

# GENDER MAINSTREAMING IN SPATIAL PLANNING:

## A STEP-BY-STEP APPROACH FOR MUNICIPALITIES

MUNICIPAL SPATIAL PLANNING SUPPORT PROGRAMME

*Implemented by:*

**UN HABITAT**  
FOR A BETTER URBAN FUTURE

*Financed by:*

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# CONTENTS

<b>ABBREVIATIONS AND ACRONYMS</b> .....	4
<b>FOREWORD</b> .....	6
<b>1. Introduction</b> .....	6
<b>2. Gender mainstreaming in spatial planning</b> .....	11
2.1 The case for gender mainstreaming .....	11
2.2 How to incorporate a gender perspective in the spatial planning process? .....	12
2.2.1 Developing a spatial/urban profile .....	14
2.2.2 Vision, Principles and Goals .....	18
2.2.3 Strategic development priorities .....	20
2.2.4 Spatial development framework .....	21
2.2.5 Implementation and monitoring .....	22
<b>3. Gender perspective in practice: case studies from Kosovo municipalities</b> .....	24
<b>4. Lessons learned and recommendations for gender mainstreaming in spatial planning</b> .....	32
<b>References</b> .....	36
<b>Annex 1: Gender mainstreaming checklist for project or policy documents</b> .....	37
<b>Annex 2: Example of gender evaluation form</b> .....	38
<b>Annex 3: Example of gender analysis matrix</b> .....	39

## ABBREVIATIONS AND ACRONYMS

<b>AGE</b>	Agency on Gender Equality
<b>AKM</b>	Association of Kosovo Municipalities
<b>CBOs</b>	Community Based Organisations
<b>CEDAW</b>	Convention for the Elimination of All Forms of Discrimination against Women
<b>CHwB</b>	Cultural Heritage without Borders
<b>CIP</b>	Capital Investment Project
<b>CRC</b>	Convention on the Rights of Child
<b>FES</b>	Friedrich Ebert Stiftung/Foundation
<b>EU</b>	European Union
<b>GM</b>	Gender Mainstreaming
<b>GoK</b>	Government of Kosovo
<b>KEPA</b>	Kosovo Environmental Protection Agency
<b>KGSC</b>	Kosovan Gender Studies Center
<b>MDGs</b>	Millennium Development Goals
<b>MDP</b>	Municipal Development Plan
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MESP</b>	Ministry of Environment and Spatial Planning
<b>MLGA</b>	Ministry of Local Government Administration
<b>MPT</b>	Municipal Planning Team
<b>MuSPP</b>	Municipal Spatial Planning Support Programme
<b>NAP</b>	National Action Plan for Gender Equality
<b>NGOs</b>	Non-Governmental Organisations
<b>RAE</b>	Roma, Ashkali, and Egyptian
<b>SEA</b>	Strategic Environmental Assessment
<b>SH</b>	Stakeholders
<b>Sida</b>	Swedish International Development Cooperation Agency
<b>SWOT</b>	Strengths, Weaknesses, Opportunities, Threats
<b>UN</b>	United Nations
<b>UN-Habitat</b>	United Nations Human Settlements Programme
<b>WG</b>	Issue-Specific Stakeholder Working Groups
<b>WUF</b>	World Urban Forum

## FOREWORD

These guidelines are the result of the experience of UN-Habitat and its partners in Kosovo in supporting spatial planning and governance processes. They aim to assist central and local governments, as well as civil society, by providing recommendations for the integration of a gender perspective in the spatial planning process, inspiring through best practice, and offering a foundation for exchange and capacity building activities and tools.

Spatial planning and management are part of the broader framework of urban governance and sustainable development. Therefore, it is important to ensure that programmes, policies and projects positively influence and reinforce gender equality as part of the development processes. The rapid development of urban/rural areas and the different needs of women and men, girls and boys, have gradually led to the incorporation of a gender perspective in development planning and to the inclusion of women and men in decision making processes. The objective of a gender-sensitive approach is to ensure that women and men will have equal roles, responsibilities, access, and opportunities in strategic urban planning development processes, both at the central and local level, and will be able to benefit equally from development interventions. This means that different situations and conditions of women and men are always considered consciously, and all projects are designed in a way that contributes to the fostering of equality.

Effectively incorporated gender perspectives in municipal spatial planning and its objectives constitute one step further to the sustainable development of Kosovo municipalities, while also contributing to strengthen democracy and to promote a transparent planning process.

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 democratising further municipal governance and reducing poverty through the provision of quality, relevant, and effective services and opportunities for women as well as men.

Inclusive urban planning seeks to address the various needs of all members of a community in the most equitable way possible. As such, understanding the gender dimensions in the society will highlight the different needs and views of men and women in terms of the settlements in which they live. A gender perspective will give insight into the power disparities in society, and enable them to better address issues of inequality and marginalisation, both in terms of the planning itself, as well as in the participation of the community in needs assessments and consultations. Using a gendered approach in planning will also improve the level of commitment from stakeholders, thus improving the overall success of the process.

These guidelines, *Gender Mainstreaming in Spatial Planning: A step-by-step approach for municipalities*, are part of a series of guidelines and tools that the Municipal Spatial Planning Support Programme (MuSPP)/UN-Habitat is offering in support to spatial planning and governance processes in Kosovo. All of the guidance and toolkits in this series draw upon the experience and information generated by UN-Habitat's support to municipal spatial planning. These guidelines are intended to enable local and central level decision makers, non-governmental organisations, as well as representatives of local communities to acquaint themselves with a variety of methodologies most appropriate to their development contexts in support to spatial planning processes, whilst keeping in consideration a gender perspective. In a flexible and non-prescriptive manner, it offers detailed step-by-step guidance for the identification of key stakeholders and establishment of participatory planning and co-ordination frameworks; the generation of municipal profiles and development scenarios; the identification and prioritisation of development strategies; and the development of methodologies for implementation and monitoring.

MuSPP/UN-Habitat takes this opportunity to thank central and local government organisations in Kosovo that have actively participated in the process of drafting these guidelines, notably the Agency of Gender Equality (AGE), the Association of Kosovo Municipalities (AKM), the Ministry of Environment and Spatial Planning (MESP), the Ministry of Local Governance Administration (MLGA), and the University of Pristina (UP). International organisations and non-governmental organisations have also been active participants in the process, as UN-Habitat partner organisations in numerous activities undertaken in relation to gender mainstreaming in MuSPP, including roundtable debates, workshops and/or as part of the working group on gender mainstreaming in spatial planning. In particular, we would like to thank the Friedrich Ebert Stiftung (FES) for their continuous support and feedback in what relates to democratic participation processes during these years of co-operation with MuSPP.

## 1. INTRODUCTION

*“Girls have no status, no protection and no prospects in many families and communities - and this is simply the way things are. Inequality is so entrenched that it isn’t even questioned.”<sup>1</sup>*

The empowerment of women to fully participate in all aspects of public life, and the path built to reach a truly regenerated understanding of women’s role in society, should start by widening the discussion and questioning around the theme of gender equality.

The idea of mainstreaming gender stems from the recognition that the differences and disparities between women and men are associated with and have an impact on all aspects of society. Therefore, a gender perspective must be integrated at all levels and in all facets of urban and spatial planning and management. There is no single approach to achieving Gender Mainstreaming. Instead, it is a conceptual approach, which will be devised and implemented according to particular institutional arrangements, and to specific social and cultural contexts. Gender mainstreaming implies that a gender perspective will be integrated in every activity undertaken and will inform decision-making processes at both policy and operational level. It is also important to clarify that gender mainstreaming is not a goal in itself; it is a way of working towards the goal of gender equality.

UN-Habitat advocates for gender equality worldwide. In its recent *State of Women in Cities* report, it is declared that *“to be truly prosperous, cities require equitable access to the necessities for building human capabilities and well-being such as services, infrastructure, livelihoods, housing and healthcare, alongside proper vehicles for civic engagement and multi-stakeholder governance. This access to assets, resources and rights needs to be*

*shared among urban dwellers from all backgrounds in equitable ways (...). If these various elements are achieved, then cities will become ‘engines of growth’.”<sup>2</sup>*

Unfortunately, gender equality still remains a challenge, particularly when addressing sustainable development agendas at the global and local level. This publication highlights numerous good practices and may offer a source of inspiration and replication. A number of successful strategies have been integrated into programmes by Kosovo municipalities, notably through the Municipal Spatial Planning Support Programme (MuSPP), implemented by UN-Habitat between 2005 and 2014, and funded by the Swedish Development Cooperation. These practices will be presented in these guidelines as experiences to be shared between all Kosovo municipalities. The purpose is to illustrate how these initiatives can address the needs of all the citizens at the local level and lead to an overall positive impact on sustainable development.

### BACKGROUND

The importance and link between gender equality and urban planning have been emphasized in the *Habitat Agenda* and the Millennium Development Goals (MDGs). The need for gender equality has been recognized internationally for many years. The Beijing Declaration and the Platform for Action, adopted unanimously by 189 countries at the Fourth World Conference on Women, held in Beijing in 1995, fully confirmed governments’ commitments to alleviate gender inequality through

<sup>1</sup> “Graça Machel, an international advocate for women and children’s rights, quoted in UN-Habitat (2012), A Compendium of Case Studies on Gender Mainstreaming Initiatives, p.3.

<sup>2</sup> UN-Habitat (2013), *State of women in cities 2012-2013: Gender and the Prosperity of Cities*, p.5.

gender mainstreaming and other methods. The Beijing Declaration is considered the key global policy document on gender equality, addressing critical areas such as women and poverty, violence against women, and the human rights of women, including women's rights to land and property.

Building on the Beijing Platform for Action and other human rights policies and instruments<sup>3</sup>, the *Habitat Agenda* adopted at the UN Conference on Human Settlements (Habitat II) in Istanbul in 1996, marking the most significant turning point in giving prominence to women's issues regarding land and human settlements in the context of development. In the *Habitat Agenda*, the UN and its Member States committed to Gender Mainstreaming as a key process for assessing the ability of policy and legislation to meet the different needs of women and men with regard to human settlements. In particular, it is worth noting the commitment of UN Member States in paragraph 46:

*"We commit ourselves to the goal of gender equality in human settlements development. We further commit ourselves to:*

*(a) Integrating gender perspectives in human settlements related legislation, policies, programmes and projects through the application of gender sensitive analysis;*

*(b) Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of indicators;*

*(c) Collecting, analysing and disseminating gender disaggregated data and information on human settlements issues, including statistical means that recognize and make visible the unremunerated work of women, for use in policy and programme planning and implementation;*

*(d) Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resource management mechanisms, production techniques and infrastructure development in rural and urban areas;*

*(e) Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making."* Similarly, in the United Nations Millennium

Declaration (2000), Governments committed *"to promote gender equality and the empowerment of women, as effective ways of combating poverty, hunger and disease and to stimulate development that is truly sustainable."*The international community adopted the eight Millennium Development Goals, as a further framework for development activities of more than 190 countries in ten regions. These have been articulated in more than 20 targets and 60 indicators. Gender equality became a cross-cutting factor in each of the goals, and in one particular goal: Goal 3 on gender equality and women's empowerment.

