Getting Gender Equality and Women’s Empowerment right in cities

In a world whose population is 56% urban, the question of gender equality and women’s empowerment is central to our common urban future. Women and girls make up 75 per cent of the world’s urban poor and these numbers are likely to increase over the next decades. In this issue of *Villes en développement*, articles present initiatives that prime for the implementation of Gender Equality and Women’s Empowerment (GEWE) in different contexts.

The common theme of contributions is the impact that people and/or programmes and projects can achieve. The focus on people/implementers cannot be lost here as personal commitment to GEWE is a catalytic force propelled by those who support gender-responsive action on the ground. There are multiple pathways for contributing towards GEWE.

The takeaway message from is that while there is no ‘one-size-fits-all’ answer on how to improve the lives of women around the world one should highlight how different stakeholders are supporting GEWE, what has worked and what can be replicated in other contexts.

From an academic perspective, Benjamin Michelon focuses on how to mainstream gender in projects. Michelon calls attention to (1) the prior understanding that such an approach requires a buy-in from stakeholders to whom women’s empowerment may not be a top priority and (2) knowledge of the different local needs of women, men, boys and girls.

Lastly, three women offer views from the ground. Maria Elena Langa, mayor of a secondary city in Mozambique, gives us a glimpse into the life of a female politician committed to women’s empowerment and how she has sought to improve the lives of women in her native Mandlakazi throughout her professional career.

Henda Gafsi looks at how Tunisia has made concerted efforts to improve the conditions of women at the local level. Gafsi highlights the joint effort of the Tunisian government and the International Centre of Development for Innovative Local Governance to advocate and monitor gender equality in local governance.

Finally, Claudia Bustos, from the Chilean Ministry of Housing, looks at supporting local female leadership through financing projects and sponsoring learning exchanges with local female leadership in Brazil.

Together in their commitment to GEWE, these authors offer us thought-provoking ideas on how to positively impact the realities of poor urban women and girls.

Dr Laura Lima
Cities alliance
Urban planner
For an operational approach towards gender in urban projects

Benjamin Michelon is a sociologist and urban planner with a post of associate professor at the Ecole d’Urbanisme in Paris. He is also the director of Villes en développement. Below, this researcher presents a survey of the topics and steps that must be included in a gender-based approach towards developing cities.

Both in the North and the South, urban projects exhibit a degree of complexity: identifying priority actions, deciding where to make investments, validating funding and modes of management and identifying partners. This difficulty is currently increasing with demands for wide participation and the obligation to effectively involve urban stakeholders in the framework of good governance. The inclusion of a gender approach in urban projects reflects this obligation and, if given sufficient resources, could represent genuine progress towards an inclusive approach. However, adopting this approach in the framework urban development is not without difficulties. The reason for this is that many players interact with each other in order to define an urban project. On the one hand, within the city in question, local authorities have increased their involvement since the advent of decentralisation. This desire to involve one’s local governance structures, which are made up of ‘urban elites’ with considerable decision-making power with regard to projects, may sometimes be to the detriment of “the most vulnerable social groups” (Pinson, 2009).

On the other hand, donors attempt to push the project in a direction that corresponds to their institutional strategy: capacity building at local institution level is combined with combating poverty and exclusion. This is the purpose of the inclusion of a “gender” approach which is deliberately included by the donor in an attempt to restore a degree of equilibrium to its project.

**From the idea to implementation**

While it is easy to sympathise with this idea, its implementation is nevertheless complex. First, it is necessary to collect and analyse disaggregated data for each group (men and women) in order to identify gender-specific difficulties and evaluate outcomes. It is also necessary to analyse demand, the social and spatial behaviours of men and women, and interactions in order to be able to estimate the necessary measures and investments. At every stage, a participative approach must once again be put in place. Throughout project implementation, a gender-based approach to inter-stakeholder relationships must be adopted. Leadership must raise awareness among the whole population and build confidence among women. Although this process seems to start from good intentions, its implementation encounters difficulties. First, the inclusion of the gender theme in a project requires an educational effort. While the concept has been widely accepted among the donor community (which is not to say that reactions such as “gender is a woman’s thing” have disappeared), it is still unfamiliar and poorly accepted by stakeholders in the countries of the South. Before an issue can be tackled from the gender perspective, local actors need preliminary training and specific awareness raising programmes, both within the teams that lead the projects and among both the men and women who make up beneficiary groups.

