



GENDER MAINSTREAMING IN LOCAL AUTHORITIES

BEST PRACTICES

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ABBREVIATIONS AND ACRONYMS

ACHPR	African Charter of Human and Peoples Rights
AU	African Union
BCW	Barangay Council for Women
BDC	Barangay Development Council
CAFSU	Le Comité d'action femmes et sécurité urbaine (Women's Urban Safety Action Committee)
CBOs	Community Based Organizations
CCRE – CEMR	Council of European Municipalities and Regions
CCTVs	Closed-Circuit Televisions
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CGE	Commission on Gender Equality
CHRAJ	Commission for Human Rights and Administrative Justice
CODI	Committee on Decorum and Investigation of cases on Sexual Harassment in the city government of Cebu
COHRE	Centre on Housing Rights and Evictions
COMESA	Common Market for Eastern and Southern Africa
CoP	Community of Practice
CORDAID	Catholic Organization for Relief and Development AID
CPFs	Community Policing Forums
CPID	Center for Partnership Initiatives for Development
CRC	Convention on the Rights of Child
CSW	Commission on the Status of Women
DAG	Development Action Group
DAS	Municipality of Ouagadougou

DIABP	Dubai International Award for Best Practices to Improve the Living Environment
DILG	Department of Interior and Local Government
DJI	Deutsches Jugendinstitut
EAC	East African Community
EAGGF	European Agricultural Guidance and Guarantee Fund
EC	European Commission
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECOSOC	Economic and Social Council of the United Nations
EDPRS	Economic Development and Poverty Reduction Strategy
EEA	European Economic Area
EED	Der Evangelische Entwicklungsdienst eV (Lutheran Development Service)
EFSU	European Forum for Urban Safety
ERDF	European Regional Development Fund
ESF	European Social Fund
EU	European Union
EUCPN	EU Crime Prevention Network
FCM	Federation of Canadian Municipalities
FGM	Female Genital Mutilation
FIFG	Financial Instrument for Fisheries Guidance
GAA	General Appropriation Act
GAD	Gender and Development
GBI	Gender Budgeting Initiatives
GBV	Gender-based Violence
GDP	Gross Domestic Product
GFPs	Gender Focal Points
GRBs	Gender Responsive Budgets
GRBI	Gender Responsive Budgeting Initiatives
GROOTS	Grassroots Organizations Operating Together in Sisterhood
GWIA	Grassroots Women's International Academy

HIC	Habitat International Coalition
HIC-WAS	Habitat International Coalition Women and Shelter Network
HIPC	Heavily Indebted Poor Countries
HIV/AIDS	Human Immuno-deficiency Virus / Acquired Immune Deficiency Syndrome
IBIS	A funding agency
ICASA	International Conference on AIDS and Sexually Transmitted Infections in Africa
ICPC	International Centre for the Prevention of Crime
ICPD	International Conference on Population and Development
ICT	Information Communication Technology
IDRC	International Development Research Centre
ILGS	Institute of Local Government Studies
ILO	International Labour Organization
INAMU	Women National Institute
ISPs	Internet Service Providers
IULA	International Union of Local Authorities
LGRP	Local Government Reform Program
LSR	Local Sectoral Representation
MAP	Men as Partners Program
MCDGC	Ministry of Community Development Gender and Children
MD	Municipal Departments
MDGs	Millennium Development Goals
MGFT	Municipal GAD Focal Team
MLGRD	Ministry of Local Government and Rural Development
MWCSW	Ministry of Women, Children and Social Welfare
NCCW	Naga City Council for Women
NCPC	Naga City People's Council
NCPS	National Crime Prevention Strategy
NDAP	National Decentralization Action Plan
NEDA	National Economic and Development Administration
NEDLAC	National Economic, Development and Labour Council

NEPAD	New Partnership for Africa's Development
NGOs/POs	Non-Government and People's Organizations
Nisaa	Nisaa Institute for Women's Development
NSGRP	National Strategy for Growth and Reduction of Poverty
OSW	Office on the Status of Women
OVC	Orphan and Vulnerable Children
PACT-USA	A nonprofit corporation
PCWB	Provincial Commission for Women of Bulacan
PO- RALG	President's Office Regional Administration and Local Governments
POWA	People Opposing Women Abuse
Pro-GAD	Program on Gender and Development
PRS	Poverty Reduction Strategy
PWC	Parliamentary Women's Caucus
RCCTT	Rape Crisis Cape Town Trust
RWN	Rwanda Women Network
SADC	Southern African Development Community
SALGA	South African Local Government Association
SFWF	Seoul Foundation of Women and Family
SIDA	Swedish International Development Agency
SMS	Short Messaging Service
SPARC	Society for the Promotion of Area Resource Centres
SSP	Swayam Shikshan Prayog
STCUM	La Société de transport de la Communauté urbaine de Montréal
TLOs	Tole/Lane Organizations (CBOs)
UN	United Nations
UNCDF	United Nations Capital Development Fund
UCLG	United Cities and Local Government
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund

UNIFEM	United Nations Development Fund for Women
UN-HABITAT	United Nations Human Settlements Programme
USAID	United States Agency for International Development
VAW	Violence Against Women
VoH	Village of Hope
VSO	Voluntary Services Overseas
WDF	Women Development Fund
WEED	Women Empowerment through Enterprise Development
WEU	Women's Empowerment Unit
WHP	Women and Habitat Programme
WNC	Women's National Coalition
WSSD	World Summit on Social Development
WUF	World Urban Forum

FOREWORD



Good local governance must address gender equality and social inclusion. The goal of gender equality is central to the mission and mandate of UN-HABITAT: to promote sustainable and inclusive cities and shelter for all. There can be no

sustainable urban development without considering the specific needs and issues of women, men, girls and boys within the urban context. Since the late 1980s, UN-HABITAT has been engaging partners on women's full participation in human settlements development, as well as in gender equality in urban areas. For women to enjoy equality with men in enjoying the full benefits of urban life a range of policies, structures, resources, capacities, and programmes have to be in place. Interventions for addressing the basic needs of women need to go hand-in-hand with those that enhance women's effective participation in governance. From the 1990s, gender mainstreaming was introduced, to help address basic inequalities in a systemic and comprehensive way.

Local governments increasingly have become arenas offering opportunities to women to influence the development agenda. Many of the best practices incorporating gender concerns into local governments display outstanding leadership at the local level, and strong engagement with civil societies, especially with women's organisations.

Often, but not always, there is a supportive policy framework at the national level. The initiatives described in this handbook combine some or all of these characteristics.

This handbook is designed to assist Habitat Agenda Partners, which include national and local governments and civil society, to incorporate gender issues into urban development policies and programmes by learning from the experience of others.

Many thanks goes to the Government of Norway for its financial support in the production of this handbook - one in a series of gender handbooks. Thanks also go to the best practices featured for documenting their work and allowing for it to be shared with others.

A handwritten signature in black ink, which appears to read 'Anna Tibaijuka'.

Anna Tibaijuka

Executive Director and
Under-secretary - General

INTRODUCTION

Following a series of international mandates contained in the Beijing Platform for Action and the United Nations Economic and Social Council Resolutions 1997/2 and 2006/36, gender mainstreaming was introduced as a process for assessing the implications of legislation on men and women's concerns and experiences. It became an integral part of the design, implementation, monitoring and evaluation of policies and programmes in the political, economic and social sphere of countries around the world. Gender mainstreaming seeks to address gender inequality, and looks at both women's and men's roles in society and their needs in development intervention. This has entailed changes to policies, institutional cultures, resource allocation and design of programmes and projects.

Gender mainstreaming does not replace government policies on gender inequality. Gender equality and women's issues are complementary strategies and should be examined together, but this depends on the data available in determining what is needed.

