., a parastatal utility.

The local government of Crater Lake has received a one- time grant of USD 200,000.00 from the central government to expand potable water, sanitation and sewerage services to the poorest of the poor in the town. The works must be completed within a year. The prerequisites for the grant include financial and environmental sustainability, gender equity and a pro-poor perspective.

The total amount of USD 200,000.00 must pay for the following services.

Expansion of potable water

- ❏ Expansion of the connections to individual households.
- ❏ The establishment of water points.
- ❏ The establishment of a sustainable system of Operations and Maintenance (O&M) for water services provision.

Sanitation and Sewerage

- ❏ Development of a fund and a scheme for affordable and appropriate toilets to individual households as well as for community-managed infrastructure.

- ❏ Deployment of ecologically-sensitive small condominial[i] sewerage schemes in two high-density areas.

Questions to Explore in Small Groups

- ❏ Identify which parts of this infrastructure project can be dis-aggregated into local economic development initiatives.
- ❏ What do you need to do to make the local economic development initiative inclusive of poor women and men who are to benefit from these services?
- ❏ What kind of initiatives would you set up to ensure that the local economic development initiatives enhance skills and provide sustainable livelihoods?

[i]*Condominial sewerage refers to a simplified scheme for collective sanitation used to evacuate human waste and household wastewater. This technology was first developed in Brazil in the early 1980s by CAERN, the water and sewerage company of the north-eastern State of Rio Grande do Norte. Conceptually, the system is similar to conventional sewerage, but it eliminates conservative design features and seeks to match design standards with local conditions.*

Exercise 29: Local Economic Development Initiatives – Your Choice!

Objectives

❏ Identify LED initiatives relevant for your city or communities.

❏ Develop a plan for a LED initiative that is geared to poor women in your city or communities.

Time Required: 1.5 hours

Process

1. Make copies of and distribute the Handout on Action Ideas for LED initiatives provided below.

2. Split participants into 3-4 small groups. Each group should be asked to pick LED ideas that are relevant for their local context and develop a LED plan for economically poor women in their municipality.

3. Each small group reports to plenary. They will explain why they have opted for specific LED initiatives and then describe how they, as local government, would implement those initiatives.

4. Comments and discussion from participants.

Handout: Action Ideas for Local Economic Development[42]

Local Government		
Action 1.	Policy and Regulation	Local governments should be involved to some degree in local economic development planning. Policy and regulation mechanisms can affect local business activity through infrastructure, taxes and regulation of land, buildings and activities. Creating business- and entrepreneur-enabling environments depends on clear and stable policies and regulations.
Initial Actions		
Action 2.	Stakeholder Implementation Group	Once the plan is agreed, the need is for an implementing mechanism. Either an existing agency with a designated officer takes the lead, or an implementing organization must be established from scratch. Options for institutionalizing LED include the establishment of a Local Business Council or a Local Economic Development Agency composed of public and private institutions, representatives of the political and economic spheres, and civil society.
Action 3.	Demonstration Projects	Pilot or demonstration projects are small-scale, short-cycle or test projects that pave the way for replication or expansion, and keep the momentum in a LED process.
Action 4.	Research and Analysis	Nearly every action identified will come with additional information requirements (feasibility analysis). The LED process might also have identified data gaps where spending time and money on additional research is warranted (e.g. markets and opportunities, the supply chain, value-added processing opportunities, import substitution, salvage operations, re-manufacturing, concept testing/feasibility analysis).
Action 5.	Study Tours	Actually seeing what is possible helps to link concept and ideas with reality. Visits by LED strategy leaders to other communities or locations where LED actions have taken place (for first-hand view of the way they work) can act as powerful catalysts and stimulate activity.

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42 These actions are profiled in detail in Volume 4: The Action Guide in UN-HABITAT's Local Economic Development Series.

Action 6.	Local procurement and "buy local" campaigns	Local procurement is a commitment made by the local authority to buy and hire locally. "Buy local" campaigns are similar but target consumers and businesses, encouraging them to buy local products (e.g., local farmers selling to local caterers).
Action 7.	Simple upgrading of local business areas	At times simple actions, such as cleaning up an area, adding plants and greenery or banners can build pride, support local businesses, encourage development, and re-use resources.
Action 8.	LED Publications	Some LED publications can be produced quickly and easily with limited staff time and using information collected during the LED process. Simple publications are useful ways of getting existing businesses involved in the LED process. Examples include a Local Area Brochure and Profile Letter; Local Area or Economic Profile; and a Business Directory.
Advanced Actions		
Marketing and Knowledge Management		
Action 9.	Knowledge Management	A tremendous amount of information (from best practices to lessons learned to business matching) depends on good knowledge management. Collection of, access to and organization of information and data in a usable way are important. Developing (Web-based) information portals can help manage and use knowledge.
Action 10.	Marketing and Promotion	Marketing uses information to identify customers, position a local area, and sell the local area and/or its products. Promotion is part of marketing. Marketing strategies combine other actions (publications, upgrading, knowledge management) in a strategic way for specific market purposes.
Entrepreneur and small business support		
Action 11.	Incubators	An incubator consists of a building or set of buildings where office space is rented out to fledgling businesses at below-market rents to keep overhead overheads low.
Action 12.	Skills Training Centre	A skills training centre is a facility that works in partnership with businesses and the local area to provide access to education and training in various fields, conduct programmes for employment opportunities and make available a local job bank network.

