

## PROGRESS REPORT

The Implementation of the UN-Habitat

# Gender Equality Action Plan

2008-2013

COVERING PERIOD FROM APRIL 2010 – AUGUST 2012



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**Progress Report: The implementation of the UN-Habitat Gender Equality Action Plan (GEAP), 2008-2013.**

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# Acronyms

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AGGI	Advisory Group on Gender Issues
ASEAN	Association of South East Asian nationals
CAFRA	Caribbean Association for Feminist Research and Action
CAPWIP	Centre for Asia-Pacific Women in Politics
CCCI	Cities and Climate Change Initiative
CIDA	Canadian International Development Agency
CLGF	Commonwealth Local Government Forum
COHRE	Centre on Housing Rights and Evictions
CSO	Civil Society Organisation
DFID	Department for International Development
FAO	Food and Agriculture Organisation of the United Nations
FIG	Fédération Internationale des Géomètres
GEAP	Gender Equality Action Plan
GEWE	Gender Equality and Women's Empowerment
GCSU	Gender Coordinating and Support Unit
GFP	Gender Focal Point
GLTN	Global Land Tool Network
GMU	Gender Mainstreaming Unit
GROOTS	Grassroots Organisations Operating Together in Sisterhood
GTF	Gender Task Force
GTZ	Gesellschaft für Technische Zusammenarbeit
GUO	Global Urban Observatory
GWA	Gender and Water Alliance
HAP	Habitat Agenda Partners
HC	Huairou Commission
HIC	Habitat International Coalition
ILGS	Institute of Local Government and Studies
ILO	International Labour Organisation
ISS	Institute of Social studies
ITC	International Training Centre
LFF	Local Finance Facilities
LTPA	Land, Tenure and Property Administration

MDP-ESA	Municipal Development Partnership for Eastern and Southern Africa
MTSIP	Medium-Term Strategic and Institutional Plan
NGOs	Non-governmental Organizations
PAAS	Project Accrual and Accounting System
PSUP	Participatory Slum Upgrading Programme
ROAP	Regional Office Asia and Pacific
ROLAC	Regional Office for Latin America and the Caribbean
SAFP	Sathi All for Partnerships
SGBV	Sexual and Gender-Based Violence
SIDA	Swedish International Development Cooperation Agency
TCBB	Training and Capacity Building Branch
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UN-Habitat	United Nations Human Settlements Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations Humanitarian Commission for Refugees
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WICI	Women in Cities International
WIEGO	Women in Informal Employment: Globalising and Organising
WLAT	Women's Land Access Trusts
WSIB	Water and Sanitation Infrastructure Branch
WUF	World Urban Forum



**UN-Habitat AGGI Chair, Madame Traore and Vice Chair, Mr. Ball  
at the World Urban Forum 6, 2012**

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## 01

## Introduction

The goals of Gender Equality and Women's Empowerment (GEWE) in human settlement development have been among the major commitments of UN-Habitat, as provided for in Chapter 3 of the 1996 Habitat II Agenda.<sup>1</sup> This was further articulated into the first organizational gender policy issued that same year. A restructuring of UN-Habitat in 1999 resulted in a revised Gender Policy of 2002 that retained the goals and commitments in the 1996 policy document and articulated a gender mainstreaming strategy to be undertaken in all UN-Habitat's policy decisions and activities. A Gender Policy Unit was established to follow up on gender programmes across Branches and levels of the organizations. This policy was reinforced by a series of resolutions of the Governing Council of UN-Habitat<sup>2</sup>.

The 22nd Session of the UN-Habitat Governing Council in April 2009 approved the GEAP 2008-2013, through Resolution 22/7, Work programme and budget of the United Nations Human Settlements Programme for the biennium 2010–2011. The GEAP was developed through a participatory process involving UN-Habitat and its partners. It seeks to unite all UN-Habitat's programmes and partners to improve gender equality, women's rights and women empowerment in the areas of advocacy

and monitoring; participatory urban planning, governance and management; land and housing; access to environmentally sound urban services; access to finance for housing and infrastructure; and gender mainstreaming in all UN-Habitat programmes.

The GEAP has two main objectives:

- Women's rights and women's empowerment through participation; and
- Gender mainstreaming in human settlements development.

The GEAP thus expounds on the gender strategy of the Medium-Term Strategic and Institutional Plan (MTSIP), 2008-2013 with the aim to unite all programmes and partners to improve gender equality, women's rights and women empowerment in human settlement subjects.<sup>3</sup> The review mechanism of the GEAP is the Gender Equality Action Assembly which is held during the World Urban Forum (WUF) and provides a platform for partners to meet and explore ways of strengthening gender equality in international, regional, and national policies and programmes in human settlement issues.

The GEAP is premised on gender equality as a development priority that needs to be supported

<sup>1</sup> UN-Habitat's Gender Policy, 2002, p. 4

<sup>2</sup> Governing Council resolutions 19/16 (2003); 20/7 (2005); 21/9 (2007); 22/7 in 2009

<sup>3</sup> Gender Equality Action Plan 2008 – 2010, p. 5.

within institutions by good coordination, technical assistance, effective advocacy, training and capacity building, and monitoring and evaluation. The Plan is therefore recognition that a strategic framework is required for clear and measurable results for improving GEWE. The GEAP further recognizes, outlines and draws on the supportive and specific roles of diverse stakeholders and partners for its implementation.

## 1.1 Summary: GEAP Achievements 2008-2010

A summary of some of the key achievements in the action areas of the GEAP as highlighted at the Gender Equality Action Assembly held during WUF-5 were as follows<sup>4</sup>:

### Advocacy and monitoring of gender equality in Cities

There was improved advocacy for gender equality issues in setting up web based-projects on the UN-Interagency website WomenWatch,<sup>5</sup> as well as the Women and Human Settlements Portal, and publications such as *Gender Equality for Smarter Cities*. Furthermore, *The State of the World's Cities Report* included a statistical annex of sex-disaggregated data and the 2009 and 2011 editions of the Global Report on Human Settlements was inclusive of UN-Habitat commissioned gender research on urban planning and gender and climate change linkages.

### Urban Planning Governance and management

Several activities have promoted gender responsive governance, inclusive of: the development of source book for trainers *Gender in Local Government: A source book for trainers* which was produced by the Training and Capacity Branch; the introduction and piloting of safety audit tools to local government in Dar es Salaam, Tanzania;

promoting awareness of how gender affects experiences of mobility in Santiago, Chile; and reclaiming streets from urban violence in Kingston, Jamaica. In partnership with the HC, strengthened grassroots women organizations through the 'local to local methodology' for engagement and dialogue with local authorities; for example in Argentina, Czech Republic, Tanzania and Uganda.

### Land and Housing

Programmes to address gender inequalities in accessing and owning land and property. Developing and promoting land tools for evaluating the gender responsiveness of land policies has helped lead to success in land tenure for women in the Brazilian municipality of Recife and; research undertaken on housing rights and domestic violence.

### Access to environmentally sound urban services

The inclusion of micro-credit schemes for water and sanitation projects and the creation of income generating opportunities in water and sanitation management and provision, targeting poor female led households, for example in the Lake Victoria Sanitation Programme (LVSP). In Madya Pradesh, India, the support for the formation of slum-dwelling women's self-help groups has served to enable women's active engagement with local government in the planning, management and implementation of water and sanitation. In 2009 training sessions on gender mainstreaming in local governance took place in South Africa and in Israel with participants from Africa, Asia and Latin America. As a result local governments in Botswana, Zambia and Zimbabwe developed gender action plans.

### Strengthened Human Settlements Finance Systems

In Sri Lanka, the Kuruniyatta House Upgrading Project has been one of several initiatives, working with the Women's Bank, to facilitate women's access to affordable housing through community banking for low-income women through their self-help groups.

<sup>4</sup> UN-Habitat and World Urban Forum. Report of the First Session of the Gender Equality Action Assembly; Rio De Janeiro, Brazil 19-20th March 2010

<sup>5</sup> <http://www.un.org/womenwatch/>

## UN-Habitat commitment to gender balance and gender mainstreaming in programmes

The GEAP 2008-2013 outlines the six action areas of gender mainstreaming activities. The important contribution of the Plan is to influence how the whole agency will carry out gender mainstreaming. Institutional arrangements are in place, inclusive of a GMU, to coordinate for gender mainstreaming and a system of GFPs have also been established at Division, country, and programme levels. However, as noted by the *Evaluation of Gender Mainstreaming in UN-Habitat (2011)* the agency's considerable resources for gender mainstreaming are not being fully utilized and attempts to promote more coherent work by the GEAP are not being monitored<sup>6</sup>.

With regards to the commitment to gender balance, the majority of Branch, county managers and Division heads remain predominately male.

## 1.2 Summary: Current Status of the GEAP 2010-2012

The following progress report is: (1) Building on the previous review report since the last WUF in 2010<sup>7</sup> (2) and is inclusive of the period April 2010-August 2012.

To establish progress made with regards to implementation of the GEAP; Headquarter Branches and Units as well as regional and country offices were provided with the GEAP matrix and asked to provide an update on progress of implementation of those areas for which they are the lead Branch or Unit.

In view of achievements to date, what emerges under the current review (April 2010-August 2012) of the GEAP, against its two main objectives of: Women's rights and women's empowerment

through participation in human settlements development; and gender mainstreaming in human settlements development is as follows:

There remains a strong recognition for promoting gender mainstreaming throughout UN-Habitat's work and the GEAP is a testament to that commitment. However, the obligation to realise GEWE is inconsistent across programmes, Divisions and countries.

### Facilitating success

UN-Habitat's recognition and explicit provision, along with key partners, of the necessary support and capacity to strengthen women's engagement with local mechanisms of governance has seen the development of tools, manuals and trainings that are addressing gender inequalities in human settlements, by increasing women's representation or participation in local governance and enabling local authorities to begin to respond to gender issues in local planning.

UN-Habitat partnerships, especially with specialist non-governmental organizations such as the Gender and Water Alliance (GWA), has been crucial to implementing sustainable gender responsive initiatives through the provision of technical know-how for women's engagement with stakeholders in government that are responsible for the provision of basic services such as water and sanitation. Partnerships with civil society coalitions, such as the HC and Grassroots Organisations Operating Together in Sisterhood (GROOTS), have also been particularly critical as a means for UN-Habitat to reach out to women slum dwellers and their informal groups, and bring them into engagement with human settlement planning, implementation and monitoring initiatives.

Institutional mechanisms at UN-Habitat, especially GFPs have been instrumental, within their specific work areas, in moving gender mainstreaming work forward, especially when they have focus area specialist knowledge combined with gender expertise.

<sup>6</sup> UN-Habitat (2011) *Evaluation of Gender Mainstreaming in UN-Habitat*, Page 23

<sup>7</sup> UN-Habitat and World Urban Forum. *Report of the First Session of the Gender Equality Action Assembly; Rio De Janeiro, Brazil 19-20<sup>th</sup> March 2010*

Several gender responsive policies and manuals have been developed that provide guidance, knowledge and tools that have informed UN-Habitat work; nevertheless, in the absence of monitoring the uptake and use of these documents it will be difficult to know what results they have been instrumental in achieving.

The Advisory Group on Gender Issues (AGGI), recently established to advise the UN-Habitat Executive Director on all issues related to GEWE, including gender mainstreaming efforts, in the work of UN-Habitat, will play a key role in facilitating and enhancing UN-Habitat's efforts towards mainstreaming gender equality and empowerment of women in its work.