One of the most important prerequisites in achieving gender equality is the political will to implement a strategy. A gender equality policy should be in place and gender-sensitive data and statistics should be available. Tools and instruments to put the strategy into practice have to be developed and the people involved have to be trained.

Women's empowerment is about improving women's confidence and status in society, increasing their opportunities and facilitating greater

control over their lives. Gender mainstreaming programmes and strategies often include women's empowerment issues. It is recognised that women do not share equal status in society, and that there is a need to focus women on political participation, and on obtaining access to basic services. In urban areas, local authorities often incorporate women's empowerment programmes.

With increasing urbanisation, UN-HABITAT estimated that by the end of 2007, half of the world's population was living in cities. The number of urban residents in the world has risen from 700 million in 1950 to 3 billion today—more than quadrupling in less than an average human lifetime. As the pace of urbanisation quickens, the social challenges facing rural regions have started to shift more significantly towards urban areas, often with adverse consequences for women and men, girls and boys. Poverty, inadequate housing and shelter, insecure land and housing tenure, poor water and sanitation services and basic infrastructure, and health and environmental risks, all are causing massive new challenges for women in society, particularly in cities where slums have become commonplace on the continents of Africa, Asia and Latin America.

The experience by men and women of a city is quite different. Spatial and organisational aspects of the city affect men and women in different ways. A gender-aware approach to urban development and its management would seek to ensure that both women and men obtain equal access to and control over the resources and opportunities offered by a

city. It would also seek to ensure that the design, provision and management of public services benefits both women and men.

Globally, gender equality in development agendas remains a challenge. However, a number of successful strategies have been integrated into programmes by municipalities. These practices are known as best practices in this handbook. The purpose is to demonstrate how initiatives can address the needs of the urban population and lead to a positive impact on development in general.

Building on the *Beijing Platform for Action*, and other human rights policies and instruments¹, the *Habitat Agenda* (1996) contains a wide range of provisions for mainstreaming gender in human settlements development. In particular, it is worth noting the commitment of UN member states in paragraph 46.

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

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

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

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

(d) *Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resource management mechanisms, production techniques and infrastructure development in rural and urban areas;*
 (e) *Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making.*

Similarly, in the United Nations Millennium Declaration (2000), heads of State and governments committed “to promote gender equality and the empowerment of women, as effective ways of combating poverty, hunger and disease and to stimulate development that is truly sustainable.”

Since the 1980s, there has been growing recognition of the need to ensure women’s equal access to urban public spaces. This applies to physical space such as streets, parks, and public transport, as well as to governance structures, and the cultural and economic life of a city. From the perspective of the human settlements arena, there is also recognition of the need to address women’s access to resources, housing and basic services, such as electricity and energy, water and sanitation, refuse and waste management.

Women face several barriers in urban life: Institutional barriers prevent them from participating in local government and planning institutions; information barriers affect how they access opportunities and resources; absence of gender-disaggregated data, especially at the city level, negatively affects how policy, plans and programmes address the respective needs of women and men.

¹ Such as the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW), Convention on the Rights of Child (CRC), among others.

Research around the world reveals the challenges women face in the context of growing urbanisation. Those challenges include: personal safety; access and mobility; affordable housing; public toilets and local facilities such as shops, community facilities for children and the elderly, schools, meeting places, parks, leisure facilities and playgrounds. Low-income women in developing countries face additional issues, such as lack of access to water and sanitation as well as legal barriers to owning housing, land and property.

One way of reflecting women's issues in development and planning agendas is to ensure their greater participation in local government – in political and planning structures. However, mere representation does not assure women's issues are addressed. Legal and policy reform, advocacy, capacity building and awareness creation are equally important.

Many initiatives by local governments promoting gender equality have been documented. Some are comprehensive and are based on supportive policies. Others are *ad hoc* and address specific issues, sometimes as a result of a crisis. Whatever the context, the initiatives provide lessons for others to learn from. Indeed, many city-to-city exchanges take their origins from the 'best practices' from other contexts.

The best practices can be arranged into three main sections: (i) gender mainstreaming (ii) women's empowerment (iii) women's safety and security. Women's empowerment encompasses a wide range of related issues: poverty reduction, increasing women's participation in decision making, enhancing women's access to housing and security of tenure, better access to basic services, including, for example, child care facilities.

Interventions in specific areas often reinforce the ultimate goal of gender equality. For example, an initiative to improve transport services from a woman's perspective can lead to improved safety, increased mobility and improve job opportunities. If this type of initiative were to include consultations by local government with women's organisations, it could eventually lead to the institutionalisation of women's participation in local planning and development.

These initiatives often are supported by policies, strategies and action plans. Mechanisms for scrutinising resource allocation including gender budgets² are provided. Stakeholder participation is encouraged and institutionalised, within which women's organisations are recognised as stakeholders in the process. Such initiatives integrate monitoring and accountability mechanisms and are also backed by gender disaggregated data.

² A gender budget is a budget that accounts for the direct and indirect effects of a government's expenditure allocations and revenues on both women and men. It acts as an instrument for holding the government accountable to its gender equality commitments. Source: www.gender-budgets.org Gender Responsive Budgeting - Gender Budgets: an overview - Canada

SOURCES OF INITIATIVES PRESENTED

The initiatives presented in this handbook are drawn from the best practices database of United Nations Human Settlements Programme as well as other databases and websites. The UN-HABITAT Best Practices database is fed largely by submissions to the Dubai International Award for Best Practices to Improve the Living Environment. The award has been running for ten years and about 3,000 initiatives have been collected in the process. Some of the thematic categories for the award include Good Governance, Social Inclusion and Gender Equality. In addition, many practices submitted under different categories – for example, Access to Housing or Safety and Security addresses women’s empowerment and directly or indirectly, gender mainstreaming.

UN-HABITAT has had a programme on women’s empowerment and gender mainstreaming since 1990. The programme has worked with women’s networks, local authorities and their associations (notably the International Union of Local Authorities/United Cities and Local Government) and other United Nations programmes. The role of gender mainstreaming is to provide technical advice and to enhance the capacity of UN-HABITAT staff and Habitat Agenda partners. Further, UN-HABITAT Gender Mainstreaming Unit together with the respective regional offices, and in partnership with UNIFEM, organises competitions on Gender Responsive Municipal Governments in Latin America & Caribbean, and Asia and Pacific regions. Similarly, UN-HABITAT, in collaboration with UNIFEM and Women and Cities International

has been organising the Women’s Safety Awards. These and other partnerships have elicited several best practices illustrating how local governments are taking women’s issues into account and supporting women’s participation in local development. Initiatives range from incorporating gender issues to addressing single issues in a particular locality.

The main reason for awards is to motivate documentation and to encourage the development of programmes. In some instances, awards also accord political mileage to initiatives undertaken under difficult political circumstances. Competitions have proved valuable in:

- Raising awareness about initiatives that may have remained only at a local level
- Comparing different best practices using common documentation formats and criteria
- Providing the opportunity to isolate the essential catalytic factors and the elements for success and sustainability
- Building a body of best practice knowledge that others can learn from
- Bringing to light enabling policies underlying successful initiatives but also constraining policy factors
- Increasing political mileage for innovative practices that may not be fully accepted in their home country or district.

This handbook has drawn from the knowledge generated by the awards, including the learning exchanges motivated by the award process. It attempts to offer a representative, rather than comprehensive, set of best practices. Countries and regions are at different stages in development and democratisation, and the sample initiatives reflect this fact. However, some very interesting initiatives come from relatively underdeveloped regions, and networking at inter-regional levels can also facilitate the sharing of best practices.

The two annexes at the end are detailed case studies on: The Women Development Code of Naga city and Seoul Metropolitan Government's Women Friendly City Project, Korea.

Naga City is included as an illustration of a successful gender mainstreaming programme. It demonstrates the structures and actors, as well as the monitoring mechanisms.