The United Nations Human Settlements Programme, UN-Habitat, is the United Nations Agency mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. In light of rapid global urbanisation, the strategic vision of UN-Habitat offers a way forward for achieving this full-spectrum agenda by targeting means for implementing programmes and projects in a proper and practical relationship to global priorities and Millennium Development Goals. Achieving sustainable development and alleviating poverty require the integration of economic, social, and political objectives into a coherent overall framework. Several Resolutions by the Governing Council of UN-Habitat have also explicitly supported the commitment to gender equality, addressing the long-lasting inequalities between women and men regarding land tenure, housing, equal access to public spaces, as well as and basic services, such as electricity and energy, water and sanitation, refuse and waste management.

Property issues still remain a barrier for civic engagement and equal rights of both genders. Tradition and mentalities pose obstacles to the implementation of the legal rights:

*"Even if the law guarantees the right to inherit, I would still decide to give my property to the sons of the family (...)."*

The research and publication from Kosovan Gender Studies Center (KGSC) shows that *"(...) respondents were ready for property to be inherited by both genders (75 %), while 17% of respondents think that if inheritance rights are defined by law, property should still be left to men"*.

Women's Property Inheritance Rights in Kosovo, KGSC, March 2011

<sup>3</sup> Such as the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW) of 1979, the Convention on the Rights of Child (CRC) of 1989, the Vienna Declaration of 1993, among others.

Kosovo's 2012 *Country Gender Analysis*<sup>4</sup> establishes an assessment of key gender gaps and inequalities, highlighting difficulties in accessing gender-disaggregated data, and persisting gender inequalities such as women facing higher levels of unemployment than men, economic disempowerment, domestic violence, and health issues. The report also assesses the particular difficulties posed to women with disabilities and to women coming from different ethnic groups. Roma, Ashkali, and Egyptian (RAE) women in Kosovo are more disadvantaged than women from other ethnic groups, the report states, mentioning specific gender issues such as being married at a very young age, being excluded from school, and sometimes living under conditions that pose special health hazards. The situation of women with disabilities is amongst the most precarious in Kosovo, and includes barriers in access to health and gynaecological care, low levels of education, social isolation, inability to get a job, lack of economic empowerment, and low levels of decision-making power at home and in their communities<sup>5</sup>. On the other hand, the report highlights the country's very good position in terms of legislative framework promoting gender equality and female empowerment. More recently, Kosovo's *Country Gender Profile* (2014) provides detailed baseline information and offers a valid source of gender disaggregated data. Conducted between January and April 2014, the research involved interviews with key informants, focus groups, and group interviews with diverse representatives of government institutions at municipal and national levels, civil society organisations, international actors, academia, media, and the private sector.

*"Women's property ownership is estimated at 8%. Although legislation offers equal rights to inheritance for children in and out of wedlock, during inheritance dissolution in courts women often waive their right to inherit, giving their share of family property to their brothers."*

Kosovo's Country Gender Profile, 2014, p. 11

As referred to by this recent study, Kosovo has a good structure in terms of promotion of gender equality with the Kosovo Programme on Gender Equality (2008) setting the general framework for integrating gender equality into laws, policies, and

public services. The Kosovo Programme against Domestic Violence and Action Plan (2011-2014) establishes in detail the roles of all actors related to the prevention, protection, rehabilitation/reintegration, and co-ordination in domestic violence cases. However, in the path from policy to action, many of the ideals related to gender balance seem to have lost their impact and the implementation of gender mainstreaming principles is far from being a reality.<sup>6</sup> It is noted that, despite this good set of legislation<sup>7</sup>, difficulties in implementation and monitoring persist.

The National Action Plan for Gender Equality (NAP), and the various other action plans aiming at raising the involvement of women in society,<sup>8</sup> are important steps towards implementing gender equality. NAP is the result of the close collaboration between the Government of Kosovo, the United Nations Entity for Gender Equality and the Empowerment of Women (UNWomen) and the Kosovar women's movement. Despite the good set of existing policies and tools to promote a gender balanced development in Kosovo, the lack of institutional operational functioning explains the poor results in terms of achieving gender equality. It has been recognised that the *"socio-political climate in Kosovo and its history of ethnic/religious conflict create significant difficulties that hinder the implementation of the NAP throughout all sections of society, and the subsequent achievement of gender equality"*<sup>9</sup>.

6 Kosovo's 2012 Country Gender Analysis referring to Kosovo's key legislation related to gender acknowledged that *"there is across the board agreement that there are serious barriers that prevent these laws from realizing the desired impact, including the inadequate pace of implementation, lack of budgetary resources and associated reliance on donor funding. Interviewees from the GoK, civil society, and other donor organisations were unanimous in their belief that lack of implementation of this set of laws is one of the key factors contributing to the stubborn persistence of gender inequalities and lack of female empowerment in Kosovo. Also contributing to this situation is a pervasive lack of awareness among Kosovans about women's rights in general and legislation related to gender equality in particular"*. See Cozzarelli, C. (2012), Op. Cit., p. 22. On this subject, see also Kosovo gender profile (2014).

7 Which includes the 2008 Constitution of the Republic of Kosovo, explicitly promoting the principle of gender equality as a fundamental value and prohibiting all forms of discrimination, the Law on Gender Equality of 2004, as well as the Law on General Elections in the Republic of Kosovo of 2008, the Labor Law of 2011, the Law on Protection against Domestic Violence of 2010 and the Anti-discrimination Law of 2004.

8 Kosovo's Action Plan for strengthening women in Economy, for example, aims at increasing awareness, improving the approach and presence of women in public administration and their employability in the private sector. The action plan is in accordance with UN's Security Council resolution 1325 (2000) on women and peace and security. The working group was defined and aims to improve the participation of women in promoting and building peace and also their participation in safety and security structures.

9 Hunt, A. and Undurruga, R. (2009), *From Rhetoric to Reality: A Critical Analysis of the National Action Plan for the Achievement of Gender Equality in Kosovo*. Studies in Ethnicity and Nationalism, 9, p.49.

4 Cozzarelli, C. (2012), Kosovo Gender Assessment, Pristina: USAID/Kosovo

5 Cozzarelli, C., Op. Cit., p. 16.

For example, at the local level, Kosovo's 2012 *Country Gender Analysis* mentions gender officers typically seen as very low in influence and in need of capacity building<sup>10</sup>.

### SPATIAL PLANNING AT A GLANCE

UN-Habitat promotes spatial planning and design as means to reconcile and integrate spatial, social, economic, cultural and environmental concerns in municipalities. Spatial planning serves as a key instrument to promote participatory engagement, strategic thinking, vision building, and territorial co-ordination<sup>11</sup>.

The basic principles of a new strategic approach to spatial planning include the promotion of sustainable development as a basic foundation, aiming to achieve integrated planning in a participatory manner, including all partners and stakeholders, promoting market responsiveness, ensuring access to land, and developing appropriate planning tools. Integrated spatial planning is pro-poor and inclusive, keeping in consideration cultural diversity.

### WHY GENDER IN SPATIAL PLANNING?

Women face numerous challenges regarding their full participation as citizens, particularly in fast-growing urbanisation contexts: personal safety; employment, access to public space; mobility; housing; public services and local facilities, such as shops, community facilities for children and the elderly, etc. From institutional to cultural barriers, the obstacles to participation may prevent girls and women from taking part in local decision-making processes, or from accessing information that could influence their equal right to opportunities and resources. Low-income women may face additional obstacles, such as lack of legal support regarding property tenure, or challenges in access to basic urban services, like water and sanitation.

<sup>10</sup> Cozzarelli, C., Op. Cit., p.3. The same remark was done during a roundtable debate on *The Planning Process and Gender Perspective: Challenges and Practices*, held in Pristina on May 21st, 2013. In particular, the Head of AKM, Mr. Sazan Ibrahim, mentioned the lack of effective participation of gender officers at the local level: *"One identified challenge, based on the assessment by the Municipal Directors, is that municipal officers for gender equality are not efficient in pursuing the goal [of participation in the planning process]"*. Several other municipal officers present have reinforced this view, stating the lack of participation of women in different specific cases of Kosovo municipalities.

<sup>11</sup> UN-Habitat (2010c), *Planning Sustainable Cities: UN-Habitat Practices and Perspectives*, Nairobi: UNON, p. 3-4

*"Countries with more gender equality have better economic growth. Companies with more women leaders perform better. Peace agreements that include women are more durable. Parliaments with more women enact more legislation on key social issues such as health, education, anti-discrimination and child support. The evidence is clear: equality for women means progress for all."*

UN Secretary-General Ban Ki-moon on 2014 Women's Day

On the other hand, the absence of gender-disaggregated data remains a particular challenge in spatial planning, impacting on how development strategies, plans, and programmes address the specific needs of women and men. This applies to how physical space is perceived, including streets, parks, and public transport, as well as to how women can access governance structures and basic services, and the cultural and economic life of a city.

Gender perspectives provide valuable insight to advance into the needs and views of all members of a community on the way they want to be governed, how they interact with their built-up and spatial environment, and ultimately how they want their settlements to develop. Using a gendered approach in planning will improve the level of commitment from the stakeholders, thus improving the overall success of the spatial planning process.

### MAIN OBJECTIVES

These guidelines intend to promote a gender mainstreaming approach in urban development practices and to enhance the knowledge and capacities of all stakeholders working in and contributing to the field of spatial planning, urban governance, and other relevant fields in Kosovo. The guidelines were developed as a reference tool for municipalities in Kosovo and as a result of the gender mainstreaming initiatives undertaken in support of MuSPP partner municipalities when addressing gender in local governance in general and in spatial planning in particular. The guidelines are framed in UN-Habitat's understanding that human settlement developments should not be gender-neutral (i.e. ignoring social and cultural constructions of gender identities), and that the balanced participation of women and men is essential at all phases and levels of the spatial planning process.

The following key themes of spatial planning are relevant and should be addressed in their connection to gender mainstreaming: public services provision, mobility, housing, basic services (such as water, sanitation, solid waste management), access to education and progression of studies to tertiary education, environmental management, land rights, economic development, as well as urban governance and administration.

While disseminating the experiences from the initiatives that are contributing to the goals of gender equality in Kosovo, this publication seeks to provide practical recommendations regarding the incorporation of a gender perspective in spatial planning processes, in particular the process of drafting Municipal Development Plans and its implementation and monitoring.

This document provides an overall introduction on gender in spatial planning, feeding from MuSPP's experience in Kosovo. Case studies are offered from city-wide approaches and neighbourhood level activities. Detailed case studies from the municipalities of Ferizaj/Uroševac, Graçanicë/Gračanica, Hani i Elezit/Elez Han, Junik, Mamushë/Mamuša, Mitrovicë/Mitrovica, Pejë/Peć, Prizren and Rahovec/Orahovac are included as an illustration of successful gender mainstreaming in spatial planning.

Although the impact of the cases shared in this publication, particularly the more recent ones, is difficult to measure, they may be useful in understanding the comprehensive nature of gender mainstreaming in spatial planning and also document the efforts of the municipalities to bridge the gap between national policy and practice, and the specific particular realities at the municipal level.