### **Continuing challenges**

There is inadequate understanding among most staff about the GEAP's strategic purpose of alignment with the MTSIP to facilitate gender mainstreaming in all UN-Habitat core focus areas. Moreover, there is often a lack of awareness of the GEAP at regional and country levels; and in some instances the GEAP is perceived as headquarter led with planned actions that deny a sense of ownership at field level.

Compounding the above challenges is an absence of accountability for gender work, and therefore the GEAP, for senior managers. Furthermore, the screening process of project applications for articulation of gender work has been inadequate in providing the necessary input for strengthened gender mainstreaming. It is therefore challenging to capture the gender equality outcomes being promoted or supported by each key programme area of the MTSIP and thus the GEWE outcomes achieved across each focus area.

Although the GEAP is laid out as a results based framework, its indicators are not adequately SMART. For example, a number of outputs and activities are rarely specified and thus there is no measure for success. Furthermore, what are classified as indicators on the GEAP matrix are in several instances not true indicators. Additionally, almost all GEAP indicators are

principally at the output/process level thus Branches and Units are primarily providing information on the status of the actions that have been or are being implemented. However, these output indicators are not always gender-specific indicators. Whether these planned actions have had or will have the planned GEAP outcomes is thus not being adequately measured nor provided for by current GEAP indicators.

Although a crucial system of GFPs exist, the absence of an effective and sustainable mechanisms that would facilitate the interactions of GFPs and the Gender Mainstreaming Unit (GMU) between Divisions, regions and countries has been a stumbling block to learning, sharing, getting support and feedback that would expand the delivery of UN-Habitat's gender stance. Moreover, GFPs are not institutionalized formally with clear roles and functions so that their capacities and purpose are understood agency wide.

Gender perspectives are often invisible in project documents and yet they are approved. This absence means that programme budgets do not adequately provide for gender work unless senior management in a Division, Branch or Unit is interested in allocating resources and pursuing gender issues. However, it was often stated by staff that there is inadequate funding for gender responsive initiatives.

The priorities outlined in the GEAP have not called for capacity building of UN-Habitat staff. In fact most capacity building, and there are numerous such activities in the GEAP, are directed at partners and women beneficiaries.

Gender statistics on staffing highlight huge gender differences. At the end of 2011 there were 56 males and 16 females as senior staff (P5 and above) and consultants numbered 155 males and 88 females. This is clearly not in keeping with the gender balance commitments of UN-Habitat.

Commitments to gender equality evaporate where there is no budgetary allocation, programming, implementation and evaluation.

## Going forward, there is need:

- For more awareness raising across the agency with regards to the GEAP 2008-2013 to ensure clarity of purpose. This will also go a long way in helping to demonstrate that, for the successful implementation on the six focus areas, they must be perceived as connected actions.
- For the Gender Policy and the GEAP to be reviewed in keeping with the new UN-Habitat priority areas as outlined in MTSIP 2014-2019 and clear GEWE outputs and outcomes adopted for each programme area.
- To build on achievements, especially those that have strengthened local and poor women's representation and engagement with decision making and local authorities.
- To be aware that programmes that have GFPs with clear responsibilities for gender work have performed better; for example, Water and Sanitation, Land, Training and Capacity Building, and Safer Cities. Gender mainstreaming will thus be further strengthened by setting up a gender expert roster, specifically in the focus areas of human settlements, to provide regular expertise that ensures programme design processes incorporate analysis of how planned initiatives potentially affect GEWE and how they are to be monitored. Additionally, link this roster to UN-Habitat GFPs that have been provided with clear roles and responsibilities for each core focus area of UN-Habitat work. Furthermore, create a platform for communication and dissemination of materials between these experts, GFPs, inclusive of GFPs in the regions, and the new GMU, the Gender Coordinating and Support Unit (GCSU).
- For the provision of gender sensitive training to MTSIP focus area teams with the intent to align GEAP goals in the review and update of the MTSIP.
- To strengthen GEWE outcomes by establishing accountability measures to demand and place responsibility for gender work on each senior manager. Concurrently, this calls for the development of gender responsive performance indicators to measure UN-Habitat delivery on gender mainstreaming at agency level and gender responsive programme specific indicators to measure delivery of GEWE outcomes. This also calls for greater recognition of the role that GFPs will play to support programme managers to promote work towards GEWE.
- For each focus area to be compelled to provide evidenced based and data-disaggregated information as a first step going forward into GEAP 2. The UN-Habitat Global Urban Observatory (GUO) is positioned to provide such key support and this data together with its analytical support from GFPs must foreground each proposal to the Project Review Committee.
- For GFPs to provide consultative expertise that strengthens the GEWE objectives for the projects being submitted to the Project Review Committee.
- To reconsider the function of the GEAP in relation to the MTSIP. The MTSIP is delivered through a biennial Work Programme. However, the Work Programme has not generally articulated gender outcomes within all of its planned actions for the core programmes. Going forward it will be important to consider whether it might be fruitful to embed the GEAP within the Work Programme document as this is the action plan for the delivery of the MTSIP, the core work of UN-Habitat.
- For the provision of training in gender mainstreaming to staff. Initial efforts at programming gender responsive capacity building at Headquarters and in the field is recognized by the agency and needs follow up, review and implementation.
- For the several gender responsive tools and manuals that have been developed to be more widely disseminated and their implementation supported.

- To measure impact. Mechanisms necessary to realize this are not in place but existing templates such as the *Template for Harmonised Reporting on Progress Implementation of MTSIP* need to be modified to capture:
  - Extent to which gender mainstreaming is being utilized as the strategy to achieve gender equality in every focus area.
  - How gender equality strategies are implemented throughout programmes.
  - Results based indicators for measuring GEWE progress in key priority areas of each focus area.



**Ongoing construction of water  
tunnel, Rusizi, Rwanda 2012**  
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# 02

## Action Areas: Status of Expected Strategic Results

The GEAP 2008-2013 has six strategic result areas for each action area. However, only action areas 2, 5 and 6 have very clearly articulated gender-responsive strategic result areas. The rest appear make no direct reference to addressing gender differentials.

### The Six Strategic Action areas and Strategic results of the Gender Equality Action Plan 2008-2013

#### Action Area 1 Advocacy and Monitoring Gender Equality in Cities

Strategic result:  
Urban policies from local to global levels are improved.

#### Action Area 2 Urban Planning Governance and Management

Strategic result:  
Inclusive urban planning, management and governance improved at the national and local levels.

#### Action Area 3 Land and Housing

Strategic result:  
National and local governments and Habitat Agenda partners implement improved land and housing policies.

#### Action Area 4 Access to Environmentally Sound Urban Services

Strategic result:  
Expanded access to environmentally sound urban infrastructure and services, with a special focus on the unserved and underserved populations.

#### Action Area 5 Strengthened Human Settlements Financing Systems

Strategic result:  
Improved access to sustainable financing for gender-responsive affordable housing and infrastructure.

#### Action Area 6 UN-Habitat Commitment to Gender Balance and Gender Mainstreaming in Programmes

Strategic result:  
Significant increase in UN-Habitat programmes and projects that mainstream gender and support women-targeted programmes;  
Improvement in the gender balance of UN-Habitat.

The following section provides a review of the GEAP progress as of August 2012.

## 2.1 Action Area 1: Advocacy and Monitoring Gender Equality in Cities

### OUTCOMES

- *Production and use in policy-making and practice of sex-disaggregated data and evidence-based knowledge on gender in cities;*
- *Increased awareness of and action by key strategic actors and partners on gender issues in cities.*

### INDICATORS OF ACHIEVEMENT

- *An agreed number of countries, cities and local authorities that use gender indicators and sex-disaggregated data in monitoring, reporting and dissemination of key urbanization trends including urban poverty and the growth of slums;*
- *An agreed upon number of gender-responsive best practices documented and scaled up.*

### Introduction

Evidence is required to improve knowledge and understanding for gender analysis on the relationships between gender equality, sustainable urbanization and poverty reduction. The GEAP brings attention to the need to collect sex-disaggregated urban data and inclusive of gender research in order to inform better policy making and planning that is responsive to the needs of different urban groups.

### Achievements

Some of the work that has begun and is currently underway is the documentation of the status of women's empowerment and gender mainstreaming in local governance for 25 countries in Southern Africa, Arab States, the Balkans, Asia and Latin America and the Caribbean during the period 2009–2011. The reports produced as part of that assessment are in various stages of publication and their findings will contribute to strengthening gender mainstreaming in local governance policies and programmes.

GROOTS International, women's groups, the HC and UN-Habitat have also collaborated on setting up another platform of dialogue known as the Grassroots Safety Academies with the intent to share lessons and find responses to challenges of urbanization. One-stop Centres in collaboration with governments and youth groups had reached 4000 young men and women this past year (2011) to encourage their engagement in urban matters. Lesotho, Burkina Faso, Mauritius, Ghana and Nigeria have requested for the implementation of One Stop Centres in their countries.

In March 2010, UN-Habitat organized the first session of the Gender Equality Action Assembly as a pre-event of the fifth session of the WUF in response to Governing Council resolution GC 22/7, in which the Governing Council requested the Executive Director to facilitate a gender equality action forum that would meet in conjunction with the sessions of the Governing Council and WUF to enable partners to assess progress made in the implementation of the GEAP. The Assembly provided an opportunity for partners to work with key policymakers and decision makers, especially women mayors, ministers of women's affairs, housing and urban development, and parliamentarians, to explore ways of strengthening gender mainstreaming in international, regional, and national sustainable urban development policies and programmes. The preparation of this GEAP progress report in anticipation of the WUF informs global dialogue on strengthening gender mainstreaming and women's empowerment in urban development

work. The WUF platforms have thus served as key mechanisms for documenting and disseminating best practices on gender-responsive policies, legislation and practical actions on human settlements.

Some steps have been taken with regards to advocacy activities on gender and local governance. For example, UN-Habitat in collaboration with Institute of Local Government and Studies (ILGS) in Brazil, worked jointly with others to develop a communication strategy for the support of policies aimed at promoting racial, ethnic and gender equality. Other advocacy actions with ILGS on gender and sustainable urbanization have included participation in high-level policy dialogues. There however remains a strong need for monitoring the level of awareness and subsequent actions taken.

UN-Habitat financially supported the HC to develop a women's information portal ([www.womenandhumansettlements.org](http://www.womenandhumansettlements.org)) to facilitate a global exchange of information, learning and experiences on issues pertaining to women and human settlements. The portal was launched in October 2010 at World Habitat Day. The response to the Portal has been very positive, as it provides many creative ways for women involved in human settlement work and issues, both urban and rural, to come together, share information with each other and the world. As such, it is a contribution to the World Urban Campaign, a global coalition of public, private and civil society partners united by the common desire to advocate for a positive role of cities around the world in the promotion of sustainable urbanization policies.

### Challenges

Website portals and discussion platforms such as the WUF serve as key mechanisms for documenting and disseminating knowledge. Though it can report on existing data, an opening such as the Women's Information Portal cannot generate its own sex-disaggregated data on gender and urban issues. While positive overall, platforms such as WUF have not been further

monitored for gender inclusiveness. Much still remains to be done in strengthening gender monitoring tools and their application across all Branches and geographic units.

With the exception of women specific programmes in the GLTN, Water and Sanitation and Safer Cities, most programme documents provide no evidence of gender monitoring that incorporates situation analysis, stakeholder analysis, and resource analysis, and planned collaborations for advancing gender work in programme development. It is also not clear whether Branches and Units are actively collecting, producing and utilizing sex-disaggregated data.