The Seoul case study is a new initiative whose impact is not yet measured. It is included for two reasons: 1) it is comprehensive in nature and 2) it documents the efforts of a city to bridge the gap between national policy and practice, and urban realities.

USE OF THE HANDBOOK

This handbook aims to disseminate the experiences from these initiatives that are contributing to the goals of gender equality in urban contexts. It is intended to assist UN-HABITAT Programmes, Habitat Agenda partners – national and local governments, as well as civil society - in mainstreaming gender issues in urban development policies and programmes. It attempts to extract the lessons on what is working, as well as identifying some of the challenges.

The book can be used in a variety of ways: making available general information on gender and women's issues, inspiring others, providing a basis for exchange programmes, using the examples in training and capacity building programmes and tools and informing policy formulation and programme design.

SELECTED THEMES AND ENTRY POINTS

The following themes are by no means exhaustive. They are presented as illustrative of the most common interventions as described in the case studies. The contribution to gender mainstreaming in most cases will depend on how far a particular initiative addresses women's rights, or on its effect on structural issues, such as the institutionalization of women's participation as a measure of gender equality.

WOMEN'S EMPOWERMENT

Empowerment of women involves awareness-raising, building self-confidence, expanding choices and increasing access to, and control over resources. The important instruments of empowerment include information and networking activities – often entailing a process through which women acquire knowledge, skills and a willingness to critically analyse their situation and take appropriate action to change the status quo in society.

Empowerment involves practical measures to enhance women's participation in decision-making and in governance processes, and generally to uplift their status through literacy, education, training and raising awareness. Other actions include poverty reduction programmes, that themselves involve income-generating activities and enhancing access to job opportunities. Underlying issues are taken into account such as the protection of a woman's human rights, her reproductive health as well as property ownership.

Several initiatives aimed at women's empowerment have been implemented. Examples include:

- Development of gender policies at national and local authority levels. Some have involved incorporating laws, legislation and quotas aimed at making local government institutions and structures more inclusive.
- Gender equality indicators and indexes at local, national and regional levels. These are aimed at monitoring, for example, education levels, labour force participation, incomes, and percentage of council members, of both women and men.
- Affirmative action which includes women in decision-making processes. For example, the Southern African Development Community (SADC) governments have committed themselves to 50 percent of occupancy by women in political and decision-making structures by 2020. Some countries have established offices and departments coordinating women's issues, including the promotion of women's activities in decision-making and municipal management.
- Women's initiatives for self-empowerment, as individuals as well as in groups. These include mutual self-help groups as well as networking and solidarity-building activities.
- Women development funds and grants.
- Special measures on women's access to justice.



Women working for change in Kabul, Afghanistan
© UN-HABITAT

- Scholarships, sponsorships, fellowships, awards, exchange programmes and conferences for capacity building.
- Charters for equality of women and men in local life.
- Gender-positive recruitment and staffing policies including affirmative action.
- Facilities and measures to help women combine domestic roles, and work outside the home, including child-care and flexible working hours. Combining home and work has increasingly become an issue for men. This ultimately encourages men to take on family roles traditionally attributed to women – in effect contributing to greater gender equality.

UN agencies such as UNDP, UNFPA, UNIFEM, UN-HABITAT and international organisations, have continued to play a role in women's empowerment. They endeavour to link women's empowerment to themes such as: democratic governance, poverty reduction, crisis prevention and recovery, environment and energy, HIV/AIDS, and Millennium Development Goals. UN-HABITAT is particularly dedicated to Targets 10³ and 11⁴, Goal No. 7⁵, and recognises a woman's right to fully enjoy the rights and opportunities accorded by human settlements development and management.

3 Reduce by half the proportion of people without sustainable access to safe drinking water.
4 Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020.
5 Ensure environmental sustainability.



WUF4 - Women Roundtable
© Jiang Suping and Nanjing Women's Federation

GOVERNANCE

Governance refers to a process of decision-making and the ways in which decisions are implemented. Both national and local level governance involve formal and informal decision-making, implementers and implementation structures. Government is only one of the actors in governance. A measure of good governance involves, to a large extent, the relationship between government and civilian actors. The latter include women's organizations. The participation of women in governance issues encompasses: policy frameworks, participation in decision-making, inclusion in the development agenda and resource allocation, to mention a few.

Gender policies may be enshrined in national constitutions (equal rights), in legislation, in gender frameworks, charters, and declarations. Implementation strategies may include affirmative action to address gender-based inequalities, including representation in governance structures. Several countries and regions have put in place policies and targets for gender equality in governance.

In the EU, the European Pact for Gender Equality and the European Commission Roadmap for Equality between Women and Men 2006-2010, aims to achieve equal representation for men and women in decision-making processes. At the city-level, the Women Development Code of Naga City aims to expand citizens' role in governance processes through gender-responsive development policies and programmes, to create an environment where women have equal opportunity.

Participation in decision-making includes the active involvement of women's organisations and the broader civil society, in processes such as participatory planning mechanisms and in budgeting. Democratic and political governance monitoring mechanisms such as the African Peer Review Mechanism also plays a role in enhancing gender equality in governance. Targeted funds may be allocated to women's governance issues, and towards carrying out specific activities and initiatives focusing on women in governance. At the national level, for example, Ghana has a fund for women in local governance. At the international level, UNDP has a Democratic Governance Thematic Trust Fund.

UN agencies and international organisations continue to play a key role in promoting gender equality in the governance agenda, at the international level. UNDP, UNIFEM and UN-HABITAT are involved in activities such as: policy support for governance; parliamentary development; electoral systems and processes; justice and human rights; e-governance and access to information for citizens' participation; decentralisation and public administration reform.

There are inter-agency initiatives such as the UN Joint Programme on Local Governance and Decentralized Service Delivery, an initiative of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. The programme aims to support local authorities and communities to achieve efficient and equitable services delivery through participatory governance. It particularly targets women, minorities and marginalised groups.

UN-HABITAT implements the Global Campaign on Urban Governance, which includes gender equality and social inclusion in local governance. Similarly, the Gender Mainstreaming Unit promotes women's empowerment and gender equality in urban governance. Best practices on gender equality in local governance may incorporate some or all of the measures described.

WOMEN'S SAFETY AND SECURITY

It is acknowledged that gender mainstreaming is a multi-sectoral issue. Women's safety and security is an integral part due to the fact that it involves many issues. In addressing women's participation in urban life, an issue of concern is violence in private and public spaces. Responses to this problem incorporate gender-aware planning and management of public spaces - streets, car parks, plazas, open/green areas and the transport system.

Violence comprises domestic violence and violence in public spaces. Violence in the public sphere influences a woman's ability to freely participate in urban life. Some successful initiatives have been: local and women safety audits; domestic violence bills; public awareness campaigns; and provision of services to help victims of violence such as emergency hotlines, emergency housing, crisis and counseling centres. Other initiatives include: training of public officials (including the police) in charge of recording reports from victims of violence; maintenance of public areas and facilities such as lighting, bus stops, telephone booths, and lifts; and gender audit checklists amongst others.

Ensuring women's safety and security also involves awareness planning. It takes into account women's specific needs in spatial planning, intra-city transport, housing and public services. The transport system forms part of women and men's use of public space, and the impact on their ability to reconcile work and domestic life. Review of public transport routes and timetables therefore often become a part of gender-mainstreaming programmes.

On a global level, global assessments have been made on successful practices by organisations and institutions, both governmental and non-governmental, which have developed responses to the lack of safety and security for women in their communities. There are also processes facilitating network building and knowledge exchange on women's safety and security issues.

At the national level, different countries pursue various strategies to address women's safety and security issues. Some strategies are:

- Undertaking comprehensive efforts to combat violence against women and trafficking in human beings, especially women and girls (Kosovo).