## WHO ARE THESE GUIDELINES AIMED AT?

Understanding women and men's different needs and interaction offers a valuable foundation to decision makers, planners, designers, and other stakeholders in the process of spatial planning in order to analyse and incorporate a gender perspective in the formulation of development frameworks that are well suited to the specific context.

These guidelines are intended to assist central and local governments, as well as civil society, by providing a step-by-step guide and overall recommendations, methods and tools on how to mainstream gender in spatial planning. The guidelines also provide general information on gender, women and men's issues, as well as inspiring practices in training and capacity building programmes and tools, policy formulation, and programme design.

## 2. GENDER MAINSTREAMING IN SPATIAL PLANNING

### 2.1. The Case for Gender Mainstreaming

Gender mainstreaming is both “*a new form of gendered political and policy practice and it is a new gendered strategy for theory development*”<sup>12</sup>. It seeks to address gender inequality by looking at how women’s and men’s roles may be better articulated in society and by addressing their needs in development interventions. This may include changes to policies, institutional arrangements, resource allocations, and the designs of programmes and projects. Most importantly, for gender mainstreaming to be relevant and effective, it is vital to ensure community ownership of gender mainstreaming strategies. Indeed, different governmental and nongovernmental representatives at all levels must be committed to and support the implementation of gender mainstreaming.

*“If the concept of ‘gender’ appears to be difficult, it is possible to use ‘women and men’ to clarify that the concept refers to women and men and the relations between them. If ‘mainstreaming’ appears difficult to grasp, it is possible to talk about integrating or incorporating gender perspectives, if this is more understandable. What is critical is to take time to find out what causes the difficulty in understanding and develop other ways to explain the concept. Flexibility and pragmatism are important. Experience has shown that development specialists do have the capacity to take on new and complex concepts. In fact, they often like to be challenged in this way. Unfortunately, the promotion of gender equality has not excited and inspired development professionals as much as could be desired.”*<sup>13</sup>

*Gender mainstreaming is the process of assessing the implications for women and men of any planned actions, including policies, legislation, programmes and activities in all areas and at all levels.*

*The ultimate goal of gender mainstreaming is to achieve gender equality.*

As a development strategy, gender mainstreaming tackles the concerns and perspectives of both genders integrated within the design, implementation, monitoring, and evaluation of policies and programmes in all development spheres, having as an ultimate goal to achieve gender equality, so that women and men may benefit equally from the development process.

Gender is referring to more than the biological sex; it includes the social perceptions, expectations and opportunities associated with being female or male. The cultural dimension of gender will have an impact on the roles, responsibilities, opportunities, and power associated with each gender. Gender perceptions are based on cultural and social *ethos*. As such, these perceptions will vary, change, and adapt in different cultures and in different times, following social structures and dynamics. It is important to note that gender does not refer only to women. This is a common misconception that should be avoided in order to fully incorporate a gender perspective in spatial planning. Gender mainstreaming cannot be achieved by focusing only on women. In order to address the roles, responsibilities, access to opportunities of men and women, boys and girls, it is vital to include the whole community, and to consider the experiences of both genders and how they are articulated and coexisting in the society in the fulfilment of their social roles.

12 Walby, S. (2005), Gender Mainstreaming: Productive Tensions in Theory and Practice. Social Politics: International Studies in Gender, State and Society, Volume 12, Number 3, p. 321.

13 Hannan, C. (2003), Gender mainstreaming: Reflections on implementation of the strategy, Presented at the seminar Integrating gender equality into development co-operation, organized by European Commission and Sida.

## TRANSFORMATION BY MAINSTREAMING

Women and men and boys and girls face different needs in relation to employment, livelihood, land and housing. They may also have different overall perceptions, aspirations, and priorities in everyday life. Planning policies will influence the targeted communities and their respective activities; therefore, the lives of women and men, their respective needs and different perspectives, must form a strong basis in the planning process towards sustainable development.

Inequalities between men and women are still visible and persist in all sectors of political, economic, and social life: in the labour market, housing, living conditions and health, access to facilities, transport, power and decision making, etc. Therefore, planning may give an important contribution to gender equality by influencing the interrelation of activities, the specific conditions, and the quality of places in regard to the specific needs of each group.

One basic way of reflecting women's issues in development and planning agendas is to ensure their greater participation in local government, namely in the political and planning arenas. However, it has been noted that mere presence is not sufficient to ensure that the participants' views and concerns are fully observed and further reflected into the planning process. This is even more the case when the participants' role in the process is not fully understood or respected, or their presence is not totally acknowledged by other representatives. Hence, legal and policy reform, advocacy, capacity building, and awareness creation play a relevant role in gender mainstreaming.

Gender-sensitive analysis can have an impact on the control that women have over their environment. For instance, the results of an initial analysis undertaken in Montréal, Canada, showed that even though women were the main users of the public transport system (constituting approximately 60% of the total users), men were the most pleased with the service. In fact, the majority of women in Montreal did not feel safe walking in their local area at night. After the request from the Coalition of Women's Centres,<sup>14</sup> the Comité d'action femmes et sécurité urbaine (Women's Urban Safety Action Committee) approached the Société de transport de la Communauté urbaine de Montréal, which runs the public transport system, to put in place a bus service which would allow women to get off the bus between

two regular stops at night in order to decrease women's walking distance from the regular bus stops to their destinations. In 1994, the "Between Two Stops" pilot project was instituted to scrutinise and evaluate the viability of the service – a service strictly for girls and women users. Subsequently, the project was permanently instituted in December 1996<sup>15</sup>. The "Between Two Stops" service illustrates how gender mainstreaming processes may lead to a positive change in terms of gender equality, thereby improving overall mobility in the city and increasing women's level of empowerment.

## 2.2 How to incorporate a gender perspective in the spatial planning process?

The way women and men experience a city can be quite different. The spatial and organisational particular characteristics of the city may also have a positive or negative impact on this experience. An approach to spatial planning that takes gender considerations into account will ultimately seek to ensure that all citizens, women and men, have equal opportunities and may fully enjoy the services and facilities offered by the authorities. It should also seek to ensure that the design, provision and management of public services equally benefits both women and men<sup>16</sup>.

A gender-sensitive approach to the spatial planning process should address the following questions:

- What are the different priorities, needs and roles of women and men, boys and girls, that need to be addressed by the plans or policies?
- How will women and men, boys and girls, benefit from the plans or policies?
- How will plans or policies be implemented, monitored, and managed?

During the planning process, the implementation of gender mainstreaming usually involves specific techniques such as gender data; gender-disaggregated analysis; gender-sensitive indicators; institutional mechanisms; gender-responsive resources allocated; and gender partnership and network<sup>17</sup>. These techniques should be applied during all planning phases.

<sup>15</sup> UN-Habitat (2008), Gender mainstreaming in local authorities: Best practices, Nairobi: UN-Habitat.

<sup>16</sup> Idem, p. 2-3.

<sup>17</sup> Todes, A.; Malaza N. and Williamson, A. (2009), Good Practice in Planning with Gender in the Commonwealth. Paper for the Women in Planning (WiP), Network of the Commonwealth Association of Planners, March 2009.

<sup>14</sup> Centres de femmes de Montréal is a coalition of 22 women's centres, reaching more than 40,000 Montréal Women.

Engaging in a gender-sensitive approach to spatial planning starts by addressing specific questions, which may include:

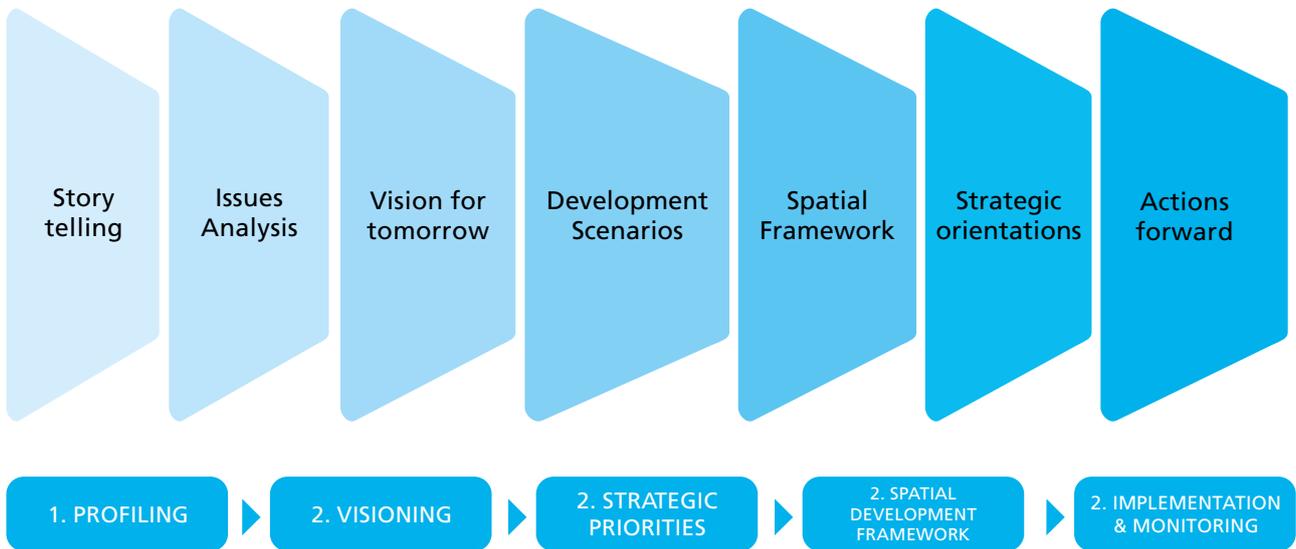
- Who are the planners?
- Who is consulted and who participates?
- Who forms the policy team?
- Which groups of people are perceived as recipients of planning?
- How are statistics gathered and whom do they include?
- What are the key values, priorities and objectives of the plan?
- How are the planning proposals evaluated? By whom?
- Is gender fully integrated into all policy areas?

Royal Town Planning Institute (2003), *Gender Mainstreaming Toolkit*

The following five steps should be considered, adjusted to the spatial planning phases (see figure 2.2.a):

1. Development of the spatial profile;
2. Vision, principles and goals;
3. Identification of the strategic development priorities;
4. Spatial development framework;
5. Implementation and monitoring.

2.2.a| Planning phases: example of a spatial planning process



Source: Adapted from UN-Habitat (2007b), vol. 1, p. 10

## USING GENDER ANALYSIS IN SPATIAL PLANNING

One of the most useful ways of incorporating a gender perspective into spatial planning cycle is by using techniques of gender analysis in the different phases of the planning cycle (e.g. when carrying out analysis of stakeholders, urban situation appraisals or action plans). Gender analysis is a method of examining society through the lens of the different roles and responsibilities of men and women, boys and girls. Using this method, planners can get a better idea of the stakeholders in the community and how they interact in the urban environment<sup>18</sup>.

*“Gender analysis provides a tool for understanding the causal relationships leading to gender inequalities in a society. This is of particular importance as it allows for activities to address root causes rather than more superficial aspects of inequality, and therefore promotes a greater and more sustainable impact<sup>19</sup>.”*

As part of the gender analysis, certain questions may be asked such as (see Annex 3):

- Who **controls** what in the society?
- Who **has access** to what in the society?
- Who is **responsible** for what in the society?
- Who **earns** what in the society?
- Who **does what** in the society?
- Who **inherits what** in the society?