### Collaborating Partners (as indicated in the GEAP matrix)

UN-Women, Women's Land Access Trust (WLAT), Academic & Research Agencies, Civil Society Organisations (CSOS), Women in Informal Employment: Globalising and Organising (WIEGO), Housing Cooperatives, COHRE, HC, Best Practice partners network, Institute of Local Government and Studies (ILGS), GROOTS, Women and Cities International (WICI), Women and Habitat Network Latin America, Gender Links, United Nation Agencies, Governments, International Training Centre (ITC), Youth Organizations; Local Governments, Ministries of Youth and Education and Youth Clubs.

### Outstanding Deliverables (as per the GEAP outputs)

- 1.1 The development of a Gender Urban Info Database capturing urban data from various sectors associated with human settlements issues (ref. 1.6).
- 1.2 Production of at least two gender analytical reports using the GUO data, during the period 2009-2011; Production of at least two policy briefs each year; (ref. 1.5).
- 1.3 Collaborate with research institutions and universities in, in-depth data analysis and development of monitoring tools; identify data and share raw or processed data (ref. 1.7).

## Conclusion

In order to develop programmes, implement programmes and ensure accountability and determine what programmes work or do not work it is important to improve knowledge on the situation of women and girls compared to that of men and boys. Although the GEAP calls for the development of gender indicators, the expanded use of gender indicators and the creation of a gender urban information database, these activities still remain to be undertaken. What is needed is the collection of statistics that will compare the situation of women and girls to that of men and boys in cities. This will further require that UN-Habitat makes sufficient annual budgetary allocation for the collection of sex-disaggregated data (SDD) and undertaking gender analysis; establishes data banks for SDD and produces publications providing gender analysis for the various sectors associated with human settlement issues. Accountability requires adequate data that reflects progress made and if outcomes and impacts are being achieved.

Going forward UN-Habitat has introduced a new mechanism for programme document development that will call for more explicit articulation of gender goals, interventions, and allocation of resources and can strengthen GEAP outcomes.

## 2.2 Action Area 2: Urban Planning, Management and Governance

### OUTCOMES

- *Women are trained to apply for and facilitated to own productive resources and have use rights to infrastructure to influence governance;*
- *Gender-responsive policies and strategies that address human settlements in crisis-prone or post-crisis contexts.*

### INDICATORS OF ACHIEVEMENT

- *An agreed number of cities adopting gender responsive crime reduction, disaster mitigation, environmental planning and management policies and strategies;*
- *Number of women's groups empowered to interface with key actors and influence decisions at the local and national levels.*

## Introduction

Local governments have the most immediate impact on people's political, economic and social concerns but are frequently constraint to respond in equitable ways. Furthermore, the urban poor, especially women are constraint from participating in the public life of their cities and their needs are therefore often not taken into account in urban policies. For the GEAP expanding opportunities for women's participation in city policy making and urban planning as well as promoting women-friendly urban services and programmes together with gender training for public officers will be key to safe and sustainable cities.

## Achievements

An important aspect of UN-Habitat's work under this action area has been to strengthen women's engagement with local governance. Towards these ends UN-Habitat's work has included training and capacity building on gender mainstreaming for local governments; and capacity-building for women's organizations to also promote women's participation in the governance issues of their cities.

Local authorities have a key role to play in addressing the rising public demand to reduce crime and violence against women and girls. Success often depends on partnerships between local governments and other stakeholders, and UN-Habitat Safer Cities supports local authorities in developing and implementing crime and violence prevention strategies using a systematic participatory approach where women and girls' safety is identified as one of

the key pillars. This has called for developing participatory local crime prevention strategies and a detailed plan of action and ensuring that the local authorities mainstream the women's safety as a cross-cutting dimension in the various departments of institutions such as local government, the criminal justice system and civil society. The strengthening of institutions working in violence and crime prevention often requires training and coaching, institutional reform and improving urban safety policies, such as in Delhi, Dar es Salaam, Ougadougou, Cairo, Nairobi, Antananarivo, Durban, Bogota and Kingston.

*Building Safe and Inclusive Cities for Women: A Practical Guide* has been developed, and training of trainers undertaken with these gender tools, as well as local government in New Delhi. One example, of local government in Ghana provided evidence of change as a result of training where a GFP was appointed and a gender action plan developed with budgetary allocations. In other contexts where trainings have been implemented, the outcome of these trainings and utilization and effects of the guidelines will need to be examined to further understand if they resulted in gender-responsive polices and strategies that address human settlements inclusive of crisis-prone or post-crisis contexts.

UN-Habitat is working with UN Women, specialized networks on women's safety including the HC, Women in Cities International, the International Centre for Research on Women and Red Mujer y Habitat, and other United Nations agencies locally to support safe cities approaches with women and girls in five cities: Kigali, Quito, Cairo, Port Moresby and Delhi via the Global Safe Cities Free of Violence against Women and Girls Programme. The cities have conducted scoping studies, project formulation and will soon be embarking on the rigorous baseline. UN-Habitat is also working with UNICEF and UN Women in the Joint Programme 'Safe and Friendly Cities for All' to support urban safety in public spaces in eight cities: Dushanbe, Metro Manila, Greater Beirut, Marrakesh, Nairobi, Rio de Janeiro, San Jose and Tegucigalpa.

The Regional Office for Latin America and the Caribbean (ROLAC) in collaboration with other United Nations agencies in the Millennium Development Goals-funded joint programmes have developed programmes that have now been taken up by the local authorities of Rio de Janeiro and San Jose, who then sought to plan urban spaces in ways that respond to gender concerns. They have sought to combat violence against women and enable women to own productive resources and to have user rights to infrastructures. Women are now positioned to influence governance as a result of the capacity provided.

UN-Habitat, in partnership with Plan International and Women in Cities International has engaged girls in cities around the world to explore questions around gender inclusion, the right to the city and safe cities for girls. This has resulted in the formulation of the "Because I am a Girl (BIAAG) Urban Programme: Safer Cities for Girls" to build safe, accountable, and inclusive cities with and for girls in all their diversity. The BIAAG Urban Programme will be carried out in five cities: Cairo, Delhi, Hanoi, Kampala and Lima.

### **Collaborating Partners (as indicated in the GEAP matrix)**

Gender Links, Institute of Local Government and Studies (ILGS), Commonwealth Local Government Forum (CLGF), Municipal Development Partnership for Eastern and Southern Africa (MDP-ESA), HCs, Sathi All for Partnerships (SAFP); Gesellschaft für Technische Zusammenarbeit (GTZ), UN Women, United Nations Development Programme (UNDP) Jamaica, Commonwealth Association of Planners, UN Women-LAC, Red Mujer y Habitat, Caribbean Association for Feminist Research and Action (CAFRA), University institutions, Action Aid, Canadian International Development Agency (CIDA), Women in Cities International (WICI), Women and Habitat Network Latin America, Centre for Asia-Pacific Women in Politics (CAPWIP), GoK - UN Joint Programme on Gender Equality and Women's Empowerment (JP GEWE), Institute of Local Government

Institution, Office of Lands, Housing and Urban Development; Ministries of Gender, Labour, Social Development, Finance and Planning, United Nations Humanitarian Commission for Refugees (UNHCR), Association of South East Asian nationals (ASEAN), non-governmental organizations (NGOs), and Habitat International Coalition (HIC).

### Outstanding Deliverables (as per GEAP outputs)

- 2.1. Develop tools for monitoring gender responsive urban services and resources (ref. 2.4.1).
- 2.2. Develop tools for local authorities on engaging with men in targeted communities to combat violence against women (ref. 2.5.1).
- 2.3. Provide, upon request, advisory services on gender and environment within the framework of SUD-Net (ref. 2.6.2).
- 2.4. Organize a Global Congress for parliamentarians on gender and urban development (ref. 2.8.1).

### Conclusion

What remains to be known is whether urban planning and governance has indeed been inclusive and equitable in all the selected pilot cities of Quito, Cairo, Delhi, Kigali and Port Moresby. Tools for monitoring gender responsive services and resources will also need to be developed and remain pending.

Another important aspect of the actions planned within this action area 2 is the development of tools and platforms that facilitate engagement with men in communities and men as policy makers in ending violence against women. No updates were available on the state of implementation suggesting that no actions had been undertaken in this particular activity.

## 2.3 Action Area 3: Land and Housing

### OUTCOMES

- *Security of tenure and safety in housing for women in selected countries is improved, including in crisis-prone and post-crisis countries;*
- *Women's organizations' capacity to participate in the development and implementation of shelter relief and reconstruction models in post-conflict and post-disaster areas is enhanced.*

### INDICATORS OF ACHIEVEMENT

- *An agreed number of countries adopting effective gender- and age-sensitive housing, land and property strategies and associated improved legal and regulatory frameworks;*
- *An agreed number of women's organizations and women participating in and benefiting from development and implementation of sustainable shelter relief and reconstruction in post-conflict and post-disaster areas.*

### Introduction

It is estimated that only 2 per cent of women in developing countries own land and it is often the relationship women have with men as daughters and wives that defines their access to land and also housing. The dependence on men to access land leaves women vulnerable in cases of relationship breakdowns and widowhood, while other socio-economic changes can further lead to denial of access, control, or inheritance for women. For women, such exclusions from access to land can also push them from rural areas into informal settlements in cities where they join the ranks of the vulnerable poor and face further risks of evictions, even in slums.

The exclusion from access to land for women is also manifest in urban areas. The GEAP brings focus on women and vulnerable groups as targets for interventions that will ensure equitable enjoyment of land, housing and property rights.<sup>8</sup>

## Achievements

The GEAP places women's security of tenure and access to land and housing at the centre of policy debate and advocacy<sup>9</sup>. Promotion of gender equality in urban land and housing has largely included:

Training and capacity building on gender equality for the land sector has been carried out through the GLTN's partnerships using the Gender Evaluation Criteria for Large Scale Land tools training manual. Training to improve gender and grassroots involvement in local governance has been very successfully rolled out for land professionals and civil society. Two regional training sessions on improving gender equality and grassroots participation through good land governance were conducted (Southern Africa and West Africa). Numerous other training sessions involving the 'Local to Local Dialogue Methodology' that were pioneered in 2002, with the support of the HC, have continued and seen increasing women's involvement in decision-making fora at local levels. Data is however needed to elucidate what the situation was previously and what progress has been achieved as a result of these interventions.

Several training packages, materials and manuals have been produced, namely: 1) Improving Gender Equality and Grassroots Participation through Good Land Governance and 2) Designing and Evaluating Land Tools with a Gender Perspective. A policy brief 'Gender Evaluation Criteria for Large Scale Land Tools' has been developed to serve as advocacy material on the importance of building an evidence base for gender equitable access to land. This policy brief supports the training

package on gender evaluation criteria for land that has been developed for land professionals; while partnerships between non-governmental organizations (NGOs) and international partners has led to a compendium on the continuum of land right "Handling Land".

In addition, research has been undertaken on the gender aspects of the Hindu land law in India as well as research on women's legal access to land in Ethiopia. Work on assessing the gender dimensions of Islamic land law has also started.