Mpumude women group meeting with project coordinator and district Chair, Uganda
© UN-HABITAT

- Family and community watch against domestic and gender violence (Cebu, Philippines).
- City-wide women safety initiatives (South Africa).
- Integrating a gender perspective into public transport (Quebec, Montreal, Canada).

HOUSING AND SECURITY OF TENURE

Gender inequalities are prevalent in housing and security of tenure. For example, women as a group are widely marginalised by administrative institutions in respect of land, property and inheritance. Women are systematically excluded from decision-making and control over household resources. This has a historical dimension where access to land and property predominantly has been a male domain. As a result women have been denied access, ownership and right to property and inheritance. Several factors have contributed to this - discriminatory policies and laws which

include traditional/customary laws and practices, constitutions with discriminatory provisions; limited implementation of laws and policies; land registration of land laws in favour of the man; lack of representation on decision-making bodies; and lack of awareness.

Practical entry points to addressing housing and security of tenure have been pursued. Some examples comprise:

- Lending or access to micro-credit/finance, linked to housing, to help women pursue income-generating activities. This is an important tool in empowering women.
- Housing projects that address women's rights, aimed at improving shelter strategies.
- Policy advocacy initiatives - these have focused on rights-based approaches on housing and security of tenure titling and quotas, which are affordable and target poor women. Global campaigns and networks at the global, regional, national, and local

levels have been other advocacy avenues. Also, raising awareness to highlight the importance of housing, land and related rights for women.

- Ensuring women's access to housing and security of tenure through social housing, government projects, and slum upgrading initiatives.
- Regulating the rental market to cushion the poor and the marginalised in society.
- Housing cooperatives, supported by governmental laws and incentives, guaranteeing housing for all, as well as contributing to women's shelter and development. Women stand a greater chance of benefiting from housing cooperatives since they organise themselves in groups.

Several international organisations and networks, such as the Centre on Housing Rights and Evictions,

and Habitat International Coalition, as well as UN agencies are all working on this issue. The UN plays a key advocacy role in legal standards pertaining to women's housing and land rights. UN-HABITAT is dedicated to the Habitat Agenda in achieving "Adequate Shelter for All", which includes women, who constitute the majority of the urban poor. UN-HABITAT has further developed a policy on women that includes securing housing and land tenure as a fundamental human right. The policy also addresses inheritance rights and governance issues.



Global campaign for secure tenure and Urban Governance in Dakar , Senegal

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GENDER MAINSTREAMING POLICY FRAMEWORK: REGIONAL AND COUNTRY EXAMPLES

This section contains one regional and two country policy framework overviews. The regional overview is in Europe, and the country summaries are from Rwanda and South Africa. The examples illustrate three different, but equally interesting contexts.

The **European** region highlights the policy context in which gender mainstreaming or women-specific targeted interventions are implemented. Many innovative country initiatives exist under the umbrella of the European Union. The region has collectively expressed a commitment to gender mainstreaming through a wide range of instruments, through declarations, charters, treaties, and pacts, with roadmaps and strategies for their implementation. They are backed by monitoring and evaluations mechanisms. The region has integrated initiatives on gender-based violence and gender-aware planning, taking into account both women and men's needs in spatial planning, intra-city transport, housing and public services. Europe as a region is unique in that there is a regional structure that can significantly influence the national level through mechanisms of accountability.

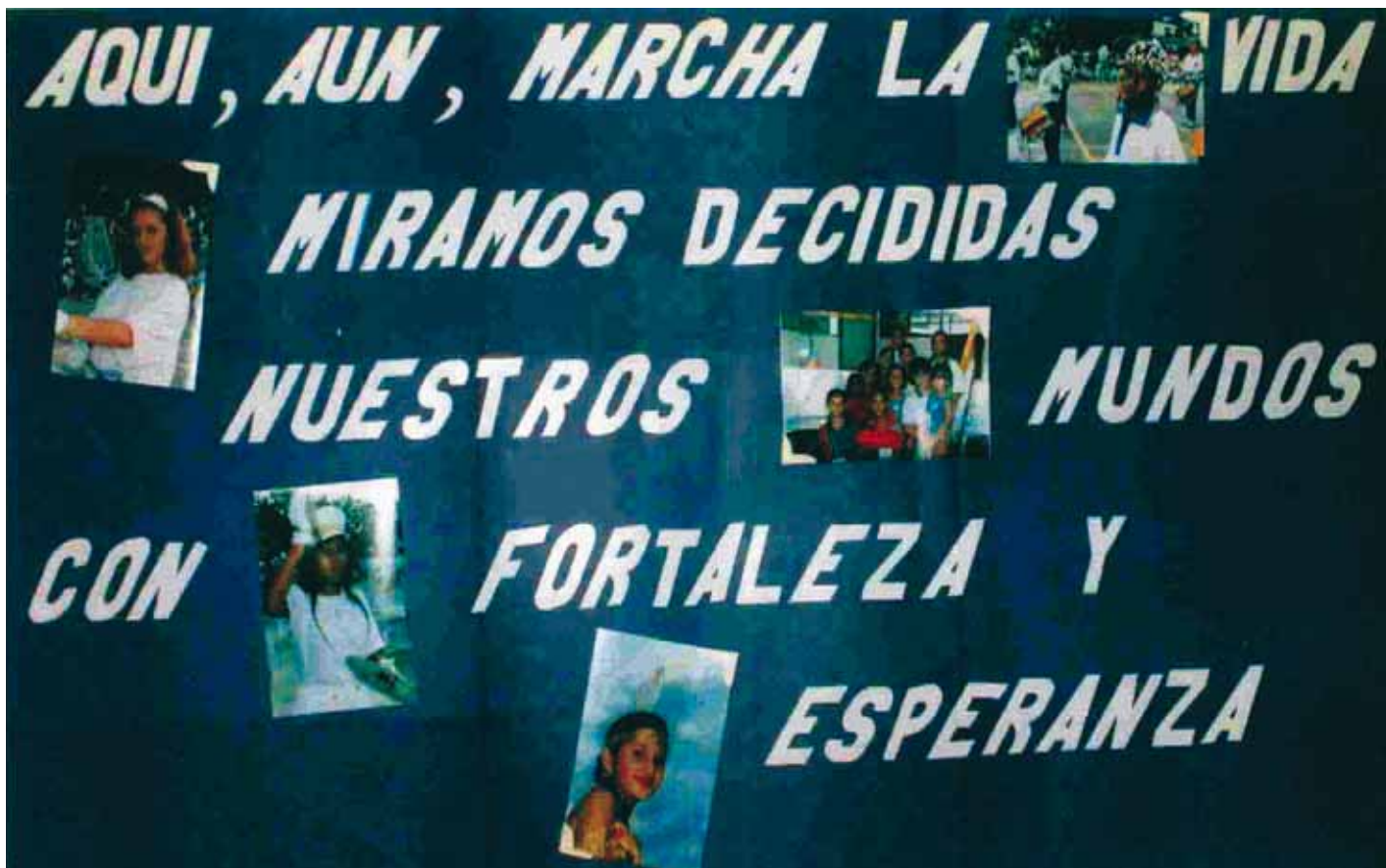
Rwanda, on the other hand, is a country that has addressed structural gender inequalities in a post-crisis context. Rwanda's President, Paul Kagame, was recognised through the Africa Gender Award 2007 for his commitment to gender equality.

Today, women hold public office in government and business. The country has the highest number of women in the legislature – women took 56 percent of the seats in the elections held in 2008⁶ - setting a new world record for female representation in Parliament. Gender mainstreaming in local government is viewed in the context of overall, nation-wide gender mainstreaming initiatives.