Action 13.	Micro- and Small-Scale Enterprises (MSEs)	Micro- and Small-Scale Enterprise (MSE) development planning by local government encourages linkages and networking among various local stakeholders and economic sectors and typically includes business support, training and micro-credit.
Action 14.	Small Business Development Centre	Small Business Development Centres (SBDCs) help local prospective and operating entrepreneurs to develop capacities for effective and profitable business. Like MSE development, they encourage linkages and networks, and often include links to business support, training and financing schemes.
Physical revitalization, infrastructure and land planning		
Action 15.	Physical infrastructure investment	Expenditure on physical or "hard" infrastructure projects is undertaken to improve the built environment. Often these projects look to enhance economic efficiency (transportation) and/or quality of life (water, sewerage, power), making the local area more amenable and attractive for retention and expansion of existing businesses and attraction of new ones. Physical infrastructure can be provided by public authorities or partnerships.
Action 16.	Clusters	"Clustering" refers to firms or entrepreneurs (including farmers) engaged in similar economic activities and working together to advance business opportunities and add value. Related concepts are 'growth nodes' and' investment corridors'.
Action 17.	Industrial / Business / Science and Eco-Parks	The idea is to set aside or zone a significant area of land (a 'park') where specific activities can take place. A basically similar concept is also promoted as 'eco-industrial parks' (or 'eco-clusters'), which encourage business co-operation for improved environmental and economic performance through more efficient use of raw materials waste reduction, conservation of energy and water resources, and reduced transportation requirements.
Action 18.	Town centre / business area upgrading	Similar to Action 7 but more resource- intensive. Town centre upgrading typically involves partnerships and can include physical upgrading of the area (building renovation, banners and flags, greenery, daily street cleaning), targeting investment, marketing, events, etc.
Action 19.	Linking of permits	Development linking is an expansion on spatial planning (i.e., bringing people and jobs closer together to reduce commuting times and costs), which links profitable growth with redistributive development – concurrent with permitting real estate developers to build in profitable areas, local governments require complementary investment in more impoverished neighbourhoods.

Organizational Development for LED		
Action 20.	Creating LED Organizations	Local Economic Development organizations are dedicated to implementation and planning of LED schemes. These include Business Improvement/ Development Associations (BIA, BDA); Local area Development Corporations (CDC); Municipal Government LED Departments and Chambers of Commerce, among many others.
Action 21.	Co-operatives	A co-operative is a democratically controlled enterprise owned by its members with a view to fulfil a specific financial, economic, social or cultural purpose.
Action 22.	Partnerships	Partnerships between the public and private sectors and the local area represent an effective and efficient approach to LED strategy implementation in local communities, and are essential to many LED schemes.
Action 23.	Institutional Co-operation Mechanisms	For local areas, co-operating in a competitive world is crucial to success. Both formal and informal mechanisms are available to promote greater co-operation.
Finance		
(also see Action 21)	Financial Co-op	Local lending institutions and financial co-operatives.
Action 24.	Micro-credit	Micro-credit is the extension of small loans to entrepreneurs who are too poor to qualify for traditional bank loans.
Action 25.	Local Currency or Local area Currency Systems	Local Currency (or Local Area Currency) Systems are a type of parallel currency where a local area sets up and manages an exchange scheme for locally produced goods and services; such systems use an interest-free currency whose circulation is confined to a particular geographic area or social group. The local currency circulates alongside the conventional national currency of the country.
Investment		
Action 26.	Foreign Direct Investment	This involves attracting foreign direct investment from outside the local area. Once a LED strategy is in place, the goal is to attract investment that is responsive to local area values.
Action 27.	Domestic Inward Investment	Domestic inward investment effectively keeps local savings in the local economy. Often, money is deposited in banks that invest outside the local area, or savers look for opportunities outside the local area. Local credit unions, community credit/ debit cards and other investment strategies can be developed for local re-investment of monies earned locally.

Broad-based Actions		
Action 28.	Support for the Informal Sector	The informal economy is comprised of economic activities that are neither recorded nor subject to formal rules of contract, licensing, labour or taxation. Informal economies often contribute directly to poverty reduction by providing for the livelihoods of large portions of the population. Support to the informal economy effectively addresses other important social development issues including gender equity, cultural preservation, child labour and public health and safety.
Action 29.	Sustainable Tourism Development	Sustainable tourism is often favoured as it is not so dependent on financial capital or major infrastructure, and therefore as an entry sector can achieve quick results, all of which is of special importance to poorer areas. It is also seen as a win-win option, meeting local economic needs while preserving the cultural and natural environments. However, balance is never easy to obtain.
Action 30.	Urban-Rural Linkages	Improved urban-rural linkages are crucial to ensuring the sustainability of both town and country. Co-operative networks can connect the distinct resources, meeting rural people's desire for direct access to consumers of rural products and the urban need for more affordable and better quality products.
Action 31.	Invest in Natural Capital	Living systems provide us with a number of resources (trees, water, soil, air, oil) and services (aesthetics, flood control, purification of water and air, pest and disease control, storage and cycling of fresh water). Investing in resources (tree planting, reef protection/development) and services (creating urban ecosystems for aesthetic and pest/disease control purposes, maintaining wetlands for waste treatment and storm water retention, maintaining watersheds for flood control, drinking water).

## Exercise 30: Working Together in Urban Agriculture: An Opportunity for Gender-Sensitive Local Economic Development

Objective

❏ A better understanding of gendered approaches to LED planning.

Time Required: 1.5 hours

Process

1. If all the participants are from the same municipality, this exercise can be carried out with the full group. If they are from different local authorities, split them into three groups, each consisting of men and women from the same or neighbouring local governments. Ask each group to select a participant to report to plenary.