The Housing and Slum Upgrading Branch (incl. former Housing Policy Section) notes that there has been some progress on elevating the focus on gender dimensions in Islamic land mechanisms. During the training of trainers in Malaysia an action plan was developed (Kuala Lumpur Action Plan) that has highlighted gender as one of the three focus areas. The Housing Division has further developed a methodology for doing an urban housing sector profile at country level. The work has been ongoing and the framework has been piloted by drafting an urban housing sector profile for Malawi, published in October 2009. Gender and youth are included as cross-cutting issues within this methodology for an urban housing sector profile. The sector profiles thus includes a systematic analysis of 1) the access that women have to housing and land (for example legal barriers, traditional barriers, data on ownership) and 2) the initiatives that are undertaken to promote gender equality with respect to housing and land (for example programmes of women action groups and legal assistance to women in land disputes).

An important outcome for action area 3 is to enhance the capacity of women's organizations to participate in development, especially with regards to high level meetings on land and housing. Together with partners, significant steps forward have been taken in bringing grassroots women to international platforms such as Commission on the Status of Women (CSW) and the WUF. It will however be important for the GEAP to begin to underscore grassroots and women's inputs into

<sup>8</sup> UN-Habitat, 2010. Source: *Gender Equality for Smarter Cities: Challenges and Progress*, page 4

<sup>9</sup> UN-Habitat, *Gender Equality Action Plan, Action Area Three*

the outcome documents of these international and regional forums.

The Housing and Slum Upgrading Branch (incl. former Housing Policy Section) has sought to ensure that several of its tools and guidelines respond to gender issues: National Housing Profiles have gender addressed as a cross-cutting issue. The Housing Practice Series on Condominium Housing in Ethiopia highlights gender inequality in Ethiopia,<sup>10</sup> in particular the challenges single women and mothers face in gaining access to housing.<sup>11</sup> In the *Affordable Land and Housing Series, Africa Volume*, one of the 'key messages' is the unequal access to affordable land and housing (p.ix) and highlights the issue 'Housing and Gender inequality' in box 4, p.32. The strategy paper for sustainable housing includes gender as part of the socio-cultural environment for responsive housing at the micro scale. The sustainable housing policy guide addresses gender. The handbook for sustainable housing includes a section on gender for housing practices and housing design. The publication *Assessing the Impact of Forced Eviction* recognizes that "impact assessments must take into account the differential impacts of forced evictions on women, children, the elderly, and marginalized sectors of society". The publication *State of Forced Evictions Globally* includes a thematic case study on the relationship between discrimination and forced eviction with a focus on the experiences of women and the Roma (p. 64). Under Participatory Slum Upgrading Programme (PSUP) 66 Urban Profiles and country profiles were produced with gender as one of the cross-cutting thematic areas under examination in the Gender/HIV Aids Chapter. A gender analysis of all the Urban Profiles under PSUP were carried out, identifying 13 gender related issues. PSUP information generated products such as posters, brochures and exhibition materials considered men and women as different target audiences.

<sup>10</sup> UN-HABITAT (2010) *The Ethiopia Case of Condominium Housing: The Integrated Housing Development Programme. United Nations Human Settlements Programme: Nairobi.* Page 9 [www.unhabitat.org/pmss/getElectronicVersion.aspx?nr=3104&alt...](http://www.unhabitat.org/pmss/getElectronicVersion.aspx?nr=3104&alt...)

<sup>11</sup> *Ibid* page 40

## Challenges

The challenges for the GEAP in housing have been insufficient human and financial resources to produce *dedicated* tools, guides and implement technical actions. No funding was secured from GEAP for dedicated housing activities, but gender has been mainstreamed in the work of the Housing and Slum Upgrading Branch (incl. former Housing Policy Section) and in its publications.

Furthermore, a *Gender Evaluation Criteria Framework* that had been developed by the GLTN and was shared at the WUF 5, should be followed up with guides for grassroots to easily engage and drive the process.

## Collaborating Partners (as indicated in the GEAP matrix)

Land, Tenure and Property Administration (LTPAS), COHRE, Women's Land Access Trusts (WLATs), HC, Water and Sanitation Infrastructure Branch (WSIB), GLTN, Huairou networks, World Bank, Financial Institutions, Women's Affairs Ministries, Ministries of Housing, and Fédération Internationale des Géomètres (FIG)

## Outstanding Deliverables (as per GEAP outputs)

- 3.1. General information briefs on housing, land, water and sanitation; information briefs on modes of house ownership and legal implications; documentation of unheard voices of women, especially girls, marginalized women and adolescents on land and housing; research reports on gender related to housing and land; media advocacy (ref. 3.1.2).
- 3.2. Training and awareness on property and inheritance rights for women with district authorities; dialogues with policy-makers on women's rights to land; training on community legal structures, saving and credit (ref. 3.2.2).

## Conclusion

Several resources, policies, research and concept papers have been developed within this focus area but it is unclear how they have or are informing planned interventions. There is a need to monitor uptake and use of these documents and to begin to monitor how some of UN-Habitat's very informative tools are being used and with what results.

Furthermore, a *Gender Evaluation Criteria Framework* that had been developed by GLTN and was shared at the WUF 5 should be followed up with guides for grassroots to easily engage and drive the process.

## 2.4 Action Area 4: Access to Environmentally-Sound Urban Services

### OUTCOMES

- *Women are engaged in the design, management, monitoring and evaluation of the provision of basic services;*
- *Women and vulnerable groups have access to basic services and infrastructure.*

### INDICATORS OF ACHIEVEMENT

- *An agreed number of countries and cities adopting improved infrastructure governance frameworks ensuring the involvement of local authorities, communities, men and women, boys and girls and other vulnerable groups;*
- *An agreed number of countries demonstrating increased and sustainable access by the urban poor, especially women, to adequate clean water, improved sanitation and waste management.*

## Introduction:

When water and sanitation facilities are poor, it is women and girls that suffer the most. It is women and girls in informal settlements that are generally tasked with the laborious task of water collection for their families and when sanitation facilities are poor, women and girls suffer more from health problems, and the indignity caused by lack of privacy and risks to personal safety when having to relieve themselves in secluded places. Furthermore, water and sanitation services both, in terms of level of distribution and access, are often insufficient and poor in informal settlements, aggravating social and economic inequalities. Other concerns include fuel use, and public transportation.

The GEAP seeks to ensure that both men and women participate in the planning and provision of urban services that cater to their basic needs, while managing the risks of urban pollution. Thus efforts to address these concerns have been directed towards improving women's access to basic urban services, increasing their level of participation in the management of the urban environment at local and national levels and the support of macro-credit programmes that will enable poor women to benefit economically by becoming providers of water and sanitation services.

## Achievements:

As UN-Habitat works to help support the establishment of better governance and infrastructure for the delivery of basic services, it recognizes that women and men have different priorities and needs. Successful efforts have included the development of women-led water, sanitation and microfinance programmes.

For example, under the Water for Cities Programme in Asia and the Mekong Regional Water and Sanitation Initiative there have been several achievements:

- Poverty mapping and gender assessment of municipalities as the basis for pro-poor gender

responsive urban governance (piloted in Nepal, Laos, India and Vietnam) and had also developed a toolkit for its assessment.

- Pro-poor financing mechanism by local authorities and Water and Sanitation Users' Committees (WUSCs) for the fund access to ultra poor families towards sanitation and water supply with focus on women headed households.
- Introduction to pro-poor tariff system and access to credit for affordable service fee to poor households.
- Gender mainstreaming and capacity building at national and local level integrated into each project with GWA and gender mainstreaming capacity enhancement component.
- Initiation of Gender Task Force (GTF) of Asia in all countries with UN-Habitat presence (Nepal, India, Pakistan, Myanmar, Vietnam, Regional Office for Asia Pacific) and terms of reference have been developed for its operations.

While under the Lake Victoria Water and Sanitation Programme (LVWATSAN) there are flourishing efforts in promoting women's economic empowerment through managing water or developing income-generating activities for sustainable incomes for women. For example, the project provided Water Kiosk as one of its physical interventions and run by a woman identified as vulnerable by a woman's group. In Kyotera, Uganda, the involvement of women in water and sanitation services has led to their inclusion and participation in local development committees and local government sees them as partners in development.

The Water and Sanitation Branch has been building a database of Africa focused gender disaggregated information related to water and sanitation and promoting its use in formulation and implementation of evidence-based policies. The final report is in progress.

Training workshops on Inclusive Participatory Water and Sanitation Management, Community Capacity Building for Responsible Action and Equitable Demand Management for water, sanitation and hygiene was completed in June 2011. Training manuals will be reviewed for publication. There is also a video on the Training and Capacity Building programme to showcase best practices, which is being finalized before the WUF 6.

### **Challenges**

Lack of proper budget for GEAP activities, lack of disaggregated data at all levels, lack of commitment/awareness on local authorities, community to mainstream gender in water and sanitation initiatives at all levels.

### **Collaborating Partners (as indicated in the GEAP matrix)**

Universities, GWA, HC, Gender and Climate Change Alliance, Gender and Water Taskforce.

### **Outstanding Deliverables (as per GEAP outputs)**

- 4.1 Report of research studies on energy and transport (ref. 4.1).
- 4.2. Development of gender-responsive urban services frameworks and technologies (ref. 4.3).
- 4.3. Three regional training workshops and seminars on women specific targeted interventions (ref. 4.5).

### **Conclusion**

An important thematic priority under this focus area is to strengthen women's participation in local governance to ensure their input into its planning, implementation and monitoring for access to water and sanitation. Such initiatives have been very positive in several contexts. However, there remains a need to assess the impact of initiatives to provide poor women with access to finances for the development of water and sanitation facilities.

## 2.5 Action Area 5: Strengthened Human Settlements Financing Systems

### OUTCOMES

- *Finance institutions adopt policies to make finance available for affordable housing and infrastructure with specific windows for poor women and youth;*
- *Women's organizations are empowered and access by women and youth to finance affordable housing and infrastructure is increased.*

### INDICATORS OF ACHIEVEMENT

- *An agreed number of slum-dwellers and women's organizations empowered to access institutional credit for housing, through effective organization;*
- *An agreed number of countries with pro-poor and women's housing programmes, finance institutions and support systems utilizing domestic capital.*

### Introduction

The majority of women in cities work in the informal sector and are challenged from a lack of assets and the high interest rates of borrowing financing to be able to access affordable finance for housing in urban areas. The GEAP seeks to increase women's access to affordable loans for housing, while also promoting advocacy for women's housing rights.

### Achievements

The work undertaken under this focus area sought especially to help low-income women to secure homes through special loans and credit guarantees, through innovative mechanisms

such as the Women Land Access Trusts (WLATs) and housing cooperatives. Communities have subsequently been mobilized to address issues of access to affordable housing.

In collaboration with the Government of Kenya, Ministry of Housing and in partnership with Shelter Afrique, the Mavoko Sustainable Neighbourhood Programme seeks to provide access to concessional mortgage loans to beneficiaries towards the acquisition of low-income housing units.

Other key actions have sought to improve knowledge on slum and infrastructure upgrading with a focus on women and have led to 66 urban profiles linked to gender being produced. Other information products generated included posters, brochures and exhibition materials considered men and women as different target audiences.

Three workshops have been held for women groups in the Amui Djor in Ashaiman Municipal Assembly, Ghana on capacity development for livelihood skills. In Indonesia both Local Finance Facilities (LFF's) in Solo and Jogja held a workshop on financial literacy in 2010 and 2011, with emphasis on women headed households.

### Collaborating Partners (as indicated in the GEAP matrix)

COHRE, HC, Ministries of Local Government, Women's Land Access Trusts (WLATs) and the UN-Habitat Gender, Youth and Lands & Housing Units

### Conclusion

Going forward UN-Habitat will utilize the WUF 6 to review and explore appropriate methodologies and channels of delivery for more sustainable access to land and housing.