South Africa emerged from the apartheid era with new leaders who were committed to justice for all people to “heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights.”⁷ One of the key mechanisms used to ensure justice for all is a new constitution. It has been widely recognised as one of the most progressive constitutions in the world, especially its Bill of Rights. It lays special emphasis on establishing a society where gender equality is paramount. The Commission on Gender Equality, a State institution, is one step towards ensuring that gender issues remain in the forefront of political decision making. The Commission is charged with protecting and ensuring gender equality in the formulation of laws, policies and practices.

6 <http://www.awid.org/eng/Issues-and-Analysis/Library/Rwanda-sets-world-record-for-women-in-parliament>

7 The preamble to the South African Constitution.



Here life goes on still, we see and decide our world with strength and hope
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EUROPEAN-WIDE GENDER MAINSTREAMING POLICIES AND THE ROLE OF LOCAL AUTHORITIES

The European Union has played a key role in fostering gender mainstreaming in member countries.

The Pisa Declaration was issued in February 2008 by representatives of local and regional governments from 28 European countries who met in Pisa, Italy. The Declaration was the outcome of the conference on the project “Implementation of the European Charter for Equality of Women and Men in Local Life”.

The European Charter for Equality of Women and Men in Local Life was launched in May 2006 by the Council of European Municipalities and Regions. It has over five hundred cities, regions and municipalities as signatories.

The Charter encourages local and regional governments to make a formal commitment to draw up and implement action plans to promote gender equality in all spheres of life, as well as to counter gender-based stereotypes and combat gender-related disadvantages.

The Treaty of Lisbon or the Reform Treaty was adopted in Lisbon in December 2007, and is scheduled to be ratified in all Member States by the end of 2008, in anticipation of the 2009 European Commission elections. The treaty includes clauses on promoting equality between women and men.

The European Commission Roadmap for Equality between Women and Men 2006-2010, adopted in March 2006, sets out six key areas for EU action:

- Equal economic independence for women and men
- Reconciliation of private and professional life
- Equal representation in decision-making
- Eradication of all forms of gender-based violence
- Elimination of gender stereotypes
- Promotion of gender equality in external and development policies.

For each area, it identifies priority objectives and actions. An implementation and evaluation report is expected in 2008, with a follow-up proposal in 2010. There is a Committee on Women's Rights and Gender Equality for the Roadmap for equality between men and women 2006-2010.

The Lisbon Strategy for Growth and Jobs is in line with the overall European gender equality policy and includes several gender equality instruments. For example, the European Pact for Gender Equality, the Community programme "PROGRESS", the European Structural Funds, among others. It is worth noting that Point 20 of the EC Roadmap urges Member States "to appoint a national official to take charge of gender equality for the purposes of implementing the Lisbon strategy. The official's task should be to help draw up and revise the respective national plans, and monitor their implementation, so as to encourage gender mainstreaming and budgeting as regards the policies and targets laid down in the plans."

The European Pact for Gender Equality, approved by Member States at the European Council of March 2006, reflects the determination of member states to implement policies aimed at promoting gender equality. Member States have committed themselves to reinforcing gender equality focusing on economic independence for women and men – a key area of inequality.

The European gender equality policy, adopted in April 2006 for the European Economic Area and the Norwegian Financial Mechanism, serves as a complementary guide to other strategies in the EU.

Gender Responsive Budgeting Initiatives have been integrated in several EU countries including the United Kingdom, France, Sweden, Spain, Italy, Belgium, among others. Gender Responsive Budgeting Initiative is credited to the partnership between the United Nations Development Fund

for Women, the Commonwealth Secretariat and the International Development Research Centre. The partnership supports governments and civil society in analysing national and/or local budgets from a gender perspective, as well as applying this analysis to the formulation of gender responsive budgets.

Gender is incorporated into the European Structural Funds, notably, the European Regional Development Fund, the European Social Fund, the European Agricultural Guidance and Guarantee Fund and the Financial Instrument for Fisheries Guidance. Incorporating the equal opportunities dimension into structural policies reflects a need to lessen inequalities between women and men with regard to employment, training, access to the labour market and participation in decision-making processes.

Organisations supporting gender mainstreaming activities in Europe:

Council of European Municipalities and Regions is the largest organisation of local and regional governments in Europe. Its members are national associations of towns, municipalities and regions from over thirty countries. Together these associations represent some 100,000 local and regional authorities. The Council of European Municipalities and Regions has been working on women's political advancement at the local level for the past twenty five years. The Council of European Municipalities and Regions develops methodologies for achieving gender equality at local level, and collects best practices on gender equality. Further, Council of European Municipalities and Regions facilitates the exchange of good practices between signatories of the European Charter for Equality of Women and Men in Local Life, and evaluates progress made in the implementation.

Other Council of European Municipalities and Regions activities:

- National associations have contributed to the Charter's implementation including translating the Charter into different EU languages.
- It has a Committee of Women Elected Representatives promoting the European Charter.
- It constitutes the European section of the United Cities and Local Government.

United Cities and Local Government plays a leading role in promoting the role of women in local government worldwide. United Cities and Local Government does this through the Global Programme on Women in Local Decision-Making. United Cities and Local Government has developed an information library containing papers, reports, articles and case studies on women in local government, as well as conducting a worldwide survey to develop a database on the percentages of women elected representatives. United Cities and Local Government also produces a newsletter on women in local decision-making and briefings on key events. It also supports networks of elected women through the United Cities and Local Government Committee on Gender Equality. The Committee acts as a forum for international exchange of information and experiences related to gender and the promotion of women in decision-making. It also monitors progress on the implementation of the Worldwide Declaration on Women in Local Government. United Cities and Local Government further brings the voice of women mayors and councilors to the United Nations.

Specific *United Cities and Local Government* initiatives in Europe include:

- Those undertaken through the Council of European Municipalities and Regions, which serves as its European Section.

- These two bodies conduct consultations on European local authorities. For example, the European Commission consultations on the European Union approach to democratic local governance, decentralization and territorial development, running from 21 April to 16 June 2008.
- A database that presents survey results on women's participation for thirty European countries. Councilors representation is (293,317) 23.9% women and (935,214) 76.1% men, while for mayoral representation, women account for (7,900) 10.5% and men (67,398) 89.5%.

European Union: The EU, a partnership of twenty-seven independent European countries, was founded to promote political, economic and social co-operation. The EU plays a significant role in advancing legislation promoting equality of women and men across Europe. This policy takes a comprehensive approach which includes legislation and affirmative action. The EU has been instrumental in providing financial support for the development and follow-up of the *Council of European Municipalities and Regions* Charter, as well as giving support to various equality actions. Articles 2 and 3 of the EC Treaty (gender mainstreaming), as well as Article 141 (equality between women and men in matters of employment and occupation), and Article 13 (sex discrimination within and outside the work place), form the foundation policy.

European Commission: The EU countries have several instruments for adopting and implementing legislation. The main ones include the European Parliament, the Council of European Union, and European Commission. The EC represents the common EU interest, and some of its initiatives in relation to gender equality include:

- European Commission's Roadmap for Equality between Women and Men 2006-2010, adopted in March 2006.

- European Commission Manual for Gender Mainstreaming of Employment Policies, July 2007
- European Commission has a Unit dealing with “Equality between Women and Men”, coordinating gender mainstreaming.
- European Commission also has a Unit dealing with “Equality, Action against Discrimination: Legal Questions” that ensures effective implementation of Community legislation and initiates new legislation.
- A European Institute for Gender Equality was established by Regulation no. 1922 of the European Parliament and of the Council of 20 December 2006. The tasks of the Institute are: to gather and analyse information regarding gender equality, to raise EU citizen’s awareness of gender equality and, to develop methodological tools in support of gender mainstreaming. There are opportunities for collaboration between the Institute, Council of European Municipalities and Regions and national associations of the Council of European Municipalities and Regions, to support the implementation of the European Charter for Equality of Women and Men, through gathering and analysing data on evaluation of local actions for equality.
- The PROGRESS programme for 2007-2013 supports the implementation of the principle of gender equality and promotes gender mainstreaming in EC policies.