2. Ask each group to discuss the following questions:

   a. What can the municipality do to stimulate urban agriculture? Some participants may answer that they already have successful urban agriculture programmes in place. In that case, ask them to tell the group about it as a good practice example.

   b. Is the regulatory environment appropriate for the programme (e.g., some local governments do not allow chickens or cows in urban areas)?

   c. Are there any unused public spaces which can be opened up for urban agriculture (e.g., roadsides, areas next to public parks, the spaces behind municipal buildings?)

   d. Must other factors be considered for the provision of a safe and stable environment for urban agriculture (e.g., land titling, agricultural extension officers, ability to prevent others from stealing growing crops, water supply, etc.)?

   e. Are micro-credit schemes available to very small urban farmers?

   f. Are there cheap suppliers of seed, manure, etc., along public transport routes?

   g. How will you single out economically poor women for this initiative?

3. After 60 minutes, bring the exercise to closure. If the discussion took place in a larger group, sum up the answers to the questions. If discussion has been in smaller groups, give them 40 minutes to answer the questions, and then request them to present their answers to the plenary.
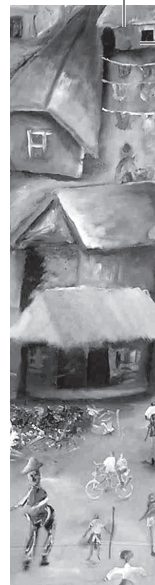
Appendix

Selected English and Spanish Language Resources on Women, Gender and Local Governance

The resources included here and grouped under major themes are only a small sample of the material available, including in English. The materials were selected based on a number of criteria. First, most have been produced since 1995; therefore, much of it is new material and it is also a reflection of the trends and changes in local governance 'on the ground'. Secondly, with a few exceptions, most of the documents below are accessible via Internet. Thirdly, only very few academic papers and books are included here as they are difficult to access.

Women, Gender and Local Government

Council of European Municipalities and Regions (CEMR). 2006. European Charter for Equality of Women and Men in Local Life. Available in eight languages. *Accessed November 2006: http://www.ccre.org/news_detail_en.htm?ID=879*

European Commission. 2006. The Town for Equality: A methodology and good practices for equal opportunities between women and men. Produced by the Council of European Municipalities and Regions (CEMR). Also available in French, German, Italian and Spanish. *Accessed November 2006: http://www.ccre.org/bases/T_599_26_3524.pdf*

Federation of Canadian Municipalities (FCM). 2005. Increasing Women's Participation in Municipal Decision-making Processes: Strategies for More Inclusive Canadian Communities. Report. Accessed November 2006: *http://www.fcm.ca/english/policy/increase.pdf*

Federation of Canadian Municipalities (FCM). 2005. Increasing Women's Participation in Municipal Decision-making Processes: Strategies for More Inclusive Canadian Communities - *A Resource Kit Accessed November 2006: http://www.fcm.ca/english/policy/ toolkit.pdf*

Femmes et Villes and the Federation of Canadian Municipalities (FCM). 2004. A City Tailored to Women: The Role of Local Governments in Achieving Gender Equality. *Accessed November 2006: http://www.femmesetvilles.org/pdf-general/FCM_city_tailored_eng. pdf*

Gender Advocacy Programme (GAP). 2005. Gender and Policy Making for Local Government: Drakenstein and Beyond. GAP, Cape Town, South Africa.

Gender Advocacy Programme (GAP). 2002. Exploring the Links between Gender and Local Government. Local Government and Gender Project of the Gender Advocacy Programme. *Accessed November 2006: http://www.gender.co.za/details.php?x=LinksSem_ Rep&category=LG*

International Union of Local Authorities (IULA). 1998. Women in Local Government. IULA, The Hague, The Netherlands.

Joseph, Carmel. (2002). Gender and Local Government. Occasional Paper No.13. Friedrich Ebert Stiftung, South Africa.
Accessed November 2006: http://www.fes.org.za/publications/2002/occpaper13.pdf

United Cities and Local Governments (UCLG) gender-related documents.
Accessed November 2006: http://www.cities-localgovernments.org/uclg/index. asp?pag=wldmdocuments.asp&type=&L=EN&pon=1

Women and Law in Development in Africa (WILDAF) Ghana. 2005. Enhancing Knowledge of Assembly Persons, Civil Society Organisations and Gender Desk Officers on Current Gender Policies and Laws. Workshop Report. December.

World Bank. Gender and Local Government *Web page Accessed February 2007: http://web.worldbank.org/WBSITE/EXTERNAL/WBI/WBIPROGRAMS/CMUDLP/ 0,,contentMDK:20836183~pagePK:64156158~piPK:64152884~theSitePK:461754,00.html*

Women, Gender and Governance

Asian Development Bank (ADB). 2004. Gender and Governance Issues in Local Government. Accessed February 2007: Accessed November 2006: *http://www.adb. org/Documents/Reports/Gender/Gender-Governance/default.asp*

Beall, Jo. 2005. "Decentralizing Government and Decentering Gender: Lessons from Local Government." *Politics Society.* 33: 253-276

Beall, Jo. 1996. Urban Governance. Why Gender Matters. March. Available at:
Accessed November 2006: http://www.gdrc.org/u-gov/doc-whygendermatters.html or Accessed November 2006: http://www.eldis.org/static/DOC6433.htm

Evertzen, Annete. 2001. Gender and Local Governance. SNV. Netherlands Development Organisation. *Accessed November 2006: www.snvworld.org/cds/rglgp/Handbook%20LGP/Chapter%203/Manual_gender_and_LGP.doc*

Mukhopadhyay, Maitrayee. 2005. Decentralisation and Gender Equity in South Asia. An Issues Paper.