## 2.6 Action Area 6: UN-Habitat Commitment to Gender Balance and Gender Mainstreaming in all Programmes

### OUTCOME

- *Increased number of UN-Habitat programmes that mainstream gender into their work;*
- *Increased number of women employed by the organization at the professional and senior management level and in projects;*
- *Gender-responsive Habitat country programme documents.*

### INDICATORS OF ACHIEVEMENT

- *Improved gender balance, and gender mainstreaming in UN-Habitat programmes.*

#### Introduction:

UN-Habitat seeks to strengthen, across the agency, its own performance, procedures and monitoring for GEWE. Consequently, the GEAP outlines an approach for gender mainstreaming that includes training of staff on gender responsive programming, and developing tools and guidelines for programmes for gender responsive results.

Furthermore, as a result of agency restructuring, the GMU has, since March 2012, moved into the Project Office and is now known as the Gender Coordination and Support Unit (GCSU).

#### Achievements

The GMU has in the past undertaken gender sensitization for gender mainstreaming in human settlements development among UN-Habitat senior staff between June 2009 and June 2011.

All projects seeking funding will go through the new Project Accrual and Accounting System (PAAS) process. The new PAAS template, which is approved and in pilot, now requires and reviews, submitted projects for elaboration of a gender strategy, the presence of gender equality indicators and clear budget lines for implementation of the gender strategy in a log frame format. The checklist of gender equality related questions, recently developed to support staff (particularly the GFP and Gender Coordination and Support Unit) in assessing the extent to which gender equality and empowerment of women have been mainstreamed into projects and programme, should, if effectively implemented and sustained, enhance staff capacity and over time improve the integration of gender into projects and programmes.

The development of gender issue guides, underway with the planned training workshop, (initially for three of the seven thematic areas: Risk Reduction and Rehabilitation, Urban Planning and Housing and Slum Upgrading) are expected to increase the understanding of gender concerns and needs in the thematic areas and develop staffs' (and partners') capacity to address gender issues. They should also offer the needed practical guidelines to staff and programme managers to further implement gender mainstreaming and women's empowerment.

#### Challenges

Gender sensitization training has been a one off activity and no programme has been developed for sustained support, co-ordination and training for professional staff to sustain gender responsive programming.

A gender evaluation of gender mainstreaming in UN-Habitat programmes was completed in February 2011, and highlighted institutional challenges for gender mainstreaming at the policy and programme levels. Among the key distinct issues raised, includes the lack of specific gender-mainstreaming objectives in the medium-term strategic and institutional framework; the lack of regular monitoring of the implementation of the GEAP; the limited role played by senior

management and the steering committee of the MTSIP in supporting gender mainstreaming and monitoring the implementation of the GEAP; in addition to an inadequate match between expectations, ambitions and practices of the GMU and its capacity, given the current human and financial resources; and the need to clarify roles and responsibilities in the institutional set-up for gender mainstreaming.

With regards to gender balance, UN-Habitat prepares an annual report for the Governing Council. The most recent report provided by Human Resource Management (HRM) for purposes of this review shows severe shortfalls in reaching a balance especially among professional, senior management levels (See Appendix 2-Senior Staff and Consultant Statistics).

**Collaborating Partners (as indicated in the GEAP matrix)**

Donors, governments and Institute of Social Studies (ISS)

**Outstanding Deliverables (as per the GEAP outputs)**

- 6.1. Field training in gender mainstreaming in Africa and the Arab States, and Latin America and the Caribbean (ref. 6.5).
- 6.2. Train UN-Habitat staff in gender mainstreaming into urban development programmes (ref. 6.7.1).

**Conclusion**

In efforts to widely publicize and share lessons, there is currently a gender audit underway that is (as one of its outputs) documenting and creating a compendium of good practises on gender mainstreaming and women’s empowerment programmes in field operations of different countries and Headquarters. Further, UN-Habitat coordinated a United Nations system-wide effort to prepare a special feature on gender and sustainable urbanization for the United Nations Internet Gateway on the advancement and empowerment of women. See <http://www.un.org/womenwatch/feature/urban/>. The feature focuses on key issues, resources and fact sheets

to increase awareness and understanding of gender issues in urban development, and as a contribution, to mark the thirtieth anniversary of the adoption of the Convention on the Elimination of All Forms of Discrimination against Women. The feature highlights gender and women’s human rights issues in cities and towns, especially the plight of urban poor women, who mostly live and work in slums and informal settlements. A gender web page ([www.unhabitat.org/gender](http://www.unhabitat.org/gender)) was developed to promote the exchange of information and learning about UN-Habitat GEWE programmes. UN-Habitat has, with its partners, further developed a women’s information portal <http://www.womenandhumansettlements.org> to facilitate a global exchange of information, learning and experiences on issues pertaining to women and human settlements. The portal was launched in October 2010 at World Habitat Day. These platforms, publications and reviews provide insights, learning and sharing of experiences that will strengthen gender mainstreaming efforts.

**Women in Solo Indonesia carry materials  
for upgrading their houses**

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# 03

## Good Practices, Lessons and Achievements

Since the inception of the GEAP in 2008 several good practices and lessons have been realized with collaborating partners.

### 3.1 Tools and manuals

There is evidence of widespread development and use of the various tools and manuals that have been developed in collaboration with GEAP partners. Such tools have included:

- Practical guide on Building Safe and Inclusive Cities has been developed in partnership with JAGORI in India in 2011.
- Cities and Climate Change Initiative (CCCI) has developed a gender responsive checklist for initial assessment of climate change impacts at the city level.
- The Global Land and Housing Campaign of the HC is collaborating with the United Nations Development Programme (UNDP) Democratic Governance Unit's Global Thematic Programme for Accelerating Access to Justice for Human Development through the initiative Engendering Bottom-up Justice Reform: Grassroots Women's Tools for securing Access to Justice.
- The GLTN developed the Gender Evaluation Criteria (GEC) Framework and contracted with the HC to carry out pilots of the framework in Brazil, Nepal and Ghana. Gender criteria is a framework (in the form of questions and indicators) that may be utilized to ensure that land tools (defined as practical ways of achieving objectives set by laws and policies) are gender sensitive, incorporating both women's and men's experiences, needs and participation. HC reports that the piloting process helped to advance the long time organizing efforts of grassroots women in Ponte do Maduro, an area of Recife, Brazil. A major success was announced during the WUF 5. The area, which has been occupied for over 100 years, but whose residents remain living with unsecure tenure, will be regularized thanks to the efforts of grassroots women working with Espaço Feminista of Recife, Brazil and thanks to the commitment of Pernambuco State governor Eduardo Campos. Ponte do Maduro is the name given to the four communities that account for more than 8,000 low-income families that live in an area of approximately 50 hectares in one of the oldest informal settlements of Recife. The Gender Evaluation Criteria has also been rolled out in Uganda in collaboration with Uganda Land Alliance 10 districts. The

- training tool, *Designing and Evaluating Land Tools with a Gender Perspective*, has been developed as a complementary package to the Gender Evaluation Criteria, in order to build capacity around how to apply the criteria in practice. It has been designed specifically to enable land professionals to independently use the criteria in their work.
- The HC has been supporting the development of the Local to Local Dialogue Methodology since 2002. With UN-Habitat support, six grassroots women's groups piloted the process in Argentina, Czech Republic, Kenya, Russia, Tanzania and Uganda. Since then, network members of the HC have developed a way to adapt the methodology to their local communities, which has led to significant changes in the position of grassroots women in local decision-making.
  - UN-Habitat partners: Huairou Commission, United Nations Development Programme AIDS Team and COHRE launched a pilot process for their recently published manual entitled *Tools for change: grassroots women utilizing human rights tools to advocate for women's housing and land rights in the context of HIV/AIDS*. This pilot process is currently ongoing in Cameroon, Uganda and Zambia.
  - As a member of the United Nations Evaluation Group (UNEG) UN-Habitat has developed a guidance document, *Integrating human rights and gender equality in evaluation: Towards UNEG Guidance* published in 2012. Evaluation policy and guidelines that incorporate gender specific assessments are in draft form and awaiting review and approval by senior managers and the Governing Council. Current restructuring has slowed the process.
  - UN-Habitat and the United Nations Office for Project Services signed a memorandum of understanding on the development of practical training tools on gender, local development and decentralization under the *Universitas Forum* for use by universities, government departments, training institutions and civil society.
  - *Gender in Local Government. A Sourcebook for Trainers*, authored and published in 2008 by the staff of the Capacity Development and Training Unit and was used in the 2009 gender training for programme/project managers. This is a good companion to a practice publication on *Gender Mainstreaming in Local Authorities*, published also in 2008. Drawn from the best practices database, this featured case studies around the themes of women's empowerment, governance, women's safety and security, housing and security of tenure from Europe, Africa and Asia.
  - *Framework for Gender Mainstreaming. Water and Sanitation for Cities* published in 2006 continues to be applied and further developed in major multi-country projects such as the Lake Victoria Water and Sanitation Programme involving several countries and in the Regional Office for Asia and the Pacific (ROAP) such as in Pakistan.
  - The Housing Division has developed a methodology for carrying out an urban housing sector profile at country level. The work has been ongoing and the framework has been piloted by drafting an urban housing sector profile for Malawi, published in October 2009. The methodology for the profile is gender-sensitive. Gender and youth are included as cross-cutting issues within this methodology for an urban housing sector profile. The sector profiles thus include a systematic analysis of 1) the access that women have to housing and land (for example legal barriers, traditional barriers, data on ownership) and 2) the initiatives that are undertaken to promote gender equality with respect to housing and land (for example programmes of women action groups, legal assistance to women in land disputes, etc.). Housing Profiles have been produced for: Ghana, Zambia, Nepal, Malawi, Uganda, Senegal, and Tunisia (exceeded the GEAP target of 4).
  - *Improving Gender Equality and Grassroots Participation through Good Land Governance, A training package* (2011). It is designed for professionals, working in the field of land, governance, grassroots participation and

gender in public institutions or civil society organizations. The goal of the training is to improve women's land and property rights and promote the participation of grassroots communities in land processes. The focus is on gender equality and grassroots participation as vital dimensions of good land governance. The training package is prepared in two volumes: Trainee's Handbook: Readers and References and Trainer's Guide and Training Tools.