The tools and methods that promote a gender-based approach towards urban spaces also need a long-term commitment. It is challenging to impose a given point of view in an environment that is hostile to it. If we study the way different types of city-dwellers live, we can see that that the city is not the same for everyone and that spaces are not shared in the same way by all. The concept of “experienced space” highlights the fact that urban space is not the same for everyone. As early as 1973, Raymond Ledrut revealed the “many contradictions that affect perceptions and behaviours in the system of urban signs and symbols” (Ledrut quoted by Frémon, 1974). The area in question must be subjected to a fine-grained analysis and in-situ observation that takes account of different urban timeframes. It is therefore important to have the time to analyse the practices in question. Subsequently, this analysis may help in the design of an inclusive urban plan. The gender approach must be applied to the entire urban policy, and it is therefore necessary to promote a complete urban development philosophy.

**The citizen level and the institutional level**

Over and above this, the issue of the comprehensibility and operationality of urban projects is raised. Installing a gender-based policy also brings contradictions to the fore. On one hand, it is necessary to present to best advantage the local authority which, although it has not made much progress in the area of parity (e.g. municipal councillors), has full legitimacy in the eyes of donors, and on the other to promote a specific approach that targets groups that are frequently represented by local associations. The participation and involvement of civil society are confronted by the desire to strengthen the institutional capacities of local authorities. It is important to focus simultaneously on the two levels of stakeholders. This is the major question with regard to participation which gives importance to certain groups in this framework.

Furthermore, targeting an urban project with reference to just one way of categorising the population raises the issue of minorities: if we are concerned about equality between men and women, we also need, for example, to deal with the issue of the young and the old. Increasing the number of

goals and sub-goals makes the project difficult to implement. Sociologists have proposed a more effective way of overcoming these simplistic divides, namely looking further in order to take account of intersectionality\(^3\) in order to consider the position of individuals who are simultaneously subjected to several types of social domination or discrimination.

Financial resources, specific commitment and management are necessary to achieve the desired outcomes. Time is also required in order for mentalities to evolve...

Nevertheless, sometimes we can ask ourselves whether the citizens of developing cities have this time at their disposal. Their needs in relation to the major issues are huge; unprecedented population growth in the next 20 years, regions that are vulnerable to climate change, the integration of informal settlements, the construction of smart sustainable cities and cities that seek industrialisation and development, as the World Bank has recently pointed out (Banque mondiale, 2015 and 2017)\(^4\).

Taking account of gender issues in urban projects has the merit of providing a spatial context but bears the risk that the primary aims of urban development will not be met. Perhaps sometimes less can be more...

Benjamin Michelon

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Urban development: Combating gender-related inequalities

The gender strategy of the French Ministry of Foreign Affairs and International development is set out below by two policy officers. Julie Salagnac-Diop is specialised in international urban development, and Ouafae Sananes is a “gender” specialist at the directorate for development and global public goods. With a view to giving women their rightful place in cities, the policy of the French State follows precise planned goals.

Cities contain more than half the world's population and substantial further growth, 95% of it in developing countries, is expected. Cities are a priority area of action for France. A good ability to understand and foresee future developments is a major stake for our foreign policy. Cities provide opportunities for sustainable and inclusive development, particularly with regard to gender equality and the empowerment of women. Urban areas are marked by their cultural diversity which is favourable to the breakdown of the stereotypes, social norms, traditions and customs that prevent women and disadvantaged groups from playing a full role in society. Cities foster social mobilisation and freedom of expression, and thus allow wider participation in political processes and decision-making.

Nevertheless, in spite of these profound changes, women are still severely disadvantaged in cities. Poor women, particularly those living in deprived peripheral zones suffer most. Low skilled, poorly paid, jobs, frequently in the informal sector, mean it is harder for them to earn the income required to gain access to land, decent housing or services that match their needs.

Eliminating gender inequalities, and therefore all forms of discrimination, violence and harassment against women and girls is an absolute precondition. By adopting The Gender and Development Strategy 2013-2017, France has made promoting equality between men and women and the defence of the rights of women into ethical and political imperatives. They are now development goals in their own right, ensuring that development is inclusive, cross-cutting, fair and more effective.

Precise goals for 2017

The Strategy 2013 - 2017 is the outcome of consultation with the entire French development stakeholder community, both institutional and from civil society. It was adopted by the Interdepartmental Committee for International Cooperation and Development (CICID) on 31 July 2013 http://www.diplomatie.gouv.fr/squelettes/liseuses_pdf/liseuse/76990/sources/indexPop.htm. It sets precise goals to be achieved by 2017: raising the awareness of and training male and female development actors, supporting research, fostering dialogue with civil society and introducing accountability for the effectiveness of development aid.