This approach should promote a clear standing point of the roles, responsibilities, access and opportunities of women and men, girls and boys, and will collaborate to create a picture of the gender inequalities and priorities in the local situation of study.

Gender sensitive indicators are a fundamental tool of gender analysis of any urban situation, and data being collected throughout the planning process should be disaggregated. However, these activities will only give a partial view of the gender dynamics in a municipality.

For example, some indicators to determine gender impacts of infrastructure provision may include:

- Level of usage by women and men
- Satisfaction with services among women and men
- Patterns of use among women and men
- Time saved as a result of introduction of services – for women and men separately

### 2.2.1 Developing a Spatial / Urban Profile

The first stage of the spatial planning process consists of the presentation and assessment of the current situation of the addressed territory. The main activities during this stage are data gathering, identification of the development potentialities and the identification of the main challenges and needs. In order to incorporate gender analysis in the profile preparation, it is important that the key issues identified address gender, including the identification of any existing gaps and opportunities associated to gender issues.

#### Objectives for gender mainstreaming at this phase

- Develop an inclusive process for all women and men, boys and girls
- Develop a database which reflects the situation on gender basis
- Develop a gender based analysis

## RECOMMENDATIONS

During the spatial planning process and starting from its earliest phases, it is vital to raise awareness regarding the importance of public participation in both urban and rural areas, also targeting the increase of women’s participation. The focus of any awareness raising activities shall not be only on the differences between women and men in their social roles, but also on the inequalities that arise from these differences (e.g. salary, pension scheme, access to education, property, etc.). The key to this process is to raise awareness and capacity building among the professional community (planners, architects and decision makers) regarding the importance of gender mainstreaming.

An important first step in the stakeholder analysis is to identify all relevant participants in the process, at what levels and stages they should participate, as well as the type of resources and contribution they may offer to the process.

18 UN-Habitat (2007b), Inclusive and Sustainable Urban Planning: A Guide for Municipalities, vol. 2, Nairobi: UN-Habitat, p. 9.

19 UN-Habitat (2003), Toolkit for Mainstreaming Gender in UN-Habitat Field Programmes, Pristina: UN-Habitat Kosovo, p. 12.



Malishevë /Mališevo, MDP Process- Scenario Building Workshop  
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### Who is involved in the spatial profile?

- All stakeholders should be included in the planning process from its earlier stages: politicians, technical and expert groups as well as the local community, with consideration for both genders – women and men of different ages, social, ethnic, and education groups
- NGOs and activists working in the area, private sector and business community, including NGOs targeting inclusion and gender issues
- Municipal spatial/urban planners
- Representatives from different fields and departments within the municipality or ministry, depending on the scale of planning
- Officers dealing with gender issues, within different scales of governmental responsibilities.

### Who initiates the spatial profile?

It is recommended that the Spatial Planning Authority appoints a Steering group and a Working group. In the case of municipal plans the Steering group will be chaired by the Mayor, and the Working group will be formed by representatives of the Departments of Urbanism, Geodesy, Cadastre, Environment, Economy and Finance, Administration and Public Services. A core group will also be identified with reporting responsibilities. The core group is usually composed of the head planners.

*“In terms of gender, this means that any stakeholder analysis must be based on an assessment of the different roles, responsibilities, access and opportunities of men and women in the community. Examining how men and women are able to interact in their urban setting as a result of gender will give important evidence about what strategies can be employed through the urban strategic planning process to meet their respective needs equally. In addition, such an understanding will help to ensure that urban planning activities contribute to promote gender equality between women and men, and will not have the opposite effect”.*<sup>20</sup>

<sup>20</sup> UN-Habitat (2007b), *Inclusive and Sustainable Urban Planning: A Guide for Municipalities*, vols. 1-5, Nairobi: UN-Habitat, p. 18.

### 2.2.1.a | Stake-influence stakeholder matrix

	Low influence	High influence
Small stake	<i>Stakeholder with limited potential for involvement</i>	<i>Stakeholder with decision-making power</i>
Big stake	<i>Important stakeholder possibly needing encouragement and support</i>	<i>Stakeholder with maximum impact on resolution of the issue</i>

Source: UN-Habitat (2007b), vol.2, p. 17

At this stage, a methodology/system to collect information should be established with facts and figures about men and women, boys and girls, while having in consideration disadvantaged groups. Field surveys as well as any collected data regarding demographics, labour/employment, education and access to housing and other particular sectors of activity should be disaggregated on gender basis.

Keeping in consideration the needs of women and men, boys and girls, the spatial/urban profile will aim to identify challenges and gender gaps, as well as the existing potential for development. The development of a methodology for the assessment of the existing situation is recommended (e.g. SWOT analysis), identifying the challenges at stake and having a gender perspective in consideration. Specific reflection should be made in regard to the following aspects:

- What are the specific needs of women and men in relation with their environment?
- How can planning decisions affect women and men?
- What are the special fields of interest of women and men (e.g. housing, education, etc.)?
- What are the specific capacities of women and men?
- Which resources are controlled by women and which are controlled by men?

Information derived from the representatives of the local community, private sector, citizens, and representatives of non-governmental institutions

as well as representatives of the local government should be considered. The data collected, when analysed under a gender perspective, will give an important and valuable foundation for the spatial development profile.

#### ASPECTS TO CONSIDER DURING THIS PHASE

- The data collected should be gender-disaggregated.
- The responders during the field surveys should be gender represented.
- Questionnaires should consider gender and be gender sensitive.
- Gender analysis should be incentivised and may include specific sectors such as public services (e.g. education, health, social care), economy and welfare, public transportation, safety, access to public spaces, etc.
- The consideration of how migration impacts gender balance (male-only rural-urban migration in the cities).
- Women participation in public discussions should be incentivised (consider appropriateness of time and venue of public meetings).
- The creation and functioning of NGO's and CBO's (community based organisations) related to gender issues should be supported.
- Local capacities should be promoted as a potential for development.



MDP Gračanice/Gračanica - Planning process  
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**Example of Application of Gender Analysis in Spatial Planning**

The example below shows a case of gender auditing in the Local Plan of Plymouth, England. The Gender Issues Matrix was prepared to identify gendered issues which would have planning implications and was developed for different sub-themes that may be relevant to many groups including women (sectorial analysis for the environmental sector, for waste, minerals,

housing, community, education, health, leisure, tourism, employment, shopping, transport, and for implementation and monitoring). The matrix was designed to list information related to the everyday life of women in the study area and was based on planning literature and consultative exercises developed at different levels (city and neighbourhood).<sup>21</sup>

21 Todes, A.; Malaza N. and Williamson, A. (2009), pp. 13-14.

**2.2.1.b| Gender analysis matrix**

Housing	Relevant gender issues	Source of data	Planning implications
Limitation of choice of housing type and location	Many women may be forced to rent or live in sub-standards housing, or housing remote from services and facilities because of low income	Consultation exercise  Housing Statistics  Employment statistics	Encourage a wide range of low cost housing for rent, located in the City Centre and other well served districts

Source: Todes, A.; Malaza N. and Williamson, A. (2009), p. 13.

This information will be a basis to draft the plan's objectives and will help to identify the sectors where gender impact might be expected, and where a gendered perspective might raise opportunities for the development of different local policies.

### 2.2.2 Vision, Principles, and Goals

During the second stage of the spatial planning process the vision, principles and goals are established, which will guide the future development of the addressed territory for a specific period of time. The main activities during this stage are defining the vision for development,<sup>22</sup> the main principles, followed by the goals and objectives.

#### Objectives for Gender Mainstreaming during this Phase

- Balanced and inclusive identification of the development vision, principles, and goals to meet the common and specific needs of both women and men.

<sup>22</sup> On this aspect, see UN-Habitat (2012e), *Visioning as Participatory Planning Tool*. This tool was developed from UN-Habitat's practice in Kosovo, aiming at "inspiring and encouraging local planners, politicians, civil society and mass-media to engage in designing the future of human settlements in a collaborative way with the use of visioning".

The goals and objectives identified during this phase should be measured not only by quantitative indicators but also using qualitative approaches that may capture the perspectives and views of different parties involved in the planning processes.

### RECOMMENDATIONS

The process entails the enhancement of the participation of representatives from governmental and nongovernmental institutions, central and local level representatives with equal representations of women and men, youth and the elderly, private sector and education sector in the development of the vision, priorities, strategies, and goals. At this stage, the stakeholders should be identified and their participation should be incentivised, as a crucial part of the establishment of the future development for the territory at stake. Capacity building activities for gender perspective may also be promoted as part of this process.

MuSPP has published a specific tool for developing visioning processes at the local level (see publication *Visioning as Participatory Planning Tool* UN-Habitat, 2012). It is recommended to adapt the visioning tool to the specific local context of the participatory planning approach and explaining the inclusion of the gender perspective into every stage.

#### 2.2.2.a | Qualitative and quantitative gender indicators

Methodology	Working definition
Quantitative	Quantitative methods of data collection produce quantifiable results, so they focus on issues which can be counted, such as percentages of women and men in the assembly, male and female wage rates or school enrolment rates for girls and boys. Quantitative data can show changes in gender equality over time – for example, a well-used quantitative indicator is the number of girls in school compared to boys.
Qualitative	Qualitative methodologies capture people's experiences, opinions, attitudes and feelings – for example women's experiences of the constraints or advantages of working in the informal sector, or men's and women's views on the causes and consequences of domestic violence. Often participatory methodologies such as focus group discussions and social mapping tools are used to collect data for qualitative indicators. Qualitative data can also be collected through surveys measuring perceptions and opinions.

Specific activities may include:

- Development of a specific “visioning tool”, adjusted to the characteristics of the study area, with gender indicators (e.g. pointers, facts, numbers, opinions or perceptions).
- Development of a ‘gender checklist’ (see annex 1).
- Identification of the anticipated contribution of the stakeholders, females and males.
- Clear identification of the impact of the vision, principles, goals and objectives on both genders.
- Creation of a list of non-governmental organisations, networks, business associations and other groups with influence in order to facilitate consultation. Consideration to the equal involvement of women and men in the preparation phases must be kept, as well as in the meetings, working groups so as to ensure that their opinions and suggestions are equally incorporated in all produced documents regarding gender perspective.
- Capacity building activities for gender perspective in spatial dimension, targeting different stakeholders that are part of the process (this may include specific training programmes for municipal officer, educators, citizens, and the exchange of experiences)

Ensure all documents produced during this phase include these gender perspective indicators:

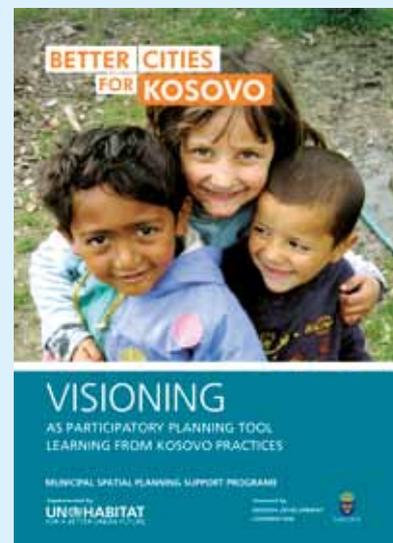
- Vision impact on the male and female
- Principles - impact on both genders
- Goals and objectives - impact on both genders
- Careful consideration of the identified needs and priorities, common to both genders and those specific to women and those to men

### Who is consulted and who participates?

- All citizens, involved representatives, including from the neighbourhood level with particular consideration for minority groups (persons with special needs, elderly, different ethnic groups, etc.)
- Neighbouring municipalities and/or regions and respective authorities which may be affected by the proposals
- The Ministry of Environment and Spatial Planning, other relevant ministries
- Experts, academia, research institutions, formal and informal groups

“One of the basic criteria to achieve a more ‘Inclusive City’ is to undertake ‘Inclusive Visioning’. ‘Inclusive Visioning’ walks on two legs: one leg is about including all stakeholders and vulnerable groups in the visioning process; the other leg is to make sure that the vision (and the derived strategic action plan and projects) is contributing to a more ‘Inclusive City’. ‘Gender sensitive visioning’ can be regarded as a specific component of the ‘Inclusive Visioning’, aiming at providing equal access to opportunities offered by the city for all men and women, boys and girls in all aspects of society. This approach, often labelled as ‘Gender mainstreaming’ requires reaching for specific goals and objectives for the inclusion of gender issues”.