The United Nations Economic Commission for Europe is involved in a wide-range of gender activities. These include:

- Providing a forum for regional reviews of the Beijing Platform for Action and exchange of good practices in mainstreaming gender into economic policies

- Promoting women’s entrepreneurship and gender sensitive Small and Medium-sized Enterprise policies
- Mainstreaming gender into sub-regional economic cooperation, through the Working Group on Gender and Economy within the UN Special Programme for the Economies of Central Asia
- Developing methodologies, collecting gender-disaggregated data, and training on gender statistics.

ECE works closely with national initiatives, non-governmental organisations, the EU, and other UN agencies including UNIFEM Regional Office for the Commonwealth of Independent States and UNDP Regional Bureau for Europe and the Commonwealth of Independent States.

Monitoring and Evaluation mechanisms:

The European Community of Practice⁸ on Gender Mainstreaming provides for a monitoring and evaluation mechanism for programmes funded by the European Social Fund and implemented in the period (2007-2013). Seven governments: Finland, Belgium (Flanders), Ireland, Italy, Portugal, Spain and Austria (Styria), have partnered to share and disseminate EQUAL⁹ achievements in gender mainstreaming throughout the EU. A communication and networking platform is being developed for European Social Fund programme managers, gender equality bodies and experts, policy makers and European Social Fund promoters. This platform serves as a gender mainstreaming clearinghouse, storing tools and experiences from member states.

8 A CoP is defined as “groups of people who share a concern, a set of problems, or a passion about a topic, and who deepen their knowledge and expertise by interacting on an ongoing basis.” (http://ec.europa.eu/employment_social/equal/news/200701-gendercop_en.cfm)

9 The EQUAL Initiative promotes a model for working life that does not discriminate or exclude on the basis of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation; funded through the European Social Fund (ESF).

Peer Reviews: A number of peer review meetings are held and involve key players associated with the European Community of Practice in the analysis and validation of good practices emerging from EQUAL projects and national thematic networks. These reviews focus on: implementing a gender mainstreaming approach in regional development with a special emphasis on employment and inclusion policies (Syria); overcoming gender stereotypes through media campaigns (Flanders); empowering enterprises and social partners to implement gender best practices (Italy); capacity building to promote and facilitate gender mainstreaming (Ireland).

The participants in a Peer Review are government representatives, independent experts and representatives from the European Commission. The learning opportunities also bring together practitioners and evaluators from the host country as the advocates of the EQUAL good practices. With the launch of the *European Community of Practice* communication platform, the outcomes of the meetings reach a wide audience.

Gender disaggregated data at local level: A useful monitoring avenue is provided for by the fact that European countries have gender disaggregated data at local level. For example, the Council of European Municipalities and Regions report of February 2008, on “Women in Local Politics in Europe” presents research carried out by national associations from thirty four countries of Council of European Municipalities and Regions membership. The report shows legislation regarding women quotas. It also presents data on women’s representation in European local governments including: women members of municipal councils; women in the municipal executive positions; women mayors and vice-mayors etc.

Annual Reports: the European Commission in collaboration with Member States prepares annual reports to the Spring European Council

on developments towards gender equality and orientations for gender mainstreaming of policy areas.

Gender based violence:

Gender violence includes domestic violence and violence in public spaces. Violence in the public sphere affects women’s ability to participate freely in urban life and governance in Europe and the world over. One interesting European initiative to address gender-based violence is the Local Safety Audit. The European Forum for Urban Safety has produced the *Guidance on Local Safety Audits* (2007) as a tool for crime prevention. The guide targets:

- People responsible for policy and legislation at national level, as well as civic leaders with a mandate for crime prevention at city level. It looks at the connection between safety and wider social, economic and environmental issues. It identifies who need to be involved in a safety audit and what kind of skills, the scope of audit activity, the principles of good practices and the stages of audit implementation
- Groups overseeing the audit process. It focuses on specific and important issues that pose major challenges, because they are difficult to investigate. For example, ‘at risk’ children and youth, women’s safety, human trafficking, illicit drugs and crimes involving businesses
- Practitioners who undertake audit work, emphasizing the importance of combining quantitative and qualitative data to gain a good understanding of problems and causal factors.

The EU Crime Prevention Network, set up in May 2001, by an EU Council Decision, is also an avenue for promoting crime prevention activity including gender-based violence in Member States. The EU Crime Prevention Network provides a means through which crime prevention good practices can be shared.

Gender-aware planning:

In 2005, the Council of European Municipalities and Regions launched a publication, “*Virtual Town for Equality*”, based on best practices implemented in various European municipalities. The “virtual town” addresses women’s specific needs in fields such as spatial and urban planning, intra-city transport, housing and public services. This publication highlights gender aware planning initiatives taking place in various European towns. Some representative best practices are described below.

Norway has integrated women in to municipal life by taking into account their needs and issues in urban planning. This has included increasing women’s participation in municipal consultations, education in town planning, training on processes that culminate in city plans, use of gender-disaggregated data, among other initiatives. Berlin, Germany, has developed guidelines for city and town planning as well as land use classification plans taking gender into account. The city of Ulm, Germany, after conducting a neighbourhood survey, has developed an outdoor playground adapted to the needs of girls and boys, in terms of games, equipment and building material. Dudelange, Luxembourg, set up an information booth for women to offer consultations and advice on administrative procedures in the municipality. In Bristol, UK, single women with children are given preferential treatment in allocation of social housing.

Gender-aware planning encompasses gender mainstreaming in the transport sector. The transport system occupies a public space used by both women and men, and impacts on their ability to reconcile work and domestic life. Gender issues in the transport sector include safety, schedules, parents traveling with small children, as well as the policies that affect these issues.

Relevant European initiatives have been documented. The city of Hanover, Germany, has incorporated gender issues into policies, programmes and projects where urban policy is concerned, especially public transport. Helsinki, Finland, has introduced a policy where persons traveling with young children in baby buggies travel free, encouraging parents to use public transport. In the UK, the Women’s Transport Network promotes safe and accessible environments and encourages women to progress in the transport industry. A study into in-car safety and the personal security needs of female drivers and passengers was published in 2004. A checklist on women and public transport has been developed. It includes a series of statements, against which managers check current practice and service provision, published in 2000. There is a public transport gender audit report published in 2000. The report includes a wide-ranging literature search and uses focus groups to identify and explore factors which affect women’s experience of public transport. The report includes a gender audit checklist. The checklist is a useful management and community tool: it assesses how well organisations meet women’s needs; it identifies priorities for improvement; it measures progress of gender-based targets; it assesses how well a local transport provider or local authority is meeting women’s transport needs; it identifies priorities for campaigning, lobbying and negotiations; and it measures the progress of operators and local authorities.

Transport related research has been undertaken on Gender Mainstreaming European Transport Research and Policies, by the Co-ordination for Gender Studies, University of Copenhagen in 2007; Women and transport study by the European Parliament in 2006; Promoting Gender Equality in Transport, Equal Opportunities Commission in 2005, Working Paper Series No. 34; among others.

RWANDA: WOMEN REPRESENTATION IN GOVERNANCE AT NATIONAL AND LOCAL LEVELS

Rwanda has the highest percentage of women in its legislature, of any country anywhere in the world. After the 1994 genocide, Rwanda's population was sixty per cent female. Given this demographic imbalance, women immediately assumed multiple roles as heads of households and community leaders. They were significantly involved in rebuilding a decimated society. They found homes for nearly five hundred thousands orphans, and built shelters. Women in Rwanda were leaders in the reconstruction efforts. Today, women contribute significantly to the productive capacity of the nation. Acknowledging the presence, needs and potential role of women, the government determined that women should be central to the process of governance, reconciliation and in the rebuilding the country.