Gender has thus become a cross-cutting theme for France's activities abroad:

1) In the instruments for funding and implementing development projects. All proposals for projects and requests for subsidies are examined from the gender perspective. AFD includes the gender dimension in more than 50% of its projects. Other players, such as Expertise France, the Institut Français or Campus France, include gender in their goals and resources contract and draw up their own action plan.

2) In bilateral, European and multilateral political advocacy. The new urban agenda adopted in October 2016 in Quito during the Habitat III conference on housing and urban development expresses this advocacy at the multilateral level. Member states have made a commitment to ensure that “(basic) services are responsive to the rights and needs of women” §34. At the same time, particular attention [will be given] to security of land tenure for women as key to their empowerment, including through effective administrative systems” (§35).

Moving into all areas and all levels of decision-making

Member states will take “measures to promote women's full and effective participation and equal rights in all fields and in leadership at all levels of decision-making, including in local governments”. (§90). To do this they will promote “initiatives to empower and strengthen skills and abilities of women” (§155).

France is also involved in combating violence. It was responsible for the UNESCO resolution “Learning without fear: preventing and combating school-related gender-based violence “, adopted on 16 April 2015. Gender-related violence on the way to school, inside or nearby schools, in transport and public spaces are an impediment to the empowerment of women and contribute to school drop-outs. In this context, France supports the UN Women "Safe cities" initiative to combat violence in public spaces.

Julie Salagnac-Diop and Ouafae Sananes
Maria Elena Langa is the mayor of Mandlakazi, a secondary city in Mozambique. Known for her strong support and activism on Gender Equality and Women’s Empowerment, Mayor Langa is today one of the main Mozambican political references in that area. She currently holds several positions of responsibility at the national and international levels. Mrs Langa reveals her personal story to us and explains how she includes gender in her office as mayor.

Could you tell us a bit about you?

When the civil war came to an end in Mozambique in 1997, I set up MUCHEFA (an acronym that stands for "Association of Families Headed by Women" in Portuguese) whose purpose was to support women after the war. MUCHEFA's main activities range from educational programmes for children to programmes aimed at increasing women's independence and awareness, and also included the creation of community schools for children whose mothers were working to rebuild their neighbourhoods that had been torn apart by the war.

I was a municipal councillor from 1998 to 2003, when I was elected to the local assembly where I stayed until 2008. I was elected mayor in 2009 and re-elected in 2013. During my first term of office I took part in the creation of REFELA (Locally Elected Women of Africa). I am also vice-chair of the National Association of Mozambican Municipalities (ANAMM).

One of the hallmarks of your political history is your prioritization of gender equality and women’s empowerment. Where does this commitment come from?

It is embedded in my personal experience and in cultural aspects of everyday life in Mozambique. I often witnessed women taking secondary roles in relation to men, they were often in the background of political activism. I concluded that a strategy was necessary to promote equal opportunities for the two genders. However, to achieve equality between men and women, women had to be empowered, educated, and trained. That is, there was a need that was nearly never discussed: that women needed to have the chance to develop skills, to get an education, and to represent themselves on equal footing.

How did you put this commitment into practice with women and girls in your mandate?

When I was mayor, I was able to help the women who did not have an opportunity take part in urban development and governance. I have promoted educational programs for girls, and programs to develop women’s literacy, independence and awareness.

With regard to political participation, my office created a fifty-strong municipal participative forum (male–female parity), representing residents from a variety of social strata and different neighbourhoods. This forum meets four times a year to debate, plan and appraise municipal actions. Its members are representative of each neighbourhood and present not only the difficulties facing each, but also projects for the next year’s work programme.

Apart from the municipal forum, there are also a 30-member women’s forum and a 30-strong young persons’ forum. These interact with the city council and participate in planning activities, monthly public hearings that deal with community concerns and the joint search for solutions to local problems. They also rank the projects that are to be implemented during the next year. A quota of 30% of the projects that are selected for funding specifically target women and children.

In your experience, how can national governments and international institutions support the strengthening of the gender issue?

Firstly, there is still a huge gap in legislation. Our (Mozambican) legislation does not clearly state how gender equality will be achieved. We talk about it a lot, but we need implementation systems and dedicated budgets which support policies that promote gender equality and women’s empowerment.