The focus of this paper is decentralization as a political project, as a form of governance justified on grounds of efficiency and because it is open to the participation of subordinate groups in society and accountable to their interests. Along with a review of the international experience of decentralization, democratic decentralization in South Asia is examined here not only because most governments in South Asia have espoused this form of decentralization, but also because democratizing political relationships and institutions at the local level is key to tackling the myriad social and economic inequalities plaguing the region and that continue to exclude vast proportions of the population from citizenship and rights.
Accessed February 2007: http://www.kit.nl/smartsite.shtml?id=SINGLEPUBLICATION&ItemID=1828

Mukhopadhyay, Maitrayee., and Shamim Meer. 2004. Creating Voice and Carving Space, re-defining governance from a gender perspective. Royal Tropical Institute, KIT Development Policy and Practice, The Netherlands.

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This manual focuses on enhancement of women's participation in decision-making processes in Guyana. It shows trainers how to train women candidates to conduct professional campaigns for local government positions in the country. This includes voter outreach, media contact, public speaking, campaign finance and fundraising, community outreach, and coalition-building with civil society.
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This manual is based on the National Democratic Institute for International Affairs' (NDI) "Women Can Win!" manual. It is designed to motivate and train Nepali women candidates and representatives. It includes tips for campaigning and winning local elections, as well as a description of the roles and responsibilities of elected officials. It offers suggestions for advancing within a political party, developing campaign messages, establishing voter contact and strengthening public speaking.
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Infrastructure and Services

Oxfam UK Poverty Programme. 2004. See both sides. A practical guide to gender analysis for quality service delivery. Oxford. U.K.
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UNDP, World Bank, Water and Sanitation Programme, DFID and Gujarat Mahila Housing SEWA Trust. (no date). Credit Connection: Meeting the Infrastructure Needs of the Informal Sector through Microfinance in Urban India.

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Gender-Responsive Budget Initiatives (GRBI)

Action for Development (ACFODE). 2005. Gender Budget Training Manual. ACFODE, Kampala, Uganda.
This guide was developed by ACFODE to guide trainers who are involved in building capacities of policy makers and other stakeholders at district and sub-county levels in Gender Budgeting. The overall objective is to ensure that plans and budgets at districts and sub-counties address the needs of underprivileged groups and especially women.
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UNDP. 2005. Gender Responsive Budgeting: Manual for Trainers. Bratislava.
This UNDP Manual, authored by Debbie Budlender, was produced as part of the Global project "Gender-Responsive Budgets: Investing in Poor Women to Reach the Millennium Development Goals," funded by the Japan Women in Development Fund and administered by UNDP Bureau for Development of Policy (BDP). This version of the Manual focuses on Central and Eastern Europe and the CIS region.
Accessed July 2007: http://www.gender-budgets.org/content/view/273/155/

Budlender, Debbie, Diane Elson, Guy Hewitt and Tanni Mukhopadhyay, 2002. *Gender Budgets Make Cents: Understanding Gender-Responsive Budgets.* London: Commonwealth Secretariat.
This publication provides a comprehensive understanding of GRB initiatives and will be invaluable to governments, NGOs, donors and other agencies looking to integrate a gender analysis into public expenditure policies and budgets. Divided into four sections, the book provides a conceptual and theoretical framework, traces the evolution of efforts in this area, assesses the role of different stakeholders and highlights lessons learned to date.
Accessed November 2006: http://publications.thecommonwealth.org/publications/html/DynaLink/cat_id/33/category_details.asp

Budlender, Debbie and Rhonda Sharp with Kerri Allen, 1998. *How to do a gender-sensitive budget analysis: Contemporary research and practice.* Canberra: AusAID and London: *Commonwealth Secretariat.*
This document reviews data from countries which already have gender-sensitive budgets in place or those about to (Australia, South Africa, Mozambique, Tanzania, Tasmania, Sri Lanka, and Barbados). It shows the diversity of approaches in different countries and addresses the issues, methods and strategies specific to the first year of implementation. It has a strong practical orientation, built on a sound research base, and includes theory, examples and discussion questions. The book is the basis for a series of structured workshops for civil servants from different departments.
Accessed November 2006: http://thecommonwealth.org/gender/index1.htm

GTZ Manual for Training on Gender Responsive Budgeting
This Manual was prepared by Katrina Schneider on behalf of GTZ. It is designed for professional gender trainers who are familiar with training methods and gender concepts. It is based on an advanced training course for trainers organized by GTZ's Gender Advisory Project from 26 July to 7 August 2004 in Nairobi.
Accessed July 2007: http://www.gender-budgets.org/content/view/267/155/

Hurt, Karen and Debbie Budlender. 1998. Money Matters: Women and the Government Budget.
This book reviews the budget allocations of eight government departments and shows the different impacts economic policies can have on women and men. Money Matters demonstrates how important gender-sensitive policies and budgets are to achieving equality between women and men in South Africa.
Can be ordered from IDASA, South Africa: *http://www.idasa.org.za/m_main.php?view=7*

Hurt, Karen and Debbie Budlender. 2002. Money Matters 2: Women and the Local Government Budget.
This book focuses on the way local municipal budgets affect economically poor people, based on the revenue (income) and spending of five municipalities. Each chapter reviews a budget and asks questions about whether and how services are provided, what kind of spending has been given priority, and focuses on the impact of revenue and spending on women.
Can be ordered from IDASA, South Africa: *http://www.idasa.org.za/m_main.php?view=7*

Ministry for Gender, Labour and Social Development. Government of Uganda. 2005. Gender Budgeting Guidelines and Analytical Tools for Lower Local Governments (First Edition) Uganda.