As of 2007, Gender Budgeting is one of the strategies within the national gender policy, aimed at promoting gender equality through the allocation of resources. With the support of UNIFEM, women members of parliament have been trained on Gender Responsive Budgets and are able to identify priority areas including capacity building, development of advocacy tools, creation of a gender disaggregated monitoring and evaluation system and collaboration with key partners. It is expected that UNIFEM will play a major role in supporting parliamentarians in implementing the gender policy within the framework of the newly adopted second generation Poverty Reduction Strategy: Economic Development and Poverty Reduction Strategy, 2008-2012. Members of parliament have been trained and they are applying the acquired skills, especially in budget analysis and approval.

Engendering the Economic Development and Poverty Reduction Strategy in Rwanda has influenced national policies and development frameworks. The Checklist developed by the gender oversight group is being used as a mainstreaming tool for all the main sectors of the Economic Development and Poverty Reduction Strategy. The checklist is a first step to defining programmes and activities that are critical to budget allocations. The lessons learnt from this process have facilitated integration of gender equality and women's empowerment in the initial United Nations Development Assistance Framework prioritisation process in Rwanda. This experience has generated non-traditional partners like the Ministry of Finance, the Rwanda Defense forces and the Supreme Court.

Rwanda promotes the participation of women at all administrative levels, from the smallest cell to provincial and national levels. Rwanda introduced two electoral innovations: the triple balloting system and a parallel system of women councils and women-only elections. The triple balloting system introduced in March 2001 guarantees the election of women to a percentage of seats at district level. Through this system, each voter uses three ballots: a general ballot, a women's ballot and a youth ballot. Through a subsequent indirect election, a district council is chosen from candidates who win at the sector level. This district council includes all those elected on the general ballot, one third of the women and one third of the youth. From this group, the district mayor and other executive committee officials are chosen. This system has been successful in putting women into office. It also provides room within the system for women who are not comfortable challenging men directly in elections. Instead, they can compete against other women and gain experience campaigning and serving in government.

The women's councils and women-only elections guarantee a mandate for women onto all elected bodies. These ten member councils include representatives of legal affairs, civic education, health and finance. These councils have an advocacy role. They are involved in skills training and making local women aware of their rights as well as advising the generally elected bodies on issues that affect women and take women's concerns to them. They ensure that the views of women on education, health and security are communicated to the local authorities.

Rwanda's achievements can be attributed to its membership to regional inter-governmental organisations that are involved in empowerment initiatives for women. These include the African Union, the United Nations Economic Commission for Africa, East African Community, and the Common Market for Eastern and Southern Africa. The African Union has a Women, Gender and Development Directorate whose core functions are: gender mainstreaming; coordination; advocacy; policy formulation; performance tracking, monitoring and evaluation; training and capacity building; research; communication, networking and liaison. It also follows-up on the Draft Protocol of the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, as well as, several declarations and action plans. The New Partnership for Africa's Development, an initiative of the African Union, also contributes to the empowerment of women. The United Nations Economic Commission for Africa has a Gender and Social Development Programme, which among other objectives, works towards the empowerment of women. The East African Community has a Regional Gender and Community Development Strategy and Programme. The Common Market for Eastern and Southern Africa has a gender policy, a gender mainstreaming strategy and an action plan.

SOUTH AFRICA: GENDER MAINSTREAMING POLICIES AND THE ROLE OF LOCAL AUTHORITIES

In maintaining its commitment to human rights and gender equality, South Africa is a signatory to various international human rights instruments, such as the *Convention for the Elimination of All Forms of Discrimination against Women*, *Convention on the Rights of Child*; *Beijing Declaration and Platform of Action*; *the Copenhagen Declaration and Programme of Action* (World Summit on Social Development); regional instruments such as *Southern African Development Community Declaration on Gender and Development*, *the Africa Platform for Action* (adopted before the Beijing Conference); *Women's Rights Protocol*; *national Women's Charter for Effective Equality*.

The country is also a member of various regional inter-governmental organisations such as the African Union, the United Nations Economic Commission for Africa, and the Southern African Development Community that advocate for women's empowerment.

South Africa has a *Bill of Rights*, which guarantees in law the equality of men and women and addresses all forms of discrimination. It has the *Labour Relations Act*; the *Basic Conditions of Employment Act*; *the Employment Equity Bill*; *Domestic Violence Act*; *Customary Marriages Act*; *Child Maintenance Act*. The Constitution provides for the equality of women and allows for affirmative action to address gender and race inequality. It also provides for affirmative action for people from previously disadvantaged groups. Additionally, the government promotes the advancement of women and black people within the public service and in the decision-making process.

The Constitutional Court seeks to promote gender equality. There is a *national gender policy framework*, which addresses the systemic inequalities between men and women; assists in eradicating gender discriminatory policies in the workplace; provides a framework for the implementation of positive measures to advance women in the workplace; and addresses issues such as sexual harassment and affirmative action.

The *national gender machinery* includes structures in government, the legislature, parliament, statutory bodies and civil society organisations. It includes among others, the *Office on the Status of Women*; the *Commission on Gender Equality*; the *Gender Focal Points* and *Units* in government departments; the Women's Empowerment Unit which addresses the obstacles to women's full participation in law-making processes; the *Parliamentary Women's Caucus* and the *Parliamentary Committee on the Life and Status of Women* that seeks to make parliament more gender sensitive. The *Office on the Status of Women* is placed within the President's office and coordinates the work of gender desks in line departments and provincial *Office on the Status of Women* as part of government's gender management system. Specific functions include:

- The promotion of affirmative action in government
- Supporting government bodies to integrate gender perspectives in policies and programmes
- Organising gender training within government departments
- Helping different government departments to work together on issues.

The main functions of the *Commission on Gender Equality* include: monitoring all organs of society on gender equality; assessing all legislation from a

gender perspective; commissioning research and making recommendations to Parliament and other authorities; educating and informing the public; investigating complaints on gender-related issues; as well as monitoring the country's progress towards gender equality in relation to international norms. The *Commission on Gender Equality* also actively campaigns to increase the representation of women in local government.

The *South African Local Government Association* has established a National Women's caucus, to coordinate women's empowerment in local government, and has enshrined a target of 50% female representation in its constitution. South Africa adopts integrated development planning provided for by the 1998 *White Paper on Local Government and Municipal Systems Act of 2000*. This includes integrated municipal development planning which promotes gender equality. The *Women's National Coalition* represents the interests of women in the *National Economic, Development and Labour Council*, a government-sponsored forum between business, government and the unions.

There is a *Gender Budgeting Initiative* that analyses the national budget and assesses its impact on women and men, as well as giving them an opportunity to exert influence on the budget process.

South Africa has adopted *affirmative action to include women in decision making processes*. The Southern African Development Community governments, including South Africa, have committed themselves to giving 50 percent of decision-making posts within member states to women, up from the previous 30 percent. The *Municipal Structures Act of 1998*, includes guidelines promoting quotas for women [every party must ensure 50 per cent of candidates on the party list are women] and provides for equal representation between women and men on the *Ward Committees*. The *White Paper* outlines measures to ensure that councils specifically target women for inclusion in participatory processes.

Other initiatives include the Multi-party Parliamentary Women's Group that helps women members in their work, and the Committee on Improving the Quality of Life and Status of Women. The Speakers Forum has a Women's Empowerment Unit that trains national and provincial representatives to do their work better. The National Crime Prevention Strategy prioritises gender-based violence. Policy documents such as the White Paper on Safety and Security 1999-2004, "In Service of Safety", emphasizes the critical role of local government/authorities in mainstreaming gender into safety policies, supporting and allocating appropriate resources to gender-based violence initiatives, and promoting the access of women to strategic positions within local government.