For example, in politics there is no equality of opportunity for women, and no legal rule for promoting quotas to assist women. Men end up with the advantage during elections for economic and cultural reasons. In addition to the political parties, governments need to ensure that women are given some responsible positions. Second, apart from the need to promote the participation of both men and women in politics, women need to be better trained to represent themselves in the various posts they hold – as community leaders and as local and national elected representatives.

Women’s representation at the decision-making level is certainly a good start but their capacity must also be built. These are areas that international organizations can collaborate with national and local institutions.
Promoting gender equality in the management of local affairs: the actions of a Dutch organisation in Tunisia

Henda Gafsi is an urban planner with a specialisation in the gender approach. In this article she describes the actions of the International Development Centre for Innovative Local Governance (CILG). This has been set up by a grouping of Dutch municipalities (VNG) and focuses on international cooperation in the Mena region.

A national context that is favourable to the involvement of women in local life

For the last six years, public life in Tunisia has been undergoing democratisation which has in general favoured women and the strengthening of local power. Thus, the Constitution of January 2014 enshrines equality between men and women and parity between the sexes in elected bodies. The ongoing process of decentralisation tends to foster greater equality between men and women at the local level. The municipal elections to be held in November 2017 are likely to promote political leadership in urban management by men and women alike.

But one situation is changing too slowly: Tunisian towns still “belong to men”.

In spite of the positive political developments that have been taking place in the country, Tunisian women, even those living in cities, are still discriminated against. In particular, this results in the persistence of rates of female illiteracy and unemployment that are twice as high as for men and by restrictive social control, in particular in public spaces. We should also highlight the marginalisation of women in decision-making bodies such as municipalities, associations and neighbourhood organisations.

In order to remedy these shortcomings, a large number of national and international institutions are working together to improve the situation and foster greater equality, democracy and decentralisation in local governance. CILG-VNG International, is involved in this work, via Pagudel, the Support Programme for Democratic Urban Governance and Local Economic Development.

CILG-VNG International is working for male-female equality in local life

Almost five years ago CILG- VNG International adopted a specific action plan to promote gender equality in the management of local affairs. In particular, the Centre worked towards the creation in 2014 of the National Committee for the Promotion of Male-Female Equality in the Management of Local Affairs (CNP-Egal), under the aegis of the Ministry for Women, Family Affairs and Children, in collaboration with the Centre for Research, Study, Documentation and Information on Women. This committee brings together representatives from Ministries, Associations and International Development Organisations and Programmes who are committed to fostering gender equality and decentralisation.

The activities of CNP-Egal are focused on drafting petitions that advocate gender equality in urban governance. Another central concern is decentralisation and monitoring ongoing reforms, in particular based on “gender interpretations” of legislative proposals (municipal electoral law, framework law on local authorities, regional and urban planning code). Eighty percent of the proposals to modify these texts in line with gender equality have been accepted.

Another major activity of CNP-Egal

In 2015, at the instigation of CNP-Egal, a national charter was drawn up for promoting equality between men and women in the management of local affairs. This charter has been implemented in several cities by local associations working alongside municipalities. It is rooted in the principle that stakeholders who play an active role in local life should work together and make a commitment to implementing public policies, development strategies, budgets and local projects that take account of the needs of both men and women in the different areas of local life.

We should also mention the cross-sector strategy for the inclusion of women in local life in the city of Béja, which was drawn up in 2016 by a local committee made up of representatives of the municipality and governmental and non-governmental organisations. It sets out to help female city dwellers gain independence, have greater access to culture, jobs, responsibilities and decision-making and receive equal recognition to men as major players in regional development.

Five strategic directions have been identified:
- fostering female employability and entrepreneurship,
- reducing the prevalence of violence against women,
- providing access to culture and leisure,
- aiding participation in public life and decision-making,
- implementing systems of governance for the strategy.

Nevertheless, one has to admit that the battle is far from won. Only collective action, with long-term backing from central government, municipalities, associations and supporting institutions like CILG-VNG International, will make it possible to bring about irreversible changes that will foster the development of egalitarian cities, that draw on the qualities of both their men and women.

Henda Gafsi

1. CILG-VNG International is the International Development Centre for Innovative Local Governance, the regional office in Mena of the International Development Agency of the Association of Dutch Municipalities.
Empowering young women to become involved in local life

Claudia Bustos has been in charge of the national neighbourhood regeneration programme at the Chilean Ministry of Housing and Urban Development for the last seven years. In this article she describes a government initiative which, in addition to urban regeneration helps women play a part in local life.