The publication *Visioning as Participatory Planning Tool* (UN-Habitat, 2012) is the result of UN-Habitat’s practice in Kosovo, sharing MuSPP’s experience in developing visioning processes in Kosovo. It contains a collection of planning tools, exercises and ideas for facilitators interested to use this method in their work.





Visioning Workshop - Planning Process in Gjakovë/Đakovica Municipality  
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### 2.2.3 Strategic Development Priorities

During the third stage of the spatial planning process, the strategic development priorities for the future development of the addressed territory are identified. This will come as a reflection of the vision, principles, goals, and objectives defined in the previous phase. The assessment framework will allow for a balanced prioritisation of the strategies based on the identified needs, common to both genders and those specific to women and those to men.

#### Objectives for Gender Mainstreaming during this Phase

Balanced prioritisation is necessary for the development of strategies to meet the common and specific needs for both men and women.

#### RECOMMENDATIONS

During the process, it is recommended to encourage women participation and to use stakeholder analysis in preparation for scenario building and strategies development, as a contribution to the strategic development proposed. It is important to ensure that women and men are equally involved and that their needs and priorities are equally considered in the process of formulating the strategies.

While compiling the strategies, gender issues should be treated. Particular requirements for each gender should be carefully considered, and gender-sensitivity is needed when addressing the use and quality of public spaces. Special regard to certain fields is recommended, such as *security, access* and

#### Who is involved in drafting the Strategic Development Priorities?

At this stage, the participation of political leaders should be reinforced. A strong support from different representatives of different fields (governmental, nongovernmental, and local communities) is needed. The inclusion of representatives dealing with gender issues may help to reinforce a gender strategy.

*mobility, housing, welfare and employment, recreation and public spaces.*

The Gender Impact Assessment should be an integral part of the process and will offer a means for examining the impact of the proposed policies from the gender perspective. Some indicators to be considered in such assessment:

- **Access and Mobility**
  - Safe accessibility for pedestrians (including persons with special needs) to public functions;
  - Public transportation schemes which enables easy and safe accessibility to the most vibrant as well as more vulnerable parts of the settlement;
- **Housing**
  - Affordable housing provision;
  - Ownership/tenure including property rights;
  - Quality of housing;
- **Public Services**
  - Childcare provision in relation to residential and workplaces;



CIP Graçanicë/Gračanica, Citizens, Parents, Teachers and Pupils are putting first ideas on the paper for the Schoolyard  
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- **Recreational and Public spaces**

- Adequate technical infrastructure;
- Adequate urban furniture;
- Provision of supporting functions (ex. public toilets).

During this stage, it is recommended to develop a compilation on impacts and effects of actions and interventions needed from the gender perspective. It is recommended for this compilation to be provided during the public presentations. The final draft of the spatial planning document should ensure that the gender perspective is included as a chapter on the process, describing the involvement of stakeholders (women and) and the tools used to collect their opinions and inputs (e.g. stakeholder analysis, gender disaggregated data, meetings, opinion surveys, visioning workshops, working groups etc.).

### 2.2.4 Spatial Development Framework

During the fourth stage of the spatial planning process the spatial development framework should be clearly defined. The main activities during this stage are defining the spatial development concept, land use, and relevant mapping. These activities will be a reflection of the objectives and set development strategies in the prior stages.

#### Objectives for Gender Mainstreaming during this Phase

- Balanced delimitation of the spatial activities to meet the common and specific needs for both women and men

- Women's participation in the planning process reinforced and ensuring that no specific group is considered less relevant in the more technical phases of the plan-making process

### RECOMMENDATIONS

It is recommended to exchange experiences and information on the gender approach in spatial planning and project development. During the process of drafting the Spatial Development Framework, specific activities may include:

- Identification of uses, generated equally by women and men
- Gender specific interventions
- Activities/projects that enable/enhance directly or indirectly a more active participation of women in the social and economic life of the settlement
- An evaluation form for the impact of land use planning on men and women (see Annex 2)

#### Who is involved in the spatial development framework?

- Working Group, with relevant role of the municipal spatial/urban planners
- Technical team, having in consideration that women participation should be valued



Gračanicë/Gračanica , MDP process  
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## 2.2.5 Implementation and Monitoring

During the fifth stage of the spatial planning process, specific measures should be put in place aiming to guide and assess the implementation of the policies/interventions defined in the previous phases.

### Who is involved in the Implementation and Monitoring?

- Municipal spatial/urban planners
- Individual experts, universities
- Citizens
- Planning authorities

### Objectives for Gender Mainstreaming during this Phase

- Make provision for the equitable participation of female and male stakeholders
- Maintain or reinforce information to citizens in general and to women in particular during the project development and implementation
- Ensure monitoring is gender sensitive, including both qualitative and quantitative results at all levels of the results chain

## RECOMMENDATIONS

As part of the process, specific activities in public awareness regarding Gender Mainstreaming may be proposed, targeting the Civil Society and local organisations:

- Provide gender training for governmental organisations (personnel at all levels) and nongovernmental organisations;
- Pilot project on spatial planning with gender specific interventions;
- Disseminate gender related information and training materials (e.g. lessons learned, publications)
- Develop a communication strategy with gender specific information (which may include website information, media campaign, community newsletter, public discussions in different type of forums, different types of leaflets);
- Organise an Interactive Forum (through social networks, media, etc.);
- Provide a Comment and Question Box in public locations;
- Include schools and universities in the gender awareness activities.

To assess the impact of gender mainstreaming on the spatial planning development and its implementation it is important to:

- Establish an evaluation team with sufficient gender expertise and/or include a gender specialist in the team. The team leader should have the capacity to integrate gender equality concerns into evaluation findings, conclusions, and recommendations;
- Identify a consultation sample which is representative of investment reach (e.g. sex, age, ethnicity, and socioeconomic groups);
- Monitor and analyse the effectiveness of gender and cultural awareness based on lessons learned;
- Identify advantages and disadvantages in respect to gender related issues;
- Evaluate the impact of planning and its implementation from the gender perspective;
- Ensure that gender issues are covered in lessons learned and are broadly shared.

### Example of Implementation

The purpose of the Built Environment Improvement Programme (BEIP)<sup>23</sup> was to ensure an integrated planning approach to housing and infrastructure provision, particularly to poor and marginalised communities in Thatta, Pakistan. The historic town of 220,000 inhabitants faced extreme pressure in terms of livelihoods and ecosystem basis, due to natural disasters. The project combined various initiatives aiming at enhancing accessibility to improved basic infrastructure facilities (such as wastewater treatment, development of street drainage channels, etc.) and a variety of affordable housing improvements, while at the same time offering capacity building to NGOs in terms of project development management and technical assistance for better planning and design. Input was specifically sought from women during both planning and implementation phases of the BEIP. Women were encouraged to assist and guide the project by identifying and selecting locations for installation of the project's living environment improvements and technological interventions and were also involved in the construction of these improvements.

Moreover, informal education to women on domestic health and hygiene was provided through workshops, meetings and field briefings. Aga Khan Planning and Building Service, Pakistan, the responsible entity for managing this project, concluded that women are more acquainted with housing and community infrastructure problems than men. The 10 women-led Village Development Organisations allowed the process of community participation to be reiterative and to establish continuities between the design and the implementation phases.

<sup>23</sup> The programme is an initiative of the Aga Khan Planning and Building Service, Pakistan, and aims at developing and promoting solutions to housing and built environment related issues. BEIP was a recipient of the World Habitat Award, in 2006, for its efforts to improve the housing conditions in Pakistan.

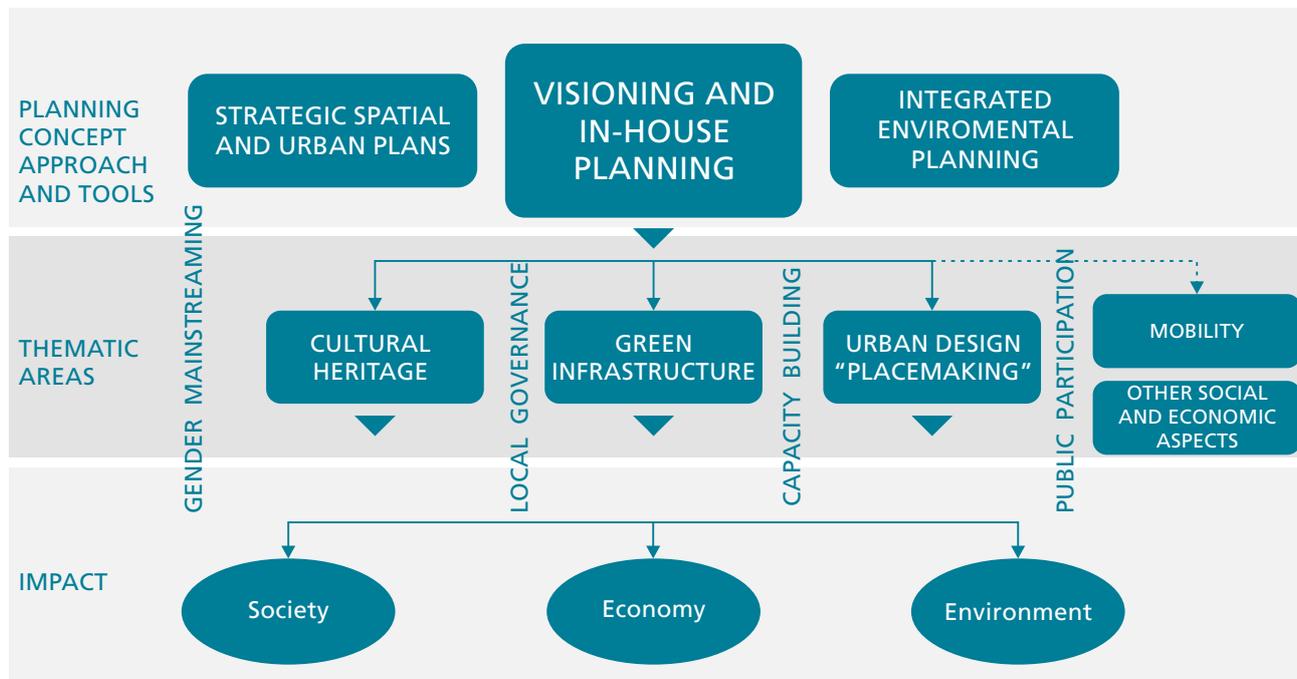
### 3. GENDER PERSPECTIVE IN PRACTICE: CASE STUDIES FROM KOSOVO MUNICIPALITIES

Inclusive spatial planning approaches should impact on sustainable development, balancing human/social development with environmental and economic development. The engagement of civil society in the decision-making process and consensus building for issues of local development is one of the key principles of the Municipal Spatial Planning Support Programme. UN-Habitat in Kosovo is working closely with civil society organisations and informal citizens' groups at strengthening their capacities to participate in the urban and spatial planning process as well as in project design, implementation, and monitoring. Cross-cutting issues, such as gender perspective, human rights, local governance, capacity

building, and public participation, are incorporated in all activities of the Programme.