These guidelines were developed to address the current deficiencies in gender budgeting in Uganda. They provide lower local government stakeholders with the tools and methodology needed to undertake gender budgeting during their planning and budgeting processes, so that budgets effectively address the specific needs and interests of men and women, boys and girls.
Accessed February 2007: http://www.iknowpolitics.org/en/node/84

Oxfam UK. A Change in Thinking
Oxfam has put together this CD with partners to show how gender budgeting can deliver better-value services for both women and men. The CD includes interviews and discussions with women and men from across the UK who are conducting, lobbying for or benefiting from gender budgeting at local and national level.
Accessed February 2007: http://oxfamgb.org/ukpp/equal/achangeinthinking/

Violence Against Women

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Part 1: Accessed November 2006: *http://www.unhabitat.org/downloads/docs/1900_28029_ViolAgWomUrbnpm_pt1EN.pdf*

Part 2: Accessed November 2006: *http://www.unhabitat.org/downloads/docs/1900_46700_ViolAgWomUrbnpm_pt2EN.pdf*

Also available in French and Spanish.

Violence against Women in Metropolitan South Africa: A study on Impact and Service Delivery, ISS Monograph Series No 41, South Africa. 1999. Co-sponsored by Urban Management Programme (UMP).

UN-HABITAT. Safer Cities Programme. 2004. Preventing Gender-based Violence in the Horn, East and Southern Africa: A Regional Dialogue. Raising Voices and Safer Cities Programme. Accessed November 2006: *http://ww2.unhabitat.org/programmes/safercities/documents/preventgbv.pdf*

UN-HABITAT. Safer Cities Programme. For additional publications see:
Accessed November 2006: http://www.unhabitat.org/list.asp?typeid=15&catid=375

Women's Safety Audit
Accessed November 2006: http://www.unhabitat.org/content.asp?typeid=24&catid=375&id=1466

Women in Cities International. 2002. The Montreal Declaration on Women's Safety.
Accessed November 2006: http://www.womenincities.org/english/sets_en/set_declaration_en.htm

Women in Cities International. 2004. Women's Safety Awards 2004: A Compendium of Good Practices. 2004. Women in Cities International, Montreal, Canada.
Accessed November 2006: http://www.womenincities.org/english/index_en.htm

Also available in French and Spanish.

Methods, Tools and Training

African Women's Development and Communication Network. (FEMNET). 2000. A curriculum for the training of trainers in gender mainstreaming. FEMNET, Nairobi, Kenya.
Accessed November 2006: http://www4.worldbank.org/afr/ssatp/Resources/HTML/Gender-RG/ module6/index-p5.html

Asian Development Bank. Gender Checklist on Urban Development and Housing

The rationale is to assist staff and consultants when implementing the Bank's policy and strategic objectives on gender and development (GAD).Users are guided through all the stages of the project/programme cycle on how best to determine access to resources, roles and responsibilities, constraints, and priorities according to gender in the urban development and housing (UDH) sector, and to design appropriate gender-sensitive strategies, components, and indicators to respond to gender issues.
Accessed February 2007: http://www.adb.org/Documents/Manuals/Gender_Checklists/Urban/ default.asp?p=gencheck

Cummings, S.J.R, H. van Dam and M. Valk (Eds.) 1998. Gender Training: the Source book. Accessed February 2007: *http://www.kit.nl/smartsite.shtml?ch=FAB&id=4603&Part=Guest*

DFID. 1999. Gender Training
Accessed November 2006: http://www.siyanda.org/docs_gem/index_implementation/t_tools11d. htm

Federation of Canadian Municipalities (FCM). 2006. Looking Through the Gender Lens…5 Steps to Building Local Government Competencies and Capacities to Promote Gender Equality

This book focuses on the skills and capacities required to conduct gender analysis and promote gender equality in all areas of local government responsibility.
Accessed February 2007: http://www.icmd-cidm.ca/file_download.php?URL_ID=6704&filenam e=11612878761Looking_Through_the_Gender_Lens_ENG.pdf&filetype=application%2Fpdf&fil esize=1473518&name=Looking+Through+the+Gender+Lens_ENG.pdf&location=user-S/

From Dialogue to Engagement, from Programs to Policies: Grassroots Initiatives on Women, Children, and Development in Poor Communities in the Philippines - The DAMPA Experience – Philippines.
Accessed November 2006: http://www.huairou.org/knowledge/resource.html

Gender Advocacy Programme. 2004. Gender and Performance Indicators for Local Government. *Accessed November 2006: http://www.gender.co.za/Ind_Booklet.pdf*

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Accessed November 2006: http://www.huairou.org/assets/download/UrbanGovToolkit_L2L.pdf

Institute of Local Government Studies. 2006. Training Manual for Preparing Women for Participation in the Metropolitan, Municipal and District Assemblies. The Institute of Local Government Studies under the Auspices of the Ministry of Women and Children's Affairs and Collaborated with various Partners, Ghana. June.

Mukhopadhyay, Maitrayee and Franz Wong. (Eds.) 2007. Revisiting gender training - the making and remaking of gender knowledge. A global sourcebook.
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Oxfam UK Poverty Programme. 2004. See both sides. A practical guide to gender analysis for quality service delivery. Oxford. U.K. To purchase see: *http://www.oxfamgb.org/ukpp/ seebothsides*

UN-HABITAT Safer Cities Methodology
Accessed November 2006: http://www.unhabitat.org/content.asp?typeid=19&catid=375&cid=1435

Urban Environment

Climate for Change: Gender Equality and Climate Policy

http://www.climateforchange.net/
An alliance of European local governments and indigenous peoples on climate change, the project also aims to improve female participation in decision-making related to climate protection, with an emphasis on the local level. Climate for Change is the gender component of the Programme. The multifarious programme included analysis of instruments and policies applied in several local authorities in Europe, working with experts and development of a 'Climate for Change' toolkit.