The need for government action to foster gender equality and women’s empowerment has been recognised at international level in the framework of the United Nations Global Sustainable Development Goals and New Urban Agenda. There are a number of routes through which women can gain independence and access positions of responsibility within the community at local or national level. The Chilean Ministry of Housing and Urban Development (MINVU) is sponsoring a prize for best practices for empowering women in the framework of a partnership with the Brazilian and international organisations.

Programme On the basis of the Pernambouc and the Cities Alliance Brazil, the government of the State of Pernambuco and the Cities Alliance Brazil, the government of the State of Pernambuco is sponsoring a prize for local or national level. The Chilean Ministry of Housing and Urban Development (MINVU) is sponsoring a prize for best practices for empowering women in the framework of a partnership with Brazil, the government of the State of Pernambouc and the Cities Alliance Programme. On the basis of the experience gained in the “Quiero Mi Barrio” district regeneration programme and to support knowledge sharing and local initiatives MINVU launched this competition that rewards creative and innovative projects based on the criteria of quality and integration.

"Quiero Mi Barrio" (I love my neighbourhood) was set up by MINVU in 2006 to combat inequality and exclusion in zones where destruction of the urban fabric and social vulnerability are rife. It seeks to set up partnerships between a community and a municipality in order to renovate public space, buildings and/or strengthen social ties.

Identity, security and the environment

The priorities are the outcome of an inclusive participative process. The initiatives are organised around the themes of identity, security and the environment.

The 2016 call for projects marked the tenth anniversary of the Quiero Mi Barrio programme. It rewarded three projects that focused on integration and the ownership of public space which highlight the community leadership role of women and young people. One of the prizewinning projects – tapismo – dealt with the participative regeneration of a wall in a neighbourhood against which refuse was stacked. The initiative included the participation of the local community and schools to create a wall painting and cleaning and recycling activities in order to upgrade this neglected space. The community and the municipal authorities have recognised this initiative as contributing to the identity and the regeneration of public spaces.

Two other prizewinning projects dealt with the integration of migrants within local communities. One of the projects was an action plan that included discussions on cohabitation and shared challenges and meetings organised around food, sport and culture. The other project gave the community an opportunity to launch its first intercultural games. In addition to fostering integration, diversity and inclusion, these initiatives also generated new partnerships between social organisations and local authorities. They also revealed the local stakeholder role played by migrant populations.

Sharing urban experiences

Thanks to the support of MINVU and the Cities Alliance, the prizewinners were able to take part in an exchange of urban experiences in the Brazilian city of Recife. The Chilean delegation met Brazilian and international organisations engaged in community work. It was able to take part in knowledge sharing on the projects and initiatives that have been put in place in the two countries. One of these initiatives – la Boca da Ilha (The Mouth of the Island) – is a community radio that was set up in Ilha de Deus, a fishing village and former informal housing district built on stilts that has become a tourist location in recent years. The prizewinners also met at the Metropolitan Center for Women, which is linked to Recife Women’s Secretariat, where sewing, cooking and craft workshops are organised.

The aim is to enable women achieve economic independence. The Brazilian and Chilean delegations discussed community leadership, the role of women and the need to promote gender policies in urban projects. These reflect local identities and help to produce more inclusive cities. “We won’t forget these experiences” reports the 15 year-old Simón Tejeda, who set up one of the prizewinning projects with a friend of the same age, Natalia Pineda.

Simón Tejeda’s words go to the very heart of what this exchange hoped to highlight and foster: social innovation, and the attempt to achieve independence for the next generation of women who will be leaders in Chilli. The exchanges have also provided an opportunity to evaluate work in another Latin American country and to understand the importance of methodological studies and the lessons that can be drawn from them. Educational exchanges between community leaders help to generate knowledge that is grounded in practical experience. They also enable stakeholders to identify, develop and seek solutions to today’s inequalities which primarily affect women, children, young people and migrants. Local and national governments will not forget this experience, still less the young locally active women who have seen their work gain recognition and who have both contributed to and benefited from know-how.

Claudia Bustos
Publications

Four sections: gender issues in urban development, tools fact sheets, project supervision and appraisal, survey of approaches for taking account of gender in urban development.

The issue of gender is hidden by development. This book shows how and why the concept of gender provides a way of re-examining development.

In the turmoil of the “Arab spring”, feminist demands of a new type have seized the political stage. A critical analysis of the struggle for women’s rights.

Available online

For seven months, the Womenability association has travelled the world conducting a survey of the role of women in public space. Available online.