Initiatives in promoting gender equality at the local level may provide lessons for others to learn from and, in particular, offer the ground for inter-municipal exchange. Some of the cases documented below are comprehensive and are based on supportive policies, while others are piloting for specific issues, such as reducing flood risk, improving public spaces or accessibility. They come as the result of UN-Habitat's experience at the municipal support level, and were developed with partner municipalities in Kosovo, between 2005 and 2014.<sup>24</sup>

#### 3.1 | Gender mainstreaming as a pillar of municipal spatial planning



Source: MuSPP3

<sup>24</sup> This support was provided through MuSPP, the Municipal Spatial Planning Support Programme in Kosovo, implemented by UN-Habitat and funded by the Swedish Development Cooperation.



Planning process on the National Park “Bjeshket e Nemuna” Spatial Plan, incorporating environmental component / SEA process  
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**Project title:**

**Gračanica/Gračanice Municipal Development Plan and Strategic Environmental Assessment**

**Municipality:**

Gračanica/Gračanice

**Year of implementation:**

2011 - 2013

**Key implementation partners:**

Municipality; Community; NGOs; MESP

**Target beneficiaries:** All community members

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**Main objectives:** The purpose of the Municipal Development Plan is to offer a clear vision and goals for future municipal spatial development and to define programs, development policies and activities for accomplishment of the identified goals: How to guide housing development; how to preserve and develop the natural resources and cultural heritage values in favour of economic development and social welfare; how to facilitate movements of inhabitants and to provide easier access for visitors, etc.

Gračanica/Gračanice’s Municipal Development Plan offers a strategy for municipal urban development and further advises on basic planning issues. The Municipal Development Plan will play a key role in attraction and orientation of private and commercial investments. Moreover, it will serve as a basis for future planning activities.

**Project summary:** Drafting of the MDP took into consideration the existing conditions, problems, and resources available for development; by looking at social, economic and environmental issues in the municipality as a whole. The MDP integrates and co-ordinates sector plans and aligns the resources and capacity of the municipality with its implementation while providing an overall framework and guide for long-term future development, and for the co-ordination of the work of local administration towards the improvement of the quality of life for all the communities living in the municipality.

Both documents, the MDP and the Strategic Environmental Assessment (SEA), were drafted with support of the Municipal Spatial Planning Support Programme (MuSPP), implemented by UN-Habitat and funded by the Swedish Development Cooperation.

The process of drafting the MDP and the SEA was implemented in parallel with training and capacity building component of the MuSPP/UN-Habitat, through an in-house daily co-operation and on-the-job assistance to municipal staff, as well as site visits, study tours, meetings, workshops and other events, which ultimately lead to an increased capacity and institutional strengthening to perform duties and responsibilities related to spatial planning.

The whole process has also increased transparency in decision-making processes through a range of public meetings and consultations with stakeholders representing public institutions, non-

governmental organisations, businesses, media and community at large; at the same time, this raised the awareness of the said stakeholders concerning sustainable development.

The SEA process started early in the MDP drafting process and has been fully integrated into it, hence it reinforced the close co-operation between MuSPP, the municipality, ISP, and local NGOs. In order to define the SEA objectives and discuss draft objectives, workshops were held with the participation of officers from different fields from the municipality, ISP, MESP and NGOs, whom all contributed to the draft SEA objectives and to the overall spatial planning process.

The public participation process of both the Municipal Development Plan and Strategic Environmental Assessment has been inclusive and has integrated both genders in the spatial planning and environmental mainstreaming processes.

**Main results:** The participatory process has stimulated the co-operation between the local and central government; and also helped to promote gender balance through the engagement of women in the workshops and during the public consultation process. The process included the involvement of women from different professional backgrounds to give their contributions during the workshops, who represented the municipality, the ISP and MESP. The project has also engaged all of the different community members in teamwork, helping to promote participatory and inclusive spatial planning processes and to raise environmental awareness.

**Impact on communities and/or institutions:** The project raised awareness of the local and central levels on governance co-operation, spatial planning, and environmental protection.

**Lessons learned:** Both genders were present in the workshops held for SEA and MDP. In the workshops it was noticed that women have participated more actively and have given a big contribution to the plan. Their contribution was highly considered during the drafting process. The composition of Gračanica/Gračanice Municipal Planning Team and of Core Group working on the MDP was a bit specific from other ones in terms of gender; most of active members were women, including the Director of Urbanism Department and the Coordinator for drafting the MDP. That balanced in a way the male dominated representatives of villages and community. Spatial planning, environmental protection and awareness, design, and implementation through participatory

approach will encourage women to be active also in other municipal activities.

**Recommendations / observations:** Sometimes, it is necessary to organise separate meetings with different stakeholders. In the Municipality of Gračanica/Gračanice, the citizens were not participating at a satisfactory extent in the public debates, so a particular meeting was organised with village representatives in order to address their specific problems and needs. It is very important during the engagement to use different forms, like questionnaires or organizing meetings during the weekends for those that cannot attend during working days, in order to increase the participation level and consider the needs of all.

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**Project title:**  
**Ferizaj/Uroševac Municipal Development Plan**

**Municipality:**  
Ferizaj/Uroševac

**Year of implementation:**  
2006-2007

**Budget source:**  
Municipality of Ferizaj/Uroševac

**Key implementation partners:**  
Municipality; Community; NGOs; MESP

**Target beneficiaries:**  
Professionals; Academia; Civil Society; General public.

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**Main objectives:** Draft, through community involvement, a vision for the future development of the Municipal and Urban area of the municipality of Ferizaj/Uroševac.

**Specific Activities on Gender Mainstreaming:** Involvement of both genders from the beginning of the process of the MDP and subsequent UDP, in setting up the objectives and action plan which considered the needs of women and men. A specific agreement (urban pact) was set up between local nongovernmental and governmental organisations, designating a Ferizaj/Uroševac informal council for civil society organisations. This had a leading role in the process, and it represented all non-governmental bodies in the municipality.

**Main results:** Women and men both participated and expressed the specific needs of both through outlining the future development objectives.

**Impact on communities and/or institutions:** Better understanding among communities, local and central government about gender mainstreaming into planning and budgeting.

**Lessons learned:** When both men and women participate, there is a better understanding of the situation and consequent capacity to address the needs of different groups of the society.

**Recommendations / observations:** Ferizaj/Uroševac informal council for civil society organisations was established in the beginning of the process and was a strong support to it. Institutionalisation and follow-up mechanisms should be established in order to reinforce the goals of gender equality and increased participation of all citizens.

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**Project title:**  
**Disaster Risk Reduction**

**Municipality:**  
Ferizaj/Uroševac

**Year of implementation:**  
2009-2011

**Key implementation partners:**  
Municipality; Community; NGOs

**Target beneficiaries:**  
Community; Professional staff; Academia

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**Main objectives:** The project aimed at assessing the hazard and vulnerability and setting the strategies and actions for Disaster Risk Reduction. The project also aimed to build the capacity of the municipal officers and community to understand the importance of integration of disaster management into planning. After the approval of the Urban Development Plan in 2009, UN-Habitat together with the Municipality of Ferizaj/Uroševac conducted a field survey and subsequently conducted a hydrological study. The project site was chosen (neighbourhood “Ura Dudit”) for designing the riverbed, considering flood reduction, and improving public spaces.

**Specific Activities on Gender Mainstreaming:** Meetings with men and women; involve them from the beginning of the project until the implementation; Community awareness raising and disaster response drills.

**Impact on communities and/or institutions:** Community and municipal officers are more aware that both men and women should participate in the process. The project implemented more public lighting for safety. The slopes were transformed in pedestrian pathways for easy movement of mothers with children.

**Lessons learned:** The community should be involved from the beginning. The language used should be less technical in order to be understood by the community. Information campaigns for prevention need to be targeting oral communication as this is the most direct and effective way of obtaining and exchanging information in traditional communities. In some specific cases, at the neighbourhood scale, women should be addressed in different ways, such as through women associations.

**Recommendations / observations:** More training is needed for gender in planning targeting local governmental and nongovernmental representatives. Disaster drills should be organised and gender mainstreaming should be part of it. Information campaigns and trainings on gender in disaster risk management should be promoted in order to raise awareness of both genders in this field. More awareness campaigns for community involvement are needed.

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**Project title:**  
**Mobility Planning – MOBKOS, Urban Mobility in Kosovo**

**Municipality:**  
Pejë/Peć

**Year of implementation:**  
2010-2014

**Budget source:**  
Flemish Government, Belgium; Municipality of Pejë/Peć

**Key implementation partners:**  
Municipality of Pejë/Peć; MobKos; NGO Syri i Vizionit; EU

**Target beneficiaries:**  
Professionals; Academia; Civil Society; General public

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**Main objectives:** The project was meant as a tested framework for a mobility programme in Kosovo, introducing also gender perspectives in mobility and transport.

**Project summary:** Pejë/Peć municipality has established at the MDP level the aim to become a “vital and green town” in Kosovo, integrating tourism development, environmental protection and the promotion of active lifestyles. Living up to this ambition, Pejë/Peć municipality has invested in spatial planning and sustainable urban mobility. The rehabilitation of Pejë/Peć’s Korzo (Municipality/MuSPP) came as a starting point for a local mobility plan. The project introduced restricted access for cars to the town centre and a parking policy with differentiation in time and space for residents and visitors. The MOBKOS project facilitated a better programming of future activities regarding integrated accessibility and mobility at the local level, and promoted alternative mobility patterns.

**Specific Activities on Gender Mainstreaming:**

Campaigns regarding public transport were promoted by MOBKOS in co-operation with the NGO Syri i Vizionit and in consultation with the municipality. The first campaign was held in 2009, based on the known European ‘cycle day event’ practice. More than 300 participants took part. The sponsored message was well delivered through large and small billboard and differentiated messages on leaflets for all ages and genders. Further campaigns largely differed from the first one and were based on specific locations and dominantly promoted through social networks. The topics were legal parking, public space in town, trendy cycling, and the promotion of Pejë/Peć as a town for pedestrians, as well as the involvement of the economic, commercial and health care stakeholders.