http://www.climateforchange.net/54.html#165 The toolkit includes data, facts, arguments about gender equality and climate change policy, tools for promoting women in executive positions, a gender checklist, etc.

gendercc - Women for Climate Justice

This is an informal network which started at COP9 in Milan (2003) and which has expanded following the UNFCCC Conferences. The network aims to encourage gender mainstreaming in UNFCCC negotiations and national climate change debates to: strengthen effective participation of women's organizations and gender experts in climate change debates; raise awareness and provide information related to gender and climate change; and, develop advocacy positions and opinions towards climate change policy.
http://www.gendercc.net

Women's Environment and Development Organization (WEDO). 2007. Changing the Climate: Why Women's Perspectives Matter. *http://www.wedo.org/files/climatechange-orng2ebook.pdf*

Women in Europe for a Common Future (WECF) 2006. Women and their Toxic World. This brochure on chemicals in every day life was prepared for and by women. It examines how women's lives and those of future generations in Europe are threatened

by hazardous chemicals, why strong policies such as REACH are needed to tackle this threat and what women can do to protect themselves.
Accessed November 2006: http://www.wecf.org/WECF

Women's Environmental Network (WEN) UK
WEN is the only organization in the UK working for women and the environment. The vision is of a world where women are aware of their ability to change the environment for the better and where they come together to make a difference to environmental decision-making. Much of WEN's work deals with urban environments.
Accessed February 2007: http://www.wen.org.uk/

Selected Bibliographies on Women, Gender and Governance

Un-Instraw, Gender, Governance and Women's Political Participation
Accessed November 2006: http://www.un-instraw.org/es/index.php?option=com_wrapper&wrap =Bibliografia-AECI

Bridge, Bibliography No. 14, Women's Empowerment: An Annotated Bibliography
Accessed November 2006: http://www.bridge.ids.ac.uk/reports/bb14.pdf

Bridge Bibliography No. 11, Gender and Governance
Accessed November 2006: http://www.bridge.ids.ac.uk/reports/bb11.pdf

Selected Web Sites

Bridge – Gender and Governance
Accessed November 2006: http://www.bridge.ids.ac.uk/reports_gend_gov.htm

Gender and Advocacy Programme (GAP)

GAP is an independent, non-partisan, advocacy and lobbying non-governmental organization, based in Cape Town, South Africa. Its mission is to bridge the gap between women in civil society and governance structures and to increase female participation in policy formulation and decision-making.
Accessed November 2006: http://www.gender.co.za/index.htm

Gender-Responsive Budgeting

This Website is a collaborative effort between the United Nations Development Fund for Women (UNIFEM), the Commonwealth Secretariat and Canada's International Development Research Centre (IDRC) and was launched in 2001. The rationale is to support efforts by governments, women's organizations, members of parliaments and academics to ensure that planning and budgeting effectively respond to gender equality goals.
Accessed July 2007: http://www.gender-budgets.org/

iKNOWPolitics

The International Knowledge Network of Women in Politics (iKNOW Politics) is the first virtual network linking women in politics throughout the world. It was launched on 27 February 2007 as a partnership between the International Institute for Democracy and Electoral Assistance, the Inter-Parliamentary Union, the National Democratic Institute for International Affairs, the United Nations Development Programme and the United Nations Development Fund for Women. It is specifically designed to promote gender-sensitive governance and advance the role and number of women in political and public life. It connects parliamentarians, representatives, candidates, political party leaders and members, researchers, academia and practitioners across borders, generations and faiths, providing them with the materials, expertise and best practices to make their political mark.
Accessed February 2007: http://www.iKNOWPolitics.org/

London, UK – Publications on Women's Equality

Documents on London's Gender Equality Scheme and its annual reviews, on violence against women, childcare, a skills audit of refugee women in London, health services and more.
Accessed November 2006: http://www.london.gov.uk/gla/publications/women.jsp

Making Governance Gender-Responsive

Accessed November 2006: http://onlinewomeninpolitics.org/modules/login/Module_regs_intro.asp

UNDP Women's Empowerment

Accessed November 2006: http://www.undp.org/women/

UNDP Governance and Women's Empowerment

Accessed November 2006: http://www.undp.org/governance/gender.htm

UNDP Publications on Poverty, Social Exclusion, Governance and Development

Accessed November 2006: http://www.undp.org/poverty/publications/

UNIFEM – Achieving Gender Equality in Democratic Governance

Accessed November 2006: http://www.unifem.org/gender_issues/governance_peace_security/at_a_glance.php

UN-INSTRAW

Gender, Governance and Women's Political Participation
Accessed November 2006: http://www.un-instraw.org/en/index.php?option=content&task=view&id=1015&Itemid=231

KIT Gender Netherlands – Gender, Citizenship and Governance

Accessed November 2006: http://www.kit.nl/gcg/default.asp

Women Watch: The United Nations Inter-Agency Network on Women and Gender Equality (IANGWE)

Women Watch is a central gateway to information and resources on the promotion of gender equality and the empowerment of women throughout the UN system, including the UN Secretariat, regional commissions, funds, programmes, specialized agencies and academic and research institutions. This joint UN project launched in March 1997 to provide Internet space for global gender equality issues and to support implementation of the 1995 Beijing Platform for Action. Since then, the intergovernmental mandate has expanded, for example through the outcome document of the 23rd special session of the General Assembly in June 2000 and Security Council resolution 1325 of October 2000. The Website now also provides information on the outcomes of, as well as efforts to incorporate gender perspectives into, follow-up to global conferences.