### 3.2 Publications<sup>12</sup>

- ***Les Formules de Tenure Partagee pour les Femmes*** (2012) Cette publication fournit un tour d'horizon mondial des droits sur les biens matrimoniaux et de co-proprieté, tant dans la législation qu'en pratique, et cherche à cerner des formes de tenure plus innovantes et susceptibles de bénéficier aux femmes.
- ***Gender and Urban Planning*** (2012). If policies to improve and enhance places are to address gender inequality, they must also take into account the issues and needs of both women and men. The policy implications are clear. Gender-sensitive urban planning starts with the needs of people in communities. The design of places and spaces needs to reflect the socio-cultural needs of women as well as men, girls as well as boys. Existing policies and programmes need to be scrutinized to see how they can be adapted to become more gender aware and bring about genuine gender equality.
- ***Gender and Economic Development*** (2011). This report surveys research and policy in the field of gender and economic development, with particular emphasis on economic literature and practice.
- ***Evaluation of Gender Mainstreaming in UN-Habitat*** (2011). The objectives of the evaluation are to assess UN-Habitat's efforts in mainstreaming gender across its programmes and policies.
- ***IGUALDAD DE GÉNERO PARA CIUDADES MÁS INTELIGENTES: Desafíos y Avances*** (2012) La promoción de la igualdad de género y el empoderamiento de las mujeres es la tercera de los ocho Objetivos de Desarrollo del Milenio consensuadas por la comunidad mundial en el año 2000, a fin de hacer frente a los desafíos sobrecogedores de principios de este siglo 21. A medida que las poblaciones se tornan cada vez más urbanas en todo el mundo, este tercer Objetivo es también vital para la expansión sostenible de pueblos y ciudades.
- ***Gender Equality for Smarter Cities*** (2010) is a publication, which highlights some of the key gender issues we face in the context of rapid urbanization in the developing world. It also provides an overview of UN-Habitat's work in promoting gender equality in all its activities and programmes.
- ***Gendering Land Tools*** (2009). This publication, from the GLTN, presents a mechanism for effective inclusion of women and men in land tool development and outlines methodologies and strategies for systematically developing land tools that are responsive to both women and men's needs.
- ***Women's Safety Audit: What Works and Where?*** (2009). The Women's Safety Audit is a tool that enables a critical evaluation of the urban environment. The Women's Safety Audit tool was first developed in Canada following the recommendations of the 1989 report on violence against women and has further been developed by UN-Habitat in the cities of Cape Town, Johannesburg, Durban, Dar es Salaam, Abidjan, Nairobi and Warsaw.
- ***The Global Assessment on Women's Safety*** (2009).
- ***Not About Us Without Us: Working with grassroots organisations in the land field*** (2009). This report provides detailed criteria to assess grassroots participation in order to determine whether it is genuine, effective and rights-based.

<sup>12</sup> Source: UN-Habitat <http://www.unhabitat.org/list.asp?typeid=15&catid=303>

- ***Gender Equality for Smarter Cities: Challenges and Progress*** (2009). This book highlights some of the key gender issues we face in the context of rapid urbanization in the developing world. It also provides an overview of UN-Habitat's work in promoting gender equality in all its activities and programmes.
- ***Gender evaluation criteria for large-scale land tools*** (2009). The gender evaluation criteria framework explores how to judge whether a large-scale land tool is sufficiently gender-responsive, to identify where more work needs to be done, and possible entry-points to make a tool equally beneficial to women and men. In 2010 a French edition was issued: *Les critères d'évaluation du genre pour les outils fonciers à grande échelle*.
- ***Gender in Local Government – A sourcebook for Trainers*** (2008). It is designed as a companion to other UN-Habitat training tools, providing local government trainers with the background and tested training methods they need to strengthen the gender dimension in their day-to-day training activities.
- ***Gender in Local Government: A Sourcebook for Trainers (Portuguese)*** (2008) is designed to assist training institutions in mainstreaming gender concerns in local government capacity building activities and in human settlements training activities conducted by Habitat Agenda partners.
- ***Gender Mainstreaming in Local Authorities - Best Practices*** (2008). Many initiatives to mainstream gender by local governments have been documented.

### 3.3 Gender Equality Competency

Some programmes such as water and sanitation, GLTN, Training and Capacity Building, and Safer Cities have GFPs and/or gender specialists that work independently of each other, but have nevertheless effectively promoted gender responsive

initiatives in their respective sectors. It could also be concluded that the presence of gender expertise and interest explains why these are moreover the programmes/Branches that have received/secured the most funding for gender specific activities from the Government of Norway. While those areas that lack GFPs coincide with the absence of measures to promote gender equality in programmes.

### 3.4 Partnerships

UN-Habitat has carried out all of the planned GEAP actions in partnership with women's organizations, women's specialized substantive networks, governments, United Nations agencies, international non-governmental organizations (NGOs) and development partners. Especially where there is clear understanding and utilization of the different insights and differing roles and responsibilities that each partner can play to advance and address inclusive and equitable human settlement. Indeed success has been highly dependent on partnership collaborations, especially where subject matter networks play a key coordinating role, for example, the GWA, while the HC has played a critical role in mobilizing grassroots women. The Gender Mainstreaming Evaluation (2011) noted that there is need to expand partnerships that are inclusive of grassroots organizations while reaching out to professional and other organizations.

### 3.5 Programmes

Selections of programmes that represent some good GEAP practices are highlighted below:

#### Action area 1: Advocacy and Monitoring Gender Equality in Cities

- Research papers on gender and urban planning prepared as an input for the: *Cities and Climate Change Initiative: Global Report on Human Settlements 2011*, and on *Planning Sustainable Cities: Global Report on Human Settlements 2009* and the *State of Women in Cities Report 2009* is currently under publication and will be presented at WUF 6.

## Action area 2: Urban Planning Governance and Management

- UN-Habitat and partners launched the *Global Assessment on Women's Safety* and the *Women's Safety Audits: What Works and Where?* a comparative assessment of audit use that has seen uptake across several regions. This initiative has seen positive outcomes, such as increased visibility of gender, human settlements and safety in UN-Habitat work with partners and increased understanding on the issues and challenges of women's safety in urban spaces.
- As an important step towards inclusive urban planning, management and governance, CCCI has developed a gender responsive checklist for initial assessment of climate change impacts at the city level. This checklist has been tested in two cities: Kampala, Uganda and Kathmandu, Nepal. In Kampala, the checklist was tested with assistance from a consultant. Further roll out of the checklist in other CCCI cities is anticipated.

Other good practice GEAP programmes include:

- Support for gender mainstreaming in local governance in Ghana

UN-Habitat provided support to the Local Government Training Institute in Ghana to train 30 planning officers and district executives (mayors) from selected metropolitan, municipal and district assemblies. The objective of the training was to build skills and facilitate gender mainstreaming at the local government level for sustainable development against a background of political decentralization that signals a shift towards a more equitable allocation of power and wealth at the local level. Mayors gained an understanding of gender issues in municipal development and the need to support adoption of gender action plans and budgets developed by planning officers. According to Mr. Rex Daniel Wussah, Mayor and District Chief

Executive of Dangme East District Assembly, the training course inspired the local district assembly to appoint a gender focal person to promote gender issues in the district, a move which has facilitated implementation of a gender action plan. For the first time, the District Assembly allocated a budget for gender mainstreaming of the equivalent of USD 2,000 in the 2009 supplementary budget, and of the equivalent of USD 5,000 in the 2010 budget. More than 100 staff members at the Assembly and decentralized departments have taken part in gender awareness-raising workshops.

- Gender mainstreaming in Municipal Management in Costa Rica as part of UN-Habitat's work in Costa Rica, pilot work on gender in municipal management has been concluded. Five dialogues on municipal management and gender budgeting took place in the cities of Heredia, Flores, Puriscal and Talamanca. These dialogues will be replicated in other cities and at various government levels to reinforce gender equity in administrative processes and municipal project and policy development.
- Support for up-scaling of the local to local dialogue methodology

The local to local dialogue methodology can empower women at the grassroots level to solve community problems through constructive dialogue with local authorities, community leaders, government departments and institutions, the private sector, development partners and civil society, among others. For that reason, UN-Habitat supported the replication by the HC and Groots Kenya of the local to local dialogue methodology in West Africa, Latin America and the Caribbean in 2009 and in the Asia region in 2011/2012, specifically in the Philippines and Indonesia. As part of this programme, grassroots women have the opportunity to assess the gender responsiveness of the people's process, a dominant UN-Habitat methodology in technical cooperation. It is expected that the findings of this assessment will

contribute towards making the peoples' process more gender responsive and empowering for women.

### **Action area 3: Land and Housing**

- In Columbia the Early Recovery and Gender in Land Reform Programme has seen the introduction of protocol and guidelines for dealing with Sexual and Gender-Based Violence (SGBV), the introduction of gender criteria for land and natural disasters guidelines implementation and now in place, is a system of gender based indicators in discussion with entity responsible for victims and reparation law.
- Housing Profiles produced for: Ghana, Zambia, Nepal, Malawi, Uganda, Senegal, and Tunisia (exceeded target of 4).
- Gender-sensitive *Policy Guide on Rental Housing* produced and published in 2011.

### **Action area 4: Access to Environmentally-Sound Urban Services**

- In five Pakistan cities the Water and Sanitation Improvement through Gender Mainstreaming and Capacity Building of Local Authorities activities have led to at least 200 local government officials being trained in gender sensitive planning. They in turn supported women's participation in local action planning. A total of 323 women were equipped with leadership skills in 24 informal settlements. Women's groups helped monitor the construction of seven motorized water pumps, five hand water pumps and eight water filtration plants in their communities. In addition, nine water supply schemes were repaired and rehabilitated. Women were also made aware of water treatment methods hence the provision of clean drinking water. More community infrastructures were improved. Sixteen street pavements constructed in six cities, made it easier for the elderly to move around the community and for children to play in the streets. Separate toilets for women and men in the Gilgit City bus stand. New and innovative solid waste collection methods were introduced for 24 informal settlements in six cities.

- The 'Sanitation Micro Credit initiative: a response to improved sanitation facilities for the poorest women in Lake Victoria Region' is a programme of the Lake Victoria Water and Sanitation Program (LVWATSAN). One of the impacts of the project on the beneficiary communities was their commitment to form and establish structures where they would save money, so as to qualify and get the loans. The micro credit programme on sanitation focussed attention on improving or upgrading existing facilities to promote health while at the same time providing new facilities where necessary. Community members were at the centre of all the pre-planning, planning, design, decision-making and implementation stages of the sanitation programme. One of the achievements seen is that men and schools were included in the sanitation project after an increased demand for their inclusion and participation.

### **Action area 5: Strengthened Human Settlements Financing Systems**

- Capacity Building for Local Participatory Planning and Budgeting and Gender Mainstreaming in Congo DRC, Mozambique and Senegal. In Mozambique, this project consisted of supporting municipalities in implementing the three phases of participatory planning cycles: diagnosis, planning, and implementation. Each of these phases is supported with specific capacity building interventions in the preparation, establishment and management of the local planning processes. All activities were designed to be undertaken with a strong emphasis on gender mainstreaming and the participation of women in the decision-making processes, mainly through:
  - Specific training modules on gender and gender mainstreaming;
  - Focus on women as main target for project awareness activities; and
  - Emphasis on women's participation in newly established neighbourhood councils.

However, the use of Gender Equality Index to collect baseline data and measure progress at the end of the project was not finally implemented due to lack of data within municipalities.

### **Action area 6: UN-Habitat Commitment to Gender Balance and Gender Mainstreaming in Programmes**

- The Monitoring & Evaluation Unit represents UN-Habitat as a member of United Nations Evaluation Group (UNEG). UNEG has developed a guidance document, *Integrating human rights and gender equality in evaluation: Towards UNEG Guidance*, published in 2012.
- The Pakistan Settlements Flood Recovery Programme (PSRFP) has purposively recruited teams of men and women for its project field staff to ensure that male and female household members are equally consulted and involved in post-disaster shelter construction and water and sanitation interventions. This is significant considering the cultural constraints in Muslim communities and households, and paved the way for more effective service delivery and sustainability.

The *UN-Habitat Compendium of Good Practices in Human Settlement*, currently under development as an outcome of the Gender Audit, will highlight in more detail, additional good practices emerging from the GEAP.