**Main results in relation to objectives and gender issues covered:**

Gender issues were covered because both men and women were involved in setting up the design criteria as well as during the implementation of the ideas. Indeed, the notion of ‘shared space’ and ‘play streets’ is a tradition in Pejë/Peć and an asset for the city. Therefore, it was advised to take measures to preserve this culture. Capital investment projects were implemented as a result of the local mobility plan, incorporating this notion – e.g. Zatra Green Boulevard, implemented by MuSPP in 2013, as well as EU project ‘Dukagjini & Rugova Valley Access Project’, which includes a recreational trail (loop) encircling Pejë/Peć.

**Impact on communities and/or institutions:**

Shared spaces reinforce the traditional community lifestyles, integrating opportunities for all social groups in an inclusive manner.

**Lessons learned:** It is very important to prepare the community and the decision makers in advance through different awareness raising activities.

**Recommendations / observations:**

Gender mainstreaming considered in the preparation of detail plans, designing public spaces and pedestrian pathways as well as transport, mobility, and other sector specific projects.

**Project title:**

**Sustainable Schoolyards**

**Municipalities:**

Gračanica/Gračanicë; Hani i Elezit/Elez Han; Junik/Junik; Mamuša/Mamushë; Rahovec/Orahovac.

**Year of implementation:**

2012-2014

**Key implementation partners:**

Municipalities; NGOs; Community; Schools

**Target beneficiaries:**

School staff and pupils; Municipal staff; All community members

**Main objectives:** The overall objective is to create a model tangible project through a series of actions developed in a participatory manner, which will provide safe and attractive places for recreation, learning, and socialising. The project aims to provide the school staff, pupils and the community with a pleasant and safe environment for recreation and socialising, as well as raise awareness on its maintenance. The project promotes the inclusion of all stakeholders from the planning, development, and implementation of the project to its maintenance in the future.

It is intended that the schoolyard should serve the neighbourhood as a community space for several activities to take place, such as public meetings, cultural activities, gardening, and recreational facilities. The schools serve not only its pupils, but also provide a convenient and valued resource for each member of the community.



Capital Investment Project Moronica Park - Junik Municipality  
©UN-Habitat Kosovo

**Project summary:** The improvement of schoolyards has been selected as a development priority identified by different MuSPP partner municipalities through the municipal participatory planning process. UNHabitat proposed a new model for school improvement and civic engagement to foster environmentally balanced, dynamic learning environments. The 'sustainable schoolyard' approach provides students with a place to learn and socialise, a schoolyard that promotes inclusiveness and a sense of place. Sustainable schoolyards also provide opportunities to learn about nature, while improving the school conditions by creating outdoor classrooms, spaces for physical activities, play, sports and recreation.

**Main results:** The participatory process has fostered community engagement and inclusiveness, considering minority groups, helping to promote gender balance through the engagement of teachers, women and girls in the design process, and in particular, promoting child and youth participation. In the municipality of Rahovec/Orahovac, the process has included a school competition open to all primary and secondary schools. The competition aimed at broadening public engagement and raising civic awareness among the pupils, teachers and parents. Apart from creating a 'sustainable schoolyard', the project seeks to engage the school community in teamwork, to enhance pupils' imagination on urban matters, and to raise environmental awareness. The project has also proven to be successful in addressing scarcity of municipal resources, namely

limited land available for public spaces investment, and mechanisms to address maintenance of public spaces.

**Impact on communities and/or institutions:** The project raised awareness on enhanced local governance and further contribution of the community in future development of the projects in a participatory manner.

**Lessons learned:** Pupils, teachers, and parents of both genders participated in the school competitions, workshops and public presentations, with the exception of one municipality where only fathers participated, indicating that there is still a need for awareness raising activities in that specific rural municipality. Women teachers, mothers, and girl pupils, as well as female municipal staff, may have a leading role in processes related to sustainable schoolyards which may have a replicability factor.

**Recommendations / observations:** Project planning, design, and implementation through participatory approach will encourage women to be actively involved also in other municipal activities.

In the specific case of Mamuša/Mamushë, in order to have women present in activities, the suggestion is to organise separate meetings or discussions only with women. Focus groups can be gender separated in some of the communities. It is very important during the engagement to use different forms, like questionnaires or organising meetings during

the weekends for those that cannot attend during working days, in order to increase the participation level and address the needs of all.

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**Project title:**

**Lushta River Green Corridor**

**Location / Municipality:**

Urban section of Lushta river, covering the redesign of the Selaci/Teutë junction and riverbank

**Year of implementation:**

2011

**Key implementation partners:**

Municipality of Mitrovicë/ Mitrovica; NGOs; Community

**Target beneficiaries:**

A co-ordination of civil society organisations led by the *Little People of Kosovo*, including organisations of women, elderly and mobility impaired; the traffic management class of the Arkitekt Sinani Technical High School; the general public, mobilized through a dedicated facebook group; the owners and tenants of real estate and shops in the immediate project area.

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**Main objectives:** The overall objective was to make a decisive contribution to the development of the Lushta river 'green corridor' concept by improving the functionality of the Lushta river path through:

- Improvement of the existing public space in the city
- Protection of landscape and enhancement of quality/attractiveness along the riverbanks
- Building up a network for slow traffic (e.g. pedestrian, cyclists)
- Enabling mobility for all (i.e. young, elderly, handicapped, pedestrians, cyclists, users of public transport, users of private cars)

**Project summary:** The Mitrovicë/Mitrovica MDP includes the plan to develop 'green corridors' along the rivers crossing the city. Areas along rivers would have a variety of functions as non-motorized transport paths, leisure facilities, harbours of biodiversity, and regenerators of urban atmosphere. The problems and proposals that emerged from the area audit workshop, a walk about and mapping exercise for the river area, has outlined the vision for this area as an urban green space and non-motorized transport link with the city centre for extended city quarter called Vaganica. In particular, the aim was

to offer better quality public spaces for recreation in a clean and green environment. The project design was elaborated in a series of participatory workshops and includes a number of improvements that were done through the urban design: paving, sightlines, lighting, greenery, connectivity of street layout, coherent – free barrier footpaths, resting places for pedestrians, landscaping, street furniture (trees, benches, planters, waste bins).

**Main results:** Improvement of the site situation has been achieved mainly by physical interventions in traffic infrastructure and public space of the project location enabling:

- To secure and ease traffic flow through the junction
- To gain and improve public space
- To effectively connect the green corridor with the city centre streets and pedestrian itineraries

**Impact on communities and/or institutions:** The urban environment of the river Lushta has become an attractive public space, providing to residents and pedestrians more diversified public spaces that allow for better mobility and also social interaction. In the development of this CIP, the municipal staff exercised the extensive participatory process in designing friendly and accessible environment that will meet the needs of all residents of the city.

**Lessons learned:** Inclusion and participation of people with special needs and gender balanced working group in the walking area audit in the project location was very important because it has raised awareness among the participants for the importance of an inclusive design.

The audit has provided useful feedback related to access issues, particularly regarding the elderly and people with disabilities, and brought to attention the respect of the Administrative Instruction Nr.2001/19 for technical conditions for construction facilities in regard to access of people with special needs. This data was important for the technical working group.

**Recommendations/observations:** The municipality should maximize the replication of the approaches and activities used in the project in order to ensure appropriate civil society mobilization for future similar projects. A wider communication strategy should also be established by the Municipality in order to prepare their replication / extension to other projects in Mitrovicë/Mitrovica and elsewhere.

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**Project title:****Revitalisation of Farkatarëve Road****Location / Municipality:**

Historic centre of Prizren/Prizren

**Year of implementation:**

2009 - 2010

**Budget source:**

Co-funded with Municipality

**Key implementation partners:**

Municipality of Prizren/Prizren

**Target beneficiaries:**

Residents of CIP area, including the wider community of the city's historic centre; Small businesses/microenterprises in the CIP area

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**Main objectives:** Optimise connectivity; Maximise safety; Create an environment for small businesses; Provide opportunities for citizens to express themselves.**Project summary:** MuSPP office in Prizren together with the Municipality have drafted development guidelines for the historic centre and as a result, agreed to identify, design, and implement a CIP within the historic centre. After in-depth consultations with citizens through an Area Audit, Farkatareve Street was selected as the project area. The project design proposal was undertaken in a sequential manner based on the findings from the area audit, compliance of the project with the conservation plan, as well as the innovative heritage management delivered by the technical team established in the municipality.

The area audit helped to identify elements of the project. Women and men had almost the same requests and priorities in different order when they were listed. However, women participants highlighted the improvement of the public design of the area. The suggestions and recommendations were used by the technical team in order to draft the final project design.

**Main results:** Upgraded streetscape making the area pedestrian only; Introduced street furniture appropriate for women and children; Effective signage and lighting; Open gathering spaces including greenery around the cultural house and in front of the cinema were reorganised; Created wide foot path from the stone bridge; Removed chaotic parking and defined a clear delineation of parking

areas; Improved interaction with the main city square Shadervan.

The project has collaborated to build a good relation between women's associations, professionals and other community members of the project area through their active involvement and contribution in the project consultation meetings and area audits.

**Impact on communities and/or institutions:**

It triggered opening of new small businesses and improving conditions for the existing ones; Highlighted cultural buildings and the road itself making them more attractive to visitors especially creating interaction with visitors of Shadervan; Raised awareness of the municipal officers on the CIP implementation through inclusive public participation.

**Lessons learned:** The results of the project will be more sustainable when different gender groups are involved in the process (different age groups, fields of work, groups of interest, etc.).**Recommendations/observations:** Stakeholder analysis from the gender perspective is crucial at the very beginning of the project.

## 4. LESSONS LEARNED AND RECOMMENDATIONS FOR GENDER MAINSTREAMING IN SPATIAL PLANNING

*“Empowering women to participate fully in economic life across all sectors is essential to build stronger economies, achieve internationally agreed goals for development and sustainability, and improve quality of life for women, men, families and communities.”<sup>25</sup>*

It is important to ensure that development processes positively influence and reinforce gender equality. The purpose of the gender approach in spatial planning is to guarantee that women and men will have relevant roles, equal responsibilities, access and opportunities in the development processes, both at the central and local level, and will equally benefit from strategic development interventions.

The increase of participation in spatial planning and public services sector is needed, applying good practices through different levels of governance and enhancing appropriate partnerships in achieving successful inclusive spatial development, including care for specific sectors such as affordable housing or mobility planning. Specific activities for the promotion of the gender component in spatial planning may include awareness campaigns and the improvement of the capacities of local staff and representatives working in this field through the organisation of specific trainings, meetings, public debates, various publications, research, gender budgeting, etc.

The key to this process is to raise awareness and capacity building among the professional community (planners, architects, and decision makers) regarding the importance of gender mainstreaming. Identifying appropriate *curricula* for integration of gender studies in architecture and planning diplomas would also be relevant.

### CHALLENGES

For the process of gender balanced development to be successful in Kosovo, some identified challenges and bottlenecks should be surpassed. These include the lack of capacity of human resources, lack of regulation on monitoring and implementation, cultural aspects, which can, for example, negatively influence women’s overall participation in public events, lack of relevant data for analysis, and the absence of technical norms in spatial planning<sup>26</sup>.