Accessed November 2006: http://www.un.org/womenwatch/

Gender Training Resources

UN-INSTRAW

Accessed November 2006: http://www.un-instraw.org/wiki/training/index.php/Main_Page

Centre for Asia-Pacific Women in Politics - An on-line course.

Accessed November 2006: http://onlinewomeninpolitics.org/modules/login/Module_regs_intro. asp

Spanish-language Resources on Women, Gender and Governance

In recognition of the extensive, continued mobilization around women, gender and urban governance issues in Latin America, some recent and important documents are referenced here for Spanish speakers. However, a lot more information is available than was possible to list here.

Algunos recursos recientes en español sobre mujeres, género y gobernabilidad urbana

Barrera Bassols, Dalia y Alejandra Massolo (Compiladoras). 2004. El Municipio. Un reto para la igualdad de oportunidades entre hombres y mujeres. GIMTRAP, A.C. / Inmujeres / (PNUD) México.
Disponible en formato pdf: *http://cedoc.inmujeres.gob.mx/documentos_download/100480.pdf*

Bassols, Dalia. B., Alejandra Massolo e Irma Aguirre Pérez. 2004. Guía para la Equidad de Género en el Municipio. Grupo Interdisciplinario sobre Mujer, Trabajo y Pobreza, Instituto Nacional de Desarrollo Social. México, D.F.
Disponible en formato pdf: *http://www.gimtrap.org/gim/downloads/Gu%C3%ADa.pdf*

Castro. Carmel. 2004. Guía práctica: La aplicación de la perspectiva de género en las políticas locales. LIKaDI. Ayuntamiento de Sagunto. Equal MORVEDRE. Disponible en: *http://singenerodedudas.com/Documenta/Guia+genero+politicas+locales.pdf*

CISCSA - Coordinación Red Mujer y Hábitat LAC y UNIFEM - Oficina para la Región Andina del Fondo de Desarrollo de las Naciones Unidas para la Mujer. 2006. Herramientas para la promoción de ciudades seguras desde la perspectiva de género. Disponible en formato pdf: *http://www.redmujer.org.ar/publicaciones.htm*

Consejería de Medio ambiente y ordenación territorial. Gobierno de Canarias. 2005. Guía Metodológica para la incorporación de la perspectiva de género en las Agendas 21 Locales y los planes de urbanismo en Canarias.

Esta nueva herramienta, que se plantea como un instrumento de fácil manejo, dinámico y flexible, está dirigida a todos los interesados en las Agendas 21 y el planeamiento, tales como responsables municipales, personal técnico y todos aquellos que quieren participar en los cambios y retos que conlleva una sociedad más democrática y equitativa. Disponible en: *http://www.seg-social.es/imserso/documentacion/accunivmunicipios.pdf*

Espino, Alma (Ed). Instrumentos para la Equidad de Género. Los acuerdos entre la Unión Europea y el Mercosur y México. 2001. CISCSA - WIDE - GEM - UNIFEM – UE. Brujas, Bélgica. Noviembre.
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Disponible en formato pdf: *http://www.pnud.cl/pdf/discursos/dis_35.pdf*
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Sitios Web

Coordinación de la Red Mujer y Hábitat de América Latina

La Red Mujer y Hábitat de América Latina adscribe a la Coalición Internacional del Hábitat -HIC- en la cual tiene representación en el Consejo de la misma desde el año 1988. Cuenta al momento con Centros de Iniciativa en la mayoría de los países de la región. *http://www.redmujer.org.ar/*

Generourban

Generourban es un foro abierto sobre la integración de la perspectiva de género en el urbanismo, la planificación urbana y el desarrollo local. Queremos ciudades con espacios públicos, equipamientos, viviendas para todas y todos, mujeres y hombres, niñas y niños, mayores, inmigrantes, jóvenes, y personas con discapacidades.
Información: *http://www.generourban.org/*

Instituto Internacional de Investigaciones y Capacitación de las Naciones Unidas para la Promoción de la Mujer (INSTRAW).

Se hace **investigaciones, capacitación e información para el empoderamiento de las mujeres y la igualdad de género.** A través del Sistema de redes como GAINS, el INSTRAW: produce investigaciones estratégicas; crea sinergias para la producción y diseminación del conocimiento; aumenta la capacidad de las organizaciones que trabajan para la igualdad de género; e identifica las mejores prácticas y las lecciones aprendidas en temas de género.h*ttp://www.un-instraw.org/es/*

INSTRAW – Capacitación: *http://www.un-instraw.org/es/index.php?option=content&task=cat egorygsectionid=4tid=64=Itemid=82*

INSTRAW – Proyecto Gobernabilidad, Género y Participación Política de las Mujeres en el Ámbito Local *www.un-instraw.org/participacionpolitica/docsdisponibles.htm*

Presupuesto y Género en América Latina y el Caribe

El portal de información sobre presupuestos pro-equidad de género en la región. **Con base de datos de publicaciones, incitativas,** expertas, **metodologías, noticias y eventos**
Información: *http://www.presupuestoygenero.net/s28/*

Proyecto Red URB-AL 12 La mujer inmigrada. Igualdad, participación y liderazgo en el ámbito local.

El proyecto se propone mejorar el conocimiento de las realidades migratorias de las mujeres en cada una de las ciudades/países participantes, y así detectar e identificar los factores de explotación y desigualdad social de las mujeres inmigradas y/ o pertenecientes a grupos o minorías étnicas.
Información: *www.urbal12mujerinmigrada.org*

Glossary

Empowerment: The process and end-result of improvement in autonomy through various means such as access to knowledge, skills and training. It is the inner will and ability to change a given situation positively. The acquired improvement is then applied to change the social, political, economic, or cultural status of the individual. The process and result of empowerment is a major objective of most capacity-building efforts. poor women and men cannot be 'empowered', only they can empower themselves.