**Community consultation in  
Kanyama, Zambia**

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## 04

## Challenges

The *Evaluation of Gender Mainstreaming in UN-Habitat* report (2011) draws attention to several constraints that face the implementation of GEAP:

- The GEAP matrix utilizes a results-based management framework but with indicators that are inadequate to the task of effectively monitoring gender mainstreaming, GEWE since they focus on outputs and activities.
- The GEAP has not adequately aligned with the MTSIP, especially in setting out priorities more closely tied to the operational work of UN-Habitat as outlined in the MTSIP. Furthermore, GEAP reporting is not aligned to the MTSIP.
- Some Branches and Units undertake significant gender responsive work in their sectors that makes no reference to the GEAP.

The evaluation also assessed gender mainstreaming in UN-Habitat programmes and highlighted institutional challenges at the policy and programme levels inclusive of:

- Lack of specific gender-mainstreaming objectives in the medium-term strategic and institutional framework.
- Lack of regular monitoring of the

implementation of the GEAP.

- Limited role played by senior management and the steering committee of the MTSIP in supporting gender mainstreaming and monitoring the implementation of the GEAP.
- Inadequate match between expectations, ambitions and practices of the GMU and its capacity, given the current human and financial resources.
- Absence of clarity with regards to roles and responsibilities for gender mainstreaming.

During the current review, consultations and interactions with staff, the following observations and comments were made:

- a) **Apathy:** there is increased awareness about gender and gender mainstreaming as an agenda of UN-Habitat; with some Branches clearly implementing women-specific programmes especially in water and sanitation and security and safety in cities. It was however stated by several staff that gender responsive interventions are not embraced across all Branches and some individuals remain resistant while others said they had never received any form of gender responsive training to enable effective delivery of the gender agenda of UN-Habitat.

b) **Approaches and levels of interventions:** All Branches note that they are undertaking or have undertaken gender work in the past and often refer to women specific programmes. Gender mainstreaming, on the other hand, is not an established and coherent approach to gender work. For example, MTSIP focus areas are the core work of UN-Habitat, yet it does not demand for gender responsive analysis, design, programming of actions, and monitoring and evaluation across all of its focus areas. Although normatively UN-Habitat has made a policy commitment to gender balance and gender mainstreaming there are specific issues of concern:

- Indicators remain at the process level and current measures of gender mainstreaming and women specific interventions will not enable adequate assessment that facilitates strategic results. Thus what will demonstrate impact? This is unclear as there are no indicators to measure this level of outcome change.
- Inconsistency in mainstreaming gender across Branches and Units because gender mainstreaming is not always understood.
- A few members of staff also mentioned that the selection of gender equality interventions is often externally imposed by donors rather than what Branches or Units might want to execute. On the other hand most staff in regional and country offices noted that GEAP work is often perceived to be Headquarters (HQ) driven work, which they are expected to implement, but rarely seek their input, especially with regards to decision making, planning and monitoring, which remain HQ centred. There is the strong sense that the Gender Policy is an HQ policy because field offices are not being held accountable for GEAP. This lack of coherence creates an environment not conducive to the Gender Policy objectives.
- Some staff were also of the opinion that

it is not always possible to do gender work in some of the communities that they were carrying out activities in. They further noted that when they sought help from Headquarters it was not adequately responsive to their constraints and concerns.

c) **Resources:** Overall it was pointed out by most staff that gender perspectives are often invisible in project documents and yet they are approved. This absence means that programme budgets do not adequately provide for gender work unless senior management in a Division, Branch or Unit is interested in allocating resources and pursuing gender issues. Where budgetary allocations are available for gender work it still remains generally unclear (except those specifically provided for by a donor for specific actions) because expenditures for gender work are not consistently monitored. Yet an agenda of gender mainstreaming presupposes that doing gender work is not an option. There is need to track allocations and expenditures and the new programme document template might begin to be helpful in this regard.

d) **Capacity:** The priorities outlined in the GEAP have not called for capacity building of UN-Habitat staff. In fact most capacity building, and there are numerous such activities in the GEAP, is directed at partners and women beneficiaries. For example, strengthening local partners has been essential for ensuring that gender equality issues are addressed in human settlement concerns. Accordingly the GMU trainings that were carried out during the 2010-11 GEAP review period included:<sup>13</sup>

- UN-Habitat and the Metropolis Women International Network organized a capacity building programme on gender budgeting in local governance for representatives of city and municipal governments, and civil society organizations in Canada, held in Montreal,

<sup>13</sup> Progress Report on implementation of the Gender Equality action Plan by the GMU submitted by the Gender Mainstreaming Unit – 2009 – 2011

in November 2011. The training was facilitated by experts and practitioners from the Fulton Council, Atlanta, Georgia, USA, and Berlin, Germany, and was considered as best practices in gender budgeting in their respective countries. The outcome of this training was a commitment by the city of Montreal to strengthen gender budgeting at city level.

- UN-Habitat and the United Nations Office for Project Services signed a memorandum of understanding on the development of practical training tools on gender, local development and decentralization under the *Universitas Forum* for use by universities, government departments, training institutions and civil society. Other partners included the International Development Research Centre (IDRC), the Italian Development Cooperation and the HC. Case studies featuring gender mainstreaming in infrastructure development in Kerala, India, and Women Plan Toronto were published in February 2012 and are available on the website at <http://www.universitasforum.org/index.php/ojs>.
- UN-Habitat has worked to build the capacity of local governments and grassroots women leaders in gender mainstreaming and empowerment of women, through training of trainers from training institutions, cities and local authorities, government departments, and civil society.
- UN-Habitat has continued to promote the use of the sourcebook on gender and local governance and to build local governments' capacities in gender mainstreaming to ensure that the needs and priorities of men and women are met in design and implementation of local policies and programmes. To date three international training workshops on gender and local governance for trainers have been organized in Haifa, Israel, in September 2009, and November–December 2010 and 2011 respectively. The GMU led the organization of the training programme in 2011. The training programme is co-organized by UN-Habitat and the Golda Meir Mount Carmel International Training Centre.
- UN-Habitat provided support to the Local Government Training Institute in Ghana to train 30 planning officers and district executives (mayors) from selected metropolitan, municipal and district assemblies. The objective of the training was to build skills and facilitate gender mainstreaming at the local government level for sustainable development against a background of political decentralization that signals a shift towards a more equitable allocation of power and wealth at the local level. As a result and for the first time, the District Assembly allocated a budget for gender mainstreaming.
- As part of the 'One United Nations' joint programme for Kenya on gender equality and the empowerment of women, a first capacity-building and training workshop on gender and local governance for trainers of local governments took place in November 2010. The workshop focused on the substantive elements of gender representation at the local level including gender concepts, land, urban planning, local economic development, women's participation and the quota system, as well as gender budgeting. Participants prepared individual and joint action plans to facilitate follow-ups in their respective municipalities, ministries and organizations. As a result of this workshop, UN-Habitat has been invited to join a team that train provincial and district officers on government performance contracts and gender. The major partners in this programme are UNDP, UN Women and the Kenyan ministries of local government public service.
- UN-Habitat and the *United Nations Office for Project Services* signed a memorandum of understanding on the development of practical training tools on gender, local development and decentralization under the *Universitas Forum* for use by universities,

government departments, training institutions and civil society. Other partners included the International Development Research Centre (IDRC), the Italian Development Cooperation and the HC.

The last documented training of professional staff was between June 2009 and June 2011 when 60 field staff, including Habitat programme managers, chief technical advisers, and GFPs in Asia and the Pacific, Africa and the Arab States and Latin America and the Caribbean, were trained in gender mainstreaming in human settlements development. There is however no programmed follow-up on gender training especially for all professional staff. A need for a capacity-building programme was identified during this training and a programme was developed to support gender mainstreaming, and the provision of training in gender mainstreaming to staff at Headquarters and in the field and requires follow up, review and implementation.

A new gender unit known as the GCSU was established in February 2012 and is located in the Project Office. It will, as a result, play a coordinating and support role for gender responsive programming.

- e) **Gender Balance:** Gender statistics on staffing highlight huge gender differences. At the end of 2011 there were 56 males and 16 females as senior staff (P5 and above) and consultants numbered 155 males and 88 females. Most UN-Habitat staff tended not to question these gender imbalances in staffing, but instead noted that women have historically tended not to be architects, engineers and planners and these are the key skill sets for their agency. It was found that overwhelmingly the G-staff are female except in areas of information technologies (IT).



**UN-Habitat sign MoU with UN Women towards  
implementation of the GEAP**

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# 05

## Nature of Partnerships

There are several types of gender-related partnerships that were forged by UN-Habitat at various levels.

At the global level at Headquarters, there are international advocacy networks and gender resource groups. Non-governmental organizations such as the HC, Women in Cities, Red Mujer y Habitat, and GWA, are often part of the Gender Equality Assembly. They have been instrumental to sharpening the gender agenda in human settlements since the inception of UN-Habitat and continue to actively pursue capacity building, programme monitoring and advocacy. They are important voices from the community on how to keep UN-Habitat's programmes attuned to the evolving context of women's needs. They are represented in the Governing Council of UN-Habitat and there is active collaboration on gender toolkit development.

There are also international training institutes and research centres that work as resource partners of UN-Habitat for gender and human settlements training and researches. It would be good to explore and identify similar resource centres in the regional offices to co-develop regular gender capacity development programmes for UN-Habitat teams and partners within the region.

There are also the donor or resource partners that accent gender criteria for their support

to UN-Habitat such as the Government of Norway, Swedish International Development Cooperation Agency (SIDA), Department for International Development (DFID), Canadian International Development Agency (CIDA). Their gender advocacy lends an important push to ensure compliance to gender equality standards and reporting on such. This expectation should also be negotiated with all donor partners.

Other United Nations agencies such as United Nations Development Programme (UNDP), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), International Labour Organisation (ILO) and Food and Agriculture Organisation of the United Nations (FAO) are also relevant partners at global, regional and country levels. These play multiple roles as advocacy and technical resources and sources of supplemental funds for joint programmes for field implementation.

At the country level, most partnerships are with national government agencies (for example housing, environment and disaster responses agencies) and local governments. Local implementing partners are a combination of local governments, community-based organizations and non-governmental organizations in the area with expertise relevant to the programme.

## Involving women in reconstruction planning, Afghanistan

© UN-Habitat/Wataru



# 06

## Emerging Issues and Recommendations

The *Evaluation of Gender Mainstreaming in UN-Habitat* report highlighted several recommendations that have been accepted by management with proposed actions currently underway. Additional issues, emerging from this GEAP review, point towards the need to address the following in order to deliver on the goals of the GEAP:

- Given that several **tools and manuals** are developed, there is need for all of them to be translated for increased relevance and use by regions and country offices. There is also a continuing call for wider dissemination of tools and manuals that incorporate dialogue and sharing of experiences with regards to use of these tools and manuals between Headquarters, regions and country offices.
- Each Branch/Unit must have a **gender mainstreaming strategy and clear plans and outcomes for gender equality and women empowerment programming**. However, this requires clear guidance at the normative level on how gender, as a cross-cutting issue, is to be addressed. Monitoring for gender responsiveness in all MTSIP areas is obligatory. These will strengthen the nature of gender equality concerns being addressed in the GEAP.
- Without **political commitment** from the highest level for gender responsive work, the gap between UN-Habitat's commitment to gender equality and its implementation will remain unrealized.
- **Institutional mechanisms** for gender will require clear terms of reference, dedicated resources, strengthening of capacities and P5 level management of the GCSU. There was however, no clear determination on where the newly created institutional mechanism for gender should be located. Some staff saw relevance in placing it where it currently is: the Project Office, since it is argued that this office is where all project documents are submitted and reviewed. Others perceived the Executive Director/Deputy Executive Director office as the logical location to ensure high-level accountability to promote gender equality agency wide. All staff however agreed that the Executive Director's role is crucial and that the person who occupies that office must use their authority to ensure that UN-Habitat's gender equality commitments are consistently promoted and effectively implemented.
- Given that some Branches/Units have **expertise** and interest in gender work, it will be important to harness and/or learn from such examples for the wider work of UN-Habitat.
- Several staff stated that **subject/substantive area specialists** with gender expertise are very

much needed and ideally drawn from a variety of country contexts; not only for the value they will bring to programmes but also as a means to influence the dominant male architects, planners and engineers of the critical relevance of gender equality in all human settlement interventions.