<sup>25</sup> UN-Habitat, 2012a, A Compendium of Case studies on Gender Mainstreaming Initiatives, Nairobi: UN-Habitat

<sup>26</sup> The latter are currently being revised by MESP with MuSPP/ UN-Habitat support and should be available for the general public during 2014.

## LESSONS LEARNED

The cases presented in these guidelines are a resource to build on. Even though they may be optimistic in terms of their impact on gender equality and women empowerment potential, the gender issues covered and the process of mainstreaming them are the most instructive of the lessons.

Among the shared lessons from these case studies we observe the following aspects:

### Inclusiveness and Participation

- Integrating a gender perspective in human settlements can only be achieved through the active participation of all stakeholders – women, men, girls and boys – starting from an early stage of the planning process. Engaging both genders will ensure that their specific needs are addressed;
- The participation of relevant stakeholders ensures sustainability when they are directly involved in all phases of project planning, implementation, monitoring, and evaluation. Finding alternative ways of reinforcing participation should be considered, such as through school competitions, festivals, or other neighbourhood based activities that are close to the local communities;
- Building from local experience and traditions is a sustainable way of ensuring gender mainstreaming in spatial planning activities. It is, therefore, relevant to ensure a correct understanding of the local qualities and spatial manifestations before embarking on specific activities with the local communities;
- Partnerships with local governments, community-based organisations of beneficiaries (women, men, youth, and the elderly), non-governmental organisations, private business organisations, civil society groups, education sector, government agencies, and other different sectors such as environmental planning, will reinforce the success of local strategies to achieve gender equality;
- There is a need for reinforcing action and focused activities targeting to the most disadvantaged groups, such as in rural communities. Local NGOs have played a relevant role in such cases, but motivation is needed in order for these organisations to pursue their work.

### Tools for a Gender Perspective in the Process

- Gender-disaggregated baseline and monitoring data, as well as gender analysis are a strong basis that will guide the refinement of project design and implementation; and for the periodic monitoring of progress and results;
- Field surveys/area audits are important tools to ensure an accurate understanding of the specific needs of different social groups, and these can be an important source of drafting a proposal that will effectively address the needs of all citizens;
- When dealing with public spaces, gender equality is crucial, both as an objective and as an indicator of a successful space.

### Awareness and Capacity Building

- Gender training in planning which targets local governmental and non-governmental representatives as well as information campaigns and trainings on gender in different thematic areas (e.g. disaster risk management) should all be promoted in order to raise awareness among both genders. More awareness campaigns for community involvement are also needed.
- Project management and staff are vital to integrating gender perspectives in spatial planning. They need to be trained in order to fully incorporate the basic gender concepts and issues, and to understand the impact of projects on men and women and of the need to respond appropriately.

## RECOMMENDATIONS

In order to achieve gender mainstreaming at the local and central levels, it is recommended to consider the following aspects during the planning process:

### **Inclusiveness and Participation**

- Encouragement of participation of the female participants at all levels and phases of the planning process, including in decision-making positions;
- Inclusion of female participation in public consultations, workshops and other meetings;
- Take active steps to ensure that all stakeholders are informed;
- Development of a gender checklist of public participation and their contribution to policies and plans;

### **Tools for a Gender Perspective in the Process**

- Reinforcement of gender approach to be regarded at all stages of policy development and implementation as well as evaluation and technical co-operation activities;
- Consideration of the composition of the planning bodies in terms of gender;
- Reflection of organisational strategies on gender equality in projects, programmes, objectives, and budgets;
- Ensuring that all planning documents consider gender perspective. The planning documents should include a chapter on the process, which describes the involvement of stakeholders (women and men) and the tools used to collect their opinions and inputs, (stakeholder analysis, gender disaggregated data, meetings, opinion surveys, visioning workshops, working groups, etc.). A pilot project on spatial planning with gender specific interventions may be considered as a reference;
- Creation of a database on gender issues;
- Integration of gender analysis as a tool during the spatial planning process, incorporating activities such as stakeholder analyses and urban diagnosis. This includes mapping and gender disaggregated data collection;
- Specific indicators need to be established as a basis for monitoring the achievements, possibly correlating with other sector targets, such as climate and energy. When possible, indicators should be developed through a participatory process, which will help to ensure that they are relevant to the realities of women and men, girls and boys, in each situation. The recent Kosovo Gender Profile provides an excellent source of information, including the mapping of key actors and relevant gender disaggregated data for the local and central level.

### **Awareness and Capacity Building**

- Development of capacity building and training programmes related to gender issues and gender in planning. Ensure a specific training programme is held for leadership levels, targeting also to further develop specific programmes in different municipal sectors.

## CONCLUSIONS

City-wide planning is the most important level to set the policy directions regarding gender-sensitive planning. Sector integration categories for inclusion of sector specific approaches are essential to implement gender mainstreaming, feeding spatial planning overall ambitions into sector specific fields such as mobility, housing, business, employment, public services, or public spaces.

Gender mainstreaming aims at the overall improvement of the social conditions of both genders. However, it should be noted that such a process should not be disruptive of local traditions, but rather to build on them and to reinforce existing social practices that may be positive to pursue the goal of gender equality.

Local authority planners have a key role in ensuring gender is considered during the planning process. Relevant planning partnerships should be fostered with grassroots organisations and other gender experts in order to better understand the issues and needs of different groups of people facilitating the

mainstreaming of gender into sector specific areas. Effective partnerships will also provide a solid ground to support the continuation and effective implementation of the planning processes, as well as to nurture creative approaches to mainstream gender at the local level.

Kosovo municipalities need a sustainable model for spatial planning which will address the major trends of urbanisation, climate change, and economic growth. For this new spatial planning generation to succeed and for Kosovo cities and municipalities to be more inclusive and balanced, it is essential that local planners and decision-makers embrace a gender perspective approach at each stage of the process and at each level of planning. Political will is critical in this process. Policies and plans alone cannot stand for the will of implementation. Implementation strategies, capacity building, dedicated resources, as well as monitoring and accountability mechanisms, are integral parts of the process that will help institutionalise and promote gender equality in Kosovo and equal access to its cities.

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## ANNEX 1: GENDER MAINSTREAMING CHECKLIST FOR PROJECT OR POLICY DOCUMENTS

- **Background and Justification:** Is the gender dimension highlighted in background information to the intervention? Does the justification include convincing arguments for gender mainstreaming and gender equality?
- **Goals:** Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality?
- **Target Beneficiaries:** Except where interventions specifically target men or women as a corrective measure to enhance gender equality, is there gender balance within the target beneficiary group?
- **Objectives:** Do the intervention objectives address needs of both women and men?
- **Activities:** Do planned activities involve both men and women? Are any additional activities needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc.)?
- **Indicators:** Have indicators been developed to measure progress towards the fulfilment of each objective? Do these indicators measure the gender aspects of each objective? Are indicators gender disaggregated? Are targets set to guarantee a sufficient level of gender balance in activities (e.g. quotas for male and female participation)?
- **Implementation:** Who will implement the planned intervention? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation?
- **Monitoring and Evaluation:** Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention?
- **Risks:** Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender)? Has the potential negative impact of the intervention been considered (e.g. potential increased burden on women or social isolation of men?)
- **Budget:** Have financial inputs been “gender-proofed” to ensure that both men and women will benefit from the planned intervention? Has the need to provide gender sensitivity training or to engage short-term gender experts been factored in to the budget?
- **Annexes:** Are any relevant research papers (or excerpts) included as annexes (particularly those that provide sound justification for your attention to gender)?
- **Communication Strategy:** Has a communication strategy been developed for informing various publics about the existence, progress and results of the project from a gender perspective?

*Source:*

*Gender Mainstreaming in Practice: A Handbook (2002). Bratislava: UNDP Regional Centre for Europe.*

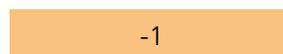
## ANNEX 2: EXAMPLE OF GENDER EVALUATION FORM

THEMATIC AREA EXAMPLES	ALTERNATIVE OPTIONS	GENDER IMPACT ASSESSMENT	
		FEMALE	MALE
Access and Mobility	Scenario 1	-2	0
	Scenario 2	1	1
	Scenario 3	2	2
	Scenario 4	0	0
Housing	Scenario 1	0	0
	Scenario 2	1	1
	Scenario 3	-1	0
	Scenario 4	0	0
Public Services	Scenario 1	1	1
	Scenario 2	0	0
	Scenario 3	1	1
	Scenario 4	2	1
Public spaces	Scenario 1	1	0
	Scenario 2	-2	0
	Scenario 3	2	2
	Scenario 4	1	1
Education...	Scenario 1	0	-2
	Scenario 2	2	0
	Scenario 3	0	0
	Scenario 4	0	0

HIGH ADVERSE IMPACT



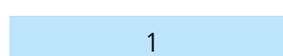
SLIGHT ADVERSE IMPACT



BASELINE



SLIGHT POSITIVE IMPACT



HIGH POSITIVE IMPACT



DEGREE OF IMPACT



## ANNEX 3: EXAMPLE OF GENDER ANALYSIS MATRIX

Planning Proposal	Relevant gender issues	Community feedback	Gender implications	Planning implications
<i>Develop a coherent ecological network of soft mobility and nature recreational areas.</i>	<i>Who has access to the ecological network and/or recreational areas?</i>	<i>Check community needs, requests and priorities (for example during consultations).</i>	<i>Less civic engagement in recreational activities, safety implications.</i>	<i>Avoid design proposals that promote unsafe environments and behaviours. Check that the design meets users' needs</i>
<i>Integrated municipal preschool services</i>	<i>Who does what?  What are the conditions in terms of accessibility to the services?</i>	<i>Feedback on responsibilities.  Check conditions of accessibility (journey time, road conditions, support facilities, schedules, etc.)</i>	<i>Lack of access to preschool site, safety implications, less availability for job opportunities.</i>	<i>Encourage appropriate location in the City Centre and consider proper accessibility to the site. Mobility Plan should be analysed in parallel.</i>

*Adapted from Todes, A.; Malaza N. and Williamson, A. (2009), Good Practice in Planning with Gender in the Commonwealth. Paper for the Women in Planning (WiP) Network of the Commonwealth Association of Planners, March 2009, p. 13.*



*A woman teaching geometry: Illuminated initial from a medieval translation of ancient philosophical works, 1265-99.*

*MS Burney 275, fo. 293. (The British Library) Reprinted in *The Making of the Middle Ages*, R. W. Southern. London: The Folio Society, 1998. Copyright 1953. Plate following p. 192.*

Understanding women and men's different needs and interaction is a valuable foundation to decision makers, planners, designers, and other stakeholders in the process of spatial planning so that they may analyse and incorporate a gender perspective in the formulation of development frameworks that are suited to the social context.

These guidelines are intended to assist central and local level governments, as well as civil society by providing a step-by-step guide and overall recommendations, methods, and tools on how to mainstream gender in spatial planning. The guidelines provide general information on gender and women's issues, aiming at offering a source of inspiration, and a basis for exchange, training and capacity building programmes and tools, and also for informing policy formulation and programme design.



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