Gender: The culturally specific set of characteristics that identifies the social behaviour of women and men and the **relationship** between them. Therefore, gender refers not simply to women or men, but to the relationship between them, and the way it is socially constructed. Because it is a relational term, gender must include women **and** men. Like the concepts of class, race and ethnicity, gender is an analytical tool for understanding social processes (Status of Women, Canada, 1996).

Gender Analysis: A systematic way of looking at the different roles of women and men in any activity, institution or policy and at the different impacts of these on women and men. Essentially, gender analysis asks the 'who' question: who does what, has access to and control over what, benefits from what, for both sexes in different age groups, classes, religions, ethnic groups, races and castes. Gender analysis also means that in every major demographic, socio-economic and cultural group, data are separated by sex and analyzed separately by sex. Gender analysis requires understanding the way labour is divided and valued. A gender focus – that is, looking at men and women separately – is needed in every stage of the analysis. One must always ask how a particular activity, decision or plan will affect men differently from women, and some women or men differently from other women and men (Adapted from Parker, A. Rani. 1993. Another Point of View: A manual on gender analysis training for grassroots workers: Training Manual. UNIFEM, USA.).

Gender Balance: This notion refers to numerical equality between women and men. Efforts to promote gender balance include achieving equal representation of women and men on municipal councils, companies, utilities and committees, including numerical equality in activities such as the following:

- ❏ Attending meetings and expert groups
- ❏ Participating in training events
- ❏ Being listed as beneficiaries of project activities
- ❏ Participating in community meetings or decision-making bodies
- ❏ Being employed as staff in development organizations or in partner organizations

Although gender balance initiatives are a good first step towards promoting gender equality, it should be stressed that achieving gender balance is not the same as achieving **gender equality.** Gender balance refers to *quantitative* participation of women and men, but does not necessarily imply *qualitative* participation of women and men. For example, quantitative participation of women or men in a meeting may be limited in its impact if they do not actively participate in discussions, and having equal numbers of women and men employed in an organization may have little impact on gender equality if they are employed at different levels in the organizational hierarchy.

Gender-blind: A perspective which does not recognize the differences between women and men. For example, policies, programmes, projects, and institutions can be gender-blind if the differences between women and men are not considered even though they are relevant for the issues under consideration. Gender-blind policies, programmes, projects and institutions implicitly reproduce the male norm.

Gender Equality: Ensuring that similar opportunities are available to both women and men. Gender equality means that women and men enjoy equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is about the equal valuing by society of both the similarities and differences between women and men and their work in social production, as well as in the production of goods and services.

Gender Equity: The process of being fair to women and men. The goal of gender equity moves beyond equality of opportunity by requiring transformative change. It recognizes that different measures might be needed for women and men where: (a) they express different needs and priorities; or (b) where their existing situation means that some groups of women or men need to be supported by special or additional measures to ensure that they are on a 'level playing field'. This may require specific actions to enable equality of outcomes for women between them, or men between them, or between women and men.

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

It can be seen from this definition that gender mainstreaming as a strategy looks to ensure that the needs and priorities of women and men are reflected in *all sectors* and at *all levels* (from grassroots up to macro-policy development). Therefore, this implies approaching gender equality as a *cross-cutting issue* or *transversal theme* in policy and operational activities, rather than only addressing gender equality in certain sectors.

Gender Relations: Constitute, and are constructed by, a range of institutions such as the family, legal systems, or the market. Gender relations are hierarchical relations of power between women and men and tend to disadvantage women. These hierarchies are often accepted as "natural" but are socially determined, culturally-based relations, and as such are subject to change over time.

Gender-Sensitive: This term refers to ideas, initiatives or actions that take into account the particularities pertaining to the lives of both women and men, while aiming at eliminating inequalities and promoting an equal distribution of resources, benefits, burdens, rights and obligations to both men and women.

Intersectionality: A tool for analysis, advocacy and policy development that addresses multiple discriminations and helps us understand how different sets of identities impact on access to rights and opportunities. It is about recognizing that women experience discrimination and violations of human rights not only on the basis of their gender, but also due to other unequal power relations due to their race, ethnicity, caste, class, age, ability/disability, sexual orientation, religion, and a multiplicity of other factors including whether they are indigenous or not.

Patriarchy: In its wider definition, refers to social relations which manifest and institutionalize male dominance over women and children in the family, and the extension of male dominance over women in society in general. This implies that men, generally speaking, hold power in all the important institutions of society and that women are deprived of access to such power. Patriarchy is culturally specific and also influenced by changing socio-economic relations in societies. It does not imply that women are either totally powerless or totally deprived of rights, influence or resources.

Sex-Disaggregated Data: Also referred to as 'gender-disaggregated data', is the collection and separation of statistics and data (for example about education, employment figures, business ownership, etc.) by sex in order to isolate the different figures for men and women and make comparisons between them. This sheds light, for example, on which sectors of society women and men are working in, or which services they use. Sex-disaggregated data is a prerequisite for gender-inclusive planning.

Gender in Local Government: A Sourcebook for Trainers

Local governments are increasingly realizing the importance and benefits of addressing gender equality and equity in their decision making, policies, programmes and services. Many are rising to the challenge.

This source book is intended to help improve understanding of the problems involved. It is designed as a companion to other UN-HABITAT training tools, providing local government trainers with the background and tested training methods they need to strengthen the gender dimension in their day-to-day training activities. The source book may also be used as a stand-alone tool, introducing local governments to gender issues and their importance for local government policy-making and project implementation.

UN-HABITAT