- There are areas of the GEAP focus that remain inadequately addressed. For example, although action areas 2 and 3 have expected human settlement outcomes for **crisis-prone and post-crisis countries**, there are no planned activities or indicators for tenure and safety in housing for post and crisis-prone countries under area 3. While area 2 does have a clear output on gender responsive monitoring tools for such contexts there is nevertheless no clear indicators for gender responsive tools for post-and crisis-prone contexts. Yet such work was clearly underway, for example in Regional Office for Latin America and the Caribbean (ROLAC) and Regional Office Asia and Pacific (ROAP). The lessons here are that there is need to share and learn from such emerging practices and the provision of opportunities to upscale such initiatives.

### Going forward, there is need:

- For more awareness-raising across the agency with regards to GEAP to ensure clarity of purpose. This will also go a long way to helping demonstrate that, for the successful implementation on the six focus areas, they must be perceived as connected actions.
- For a Gender Policy and for the GEAP to be reviewed in keeping with new UN-Habitat priority areas as outlined in MTSIP 2014-2019 and clear GEWE outputs and outcomes adopted for each programme area.
- To build on achievements, especially those that have strengthened local and poor women's representation and engagement with decision making and local authorities.
- To be aware that programmes that have GFPs with clear responsibilities for gender

work have performed better; for example, Water and Sanitation, Land, Training and Capacity Building, and Safer Cities. Gender mainstreaming will thus be further strengthened by setting up a gender expert roster specifically in the focus areas of human settlements to provide regularly expertise that ensures programme design processes incorporate analysis of how planned initiatives potentially affect GEWE and how they are to be monitored. Additionally, link this roster to UN-Habitat GFPs that have been provided with clear roles and responsibilities for each core focus area of UN-Habitat work. Furthermore, create a platform for communication and dissemination of materials between these experts, GFPs, inclusive of GFP in the regions, and reformed GMU, the GCSU.

- For the provision of gender sensitive training to MTSIP focus area teams with the intent to align GEAP goals in the review and update of the MTSIP.
- To strengthen GEWE outcomes by establishing accountability measures to demand and place responsibility for gender work on each senior manager. Concurrently, this calls for the development of gender responsive performance indicators to measure UN-Habitat delivery on gender mainstreaming at agency level and gender responsive programme specific indicators to measure delivery of GEWE outcomes. This also calls for greater recognition of the role that GFPs will play to support Habitat programme managers to promote work towards GEWE.
- For each focus area to be compelled to provide evidenced based and data-disaggregated information as a first step going forward into GEAP 2. The UN-Habitat GUO is positioned to provide such key support and this data, together with its analytical support from GFPs, must foreground each proposal to the Project Review Committee.
- For a gender check should be developed for the use of the Project Review Committee to

assist them in ensuring that, at minimum, each project submission has included an analysis regarding gender equality. GFPs will provide consultative expertise that strengthens the GEWE objectives for the projects being submitted.

- To reconsider the function of the GEAP in relation to the MTSIP. The MTSIP is delivered through a biennial Work Programme. However, the Work Programme has not generally articulated gender outcomes within all of its planned actions for the core programmes. Going forward it will be important to consider whether it might be fruitful to embed the GEAP within the Work Programme document as this is the action plan for the delivery of the MTSIP, the core work of UN-Habitat.
- For the provision of training in gender mainstreaming to staff. Initial efforts at programming gender responsive capacity building at Headquarters and in the field needs to be recognized by the agency and requires follow up, review and implementation.
- For the several gender responsive tools and manuals that have been developed to be more widely disseminated and their implementation supported.
- To measure impact. Mechanisms necessary to realize this are not in place but existing templates such as the “Template for Harmonised Reporting on Progress Implementation of MTSIP” need to be modified to capture:
  - Extent to which gender mainstreaming is being utilized as the strategy to achieve gender equality in every focus area.
  - How gender equality strategies are implemented throughout programmes.
  - Results based indicators for measuring GEWE progress in key priority areas of each focus area.

## Gender Equality Action Plan Assembly, World Urban Forum 6, 2012

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## 07

## GEAP 2

The rationale behind the GEAP (2008-2013) with its six areas of action is to ensure a “focused and coordinated approach to mainstreaming gender perspectives into all UN-Habitat programmes, policies, activities.”<sup>14</sup>

Going forward there are several lessons from the current GEAP, which can inform the development of GEAP 2.

## 7.1 Clarity of purpose of the GEAP

Among several staff there is a lack of awareness of the GEAP especially at regional and field offices. This is an ongoing concern since World Urban Forum 5.<sup>15</sup> Consequently, more awareness-raising on the GEAP is needed as a first step to help implementation of GEAP 2.

The six action areas of the GEAP are planned to coincide with the MTSIP 2008-2013 yet GEAP is sometimes perceived by several staff to be a standalone document. The GEAP thus remains a discrete set of actions with regards to MTSIP and this has hampered GEAP mainstreaming into the MTSIP. Even though gender is a cross-

cutting issue for the MTSIP this has not ensured that gender is reflected in Enhanced Normative and Operational Framework (ENOF), including the indicators for each of the MTSIP focus areas<sup>16</sup>.

Going forward it may be important to examine whether GEAP 2 is needed and ask whether gender equality activities and indicators should instead be wholly located in the Biennial Work Programme of the MTSIP rather than have a GEAP 2 document. This will be critical to consider because MTSIP is the core work of UN-Habitat yet gender is specifically referred to in only three of the five focus areas. In Focus areas 1: Effective advocacy, monitoring and partnership for sustainable urbanization; Focus area 2: Promotion of participatory urban planning, management and governance and Focus area 3: Access to land and housing for all.

If, in going forward, a GEAP 2 is developed then its indicators must be reviewed and actions directed at enhancing and ensuring resources for capacity building for gender responsive programming and creating awareness of the rationale behind the GEAP.

<sup>14</sup> UN-Habitat. 2010. *Gender Equality for Smarter Cities*. Page 31

<sup>15</sup> UN-Habitat, *Report of the First Session of the Gender Equality Action Assembly*. Rio de Janeiro, Brazil, 19-20 March 2010.

<sup>16</sup> UN-Habitat, 2011. *Evaluation of Gender Mainstreaming in UN-Habitat*, UN-Habitat.

## 7.2 Accountability and mechanisms for monitoring

Although UN-Habitat has developed policy statements on GEWE and equal representation of women there are no senior level accountability mechanisms in place to ensure delivery of these outcomes. The GEAP 2 must outline, with the inclusion of templates, the types of work plan and accomplishment reports expected of individual staff and work units.

To ensure gender equality results each action area of the GEAP 2 and focus areas of MTSIP should have at least one outcome statement on GEWE that are aligned to each other and that specify the nature of gender mainstreaming strategies (activities, inputs and partners) for each area.

There is inadequate alignment between the monitoring of the GEAP, the Work Programme and the MTSIP. The MTSIP steering committee must ensure that the recommendations on GEAP indicators provided by the Evaluation of Gender Mainstreaming in UN-Habitat (2011) are incorporated into the Work Programme of the MTSIP. Those recommendations highlight the need for gender responsive performance type indicators and also indicators relevant to specific programming within the focus area. Indicators should be qualitative and quantitative. GEAP 2 must foreground evidence based information and demand that it begin to be consistently collected and analysed for each MTSIP focus area so that monitoring and accountability is enhanced.

A GEAP2/MTSIP checklist should be developed to ensure gender mainstreaming throughout all programming processes and the checklist as part of GEAP2/MTSIP must include the compulsory inclusion of analysis regarding gender equality for each focus area. Each focus area must further be mandated (with guidance from the checklist) to provide a report on GEWE that presents information on GEWE

achievements with regards to stated outcomes and related to the MTSIP focus areas/GEAP 2 action areas. Furthermore, UN-Habitat as a member of United Nations Evaluation Group (UNEG) has already helped develop gendered norms and standards for evaluations. These guidelines must also be applied to the entire MTSIP to ensure accountability for GEWE.

## 7.3 The structure of the GEAP and format

The GEAP is set up as a matrix that outlines expected strategic results and outcomes for each action area, which further specifies outputs, activities, indicators, responsibility, partners, expected funding and timeframe. As a format this is a useful structure in laying out clearly what is expected. However, the limitation of the current GEAP framework lies in not fully operationalizing the MTSIP and the reason may lie in the fact that it is not linked to the Work Programme of the MTSIP; thus missing the opportunity to lay out GEWE priorities as well as measurable indicators in relation to each of the focus areas of the MTSIP.

Furthermore, there are examples of gender responsive work underway at UN-Habitat but perceived by some staff as outside of/or that they do not articulate as GEAP outcomes. This means that if GEAP 2 is developed it must feed all the current work/achievements in GEWE into its new framework and design actions that will be measurable both qualitatively and quantitatively with clear GEWE outcome level indicators as it scales up current interventions.



**Some members of the UN-Habitat Advisory Group on  
Gender Issues (AGGI), World Urban Forum 6, 2012**

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## Conclusion

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Generally when gender issues are evaluated, attention is more often directed at institutional processes rather than at actual results in the lives of women and men. The GEAP requires a more results based monitoring and evaluation to assure effectiveness of programming, better accountability and assessment of impact. An agreed set of indicators will therefore have to be developed. Accountability will also require adequate data to show whether progress is being made in the defined priority areas of the GEAP aligned with the MTSIP.

The GEAP must be a collective response in promoting GEWE. It is consequently crucial that going forward gender work is built into the MTSIP's Work Programme, as this will lead to the transfer of responsibility for the gender equality agenda to all UN-Habitat managers.

Finally, there is need for management to follow through on delivery of the recommendations of the *Evaluation of Gender Mainstreaming at UN-Habitat*.



The 22nd Session of the UN-Habitat Governing Council in April 2009 approved the Gender Equality Action Plan (GEAP) 2008-2013, through Resolution 22/7, Work programme and budget of the United Nations Human Settlements Programme for the biennium 2010–2011. The GEAP expounds on the gender strategy of the Medium-Term Strategic and Institutional Plan (MTSIP) 2008-2013 with the aim to unite all programmes and partners to improve gender equality, women's rights and empowerment of women in human settlement subjects.

The GEAP was developed in recognition that a strategic framework is required for clear and measurable results for improving GEWE. The GEAP recognizes, outlines and draws on the supportive and specific roles of diverse stakeholders and partners for its implementation. The review mechanism of the GEAP is the Gender Equality Action Assembly which is held during the World Urban Forum (WUF) and provides a platform for partners to meet and explore ways of strengthening gender equality in international, regional, and national policies and programmes in human settlement issues.

This report is a documented progress on the implementation of the GEAP covering period from April 2010 to August 2012.

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