WOMEN AT A GLANCE¹⁰

- Parliament: 30%
- Cabinet: 45% including key portfolios such as Justice, Health, Education, Housing, Public Administration, and Land Affairs
- Local government: 40%
- Ambassadors: more than 50%

¹⁰ Adapted from: The Promotion of Women's Rights in South Africa, [www.sudafrica.it/notizie/The%20Promotion%20of%20Women's%20rights%20\(f\).doc](http://www.sudafrica.it/notizie/The%20Promotion%20of%20Women's%20rights%20(f).doc)

BEST PRACTICE CASE STUDIES

COMPREHENSIVE APPROACH TO GENDER MAINSTREAMING

GENDER MAINSTREAMING AND THE WOMEN DEVELOPMENT CODE OF NAGA CITY, PHILIPPINES

Introduction

The City of Naga is located in the Bicol Region of the Philippines. It is 377 kilometers southeast of Manila, the nation's capital. It is the commercial, educational, financial, religious and cultural centre of the Bicol region. Naga city is at the core of Metro Naga, a fast growing area composed of 14 municipalities.

Naga city has an outstanding form of governance - the i-Governance Programme that goes beyond stakeholder participation to address individual participation. The initiative is a "people-driven" programme that promotes transparency, accountability and participation in governance processes and in local service delivery, and promotes its attractiveness to investors. The programme uses various media - a citizens' guidebook, the Internet, print and broadcast tools and text messaging to empower the citizenry and actively engage them in government policy-making, and programme implementation and evaluation. Through the programme, there has been increased transparency and accountability, more meaningful community participation and more equitable service delivery. Responsiveness of the public service has resulted in Naga being chosen as an anti-red tape model and being voted, for two consecutive years, as the most business-friendly city in the country leading to a 6.5 per cent annual economic growth, and a household income which is 42 percent and 126 percent higher than the national and Bicol averages, respectively.

Background

Naga city was stagnating in the 1980's. Business confidence was low, unemployment was on the rise and taxes were in decline. This affected delivery of basic services especially in health and education. Crime was on the rise.

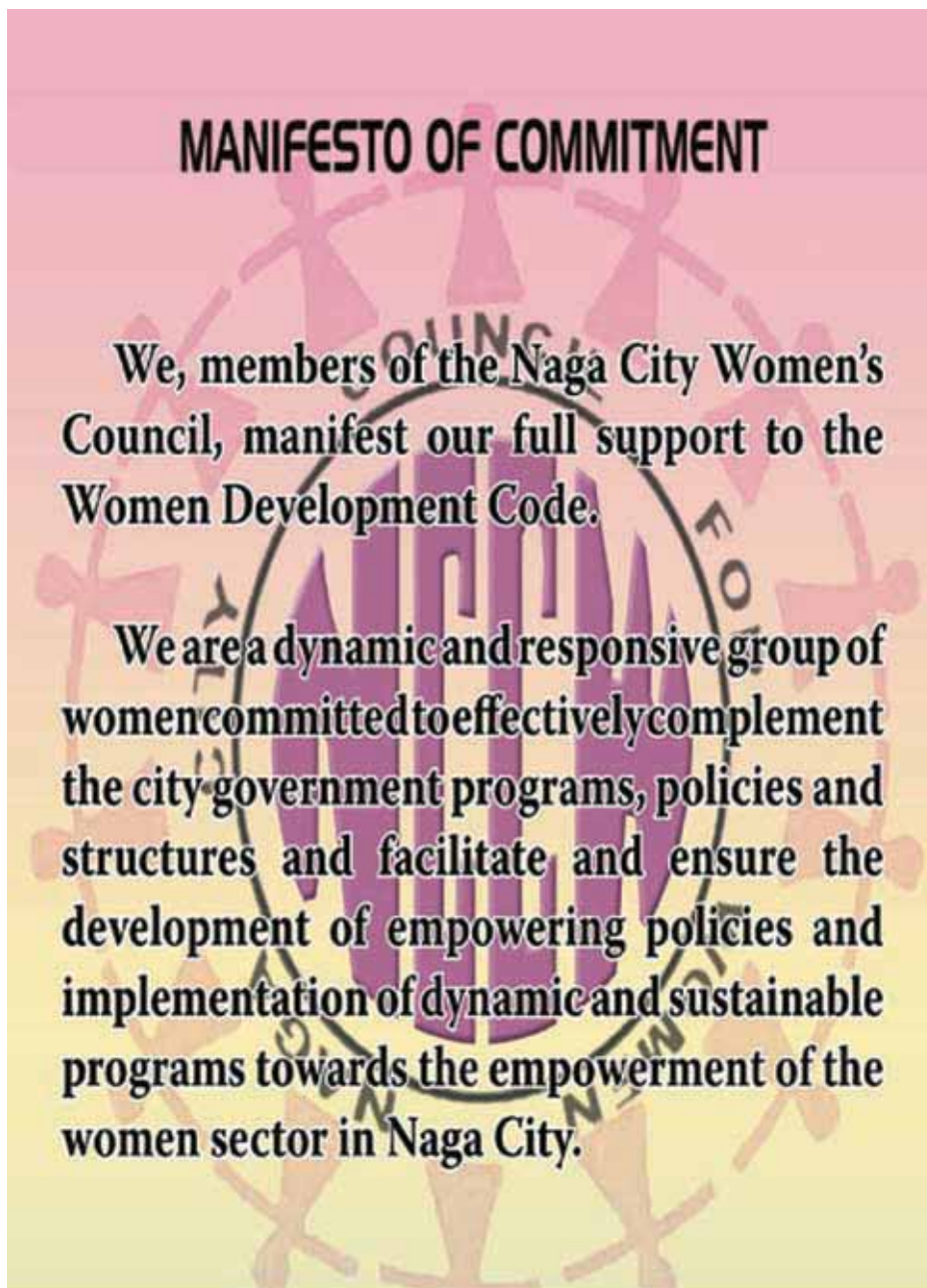
Approximately twenty percent of the city's population was homeless. Naga gradually overcame its problems such that, by the end of the 1990s it was considered one of the county's fastest-growing and most livable cities. Improved governance was seen as key to this improvement. The city has also become a recognised model in Philippine local governance, largely because of its effective and innovative programmes. Key to sustaining these programmes has been an emphasis on participatory mechanisms. Indeed, the city pioneered several efforts to engage the community in governance processes. In 1995, it enacted a landmark legislation known as the Empowerment Ordinance. This expanded the people's role in governance by establishing a functional framework for partnership and participation with more than a hundred non-government and people's organisations through the Naga City People's Council. It is within this context that gender equality in local governance was viewed.

Objectives

Specific objectives of the better-governance initiative were defined as:

- Community participation to bring the current partnership and participation-driven model of Naga governance down to the level of the individual to ensure that all citizens had a voice in government decision-making.
- Transparency and Accountability – through improved access to information, especially with regard to the responsibilities of government agencies, processes and operational standards for the delivery of services, and mechanisms to allow the constituency to monitor government performance and pinpoint the office or person

- who is exactly accountable for the outcome
- Equity – to afford all constituents equal treatment and access to city services, regardless of their status in life, by enhancing consciousness of opportunities and ensuring predictability of the service delivery mechanism
 - Responsiveness, Effectiveness and Efficiency – with interactive engagement and the ability to pinpoint exact accountability, coupled with a policy of government striving to approximate private standards, enable the bureaucracy to “do more with less” and sustain a culture of excellence and innovative management.



Process

Gender issues have been implemented through a number of ordinances.

The Women Development Code of Naga City is a collaborative initiative between the city government of Naga and various women's groups. The common objective is to institutionalise existing initiatives to ensure that they continue even when there are changes in government. This local legislation declares, in unequivocal terms, the commitment of the city government of Naga and the organised women's groups to vigorously pursue and implement gender-responsive development policies and programmes to create an environment where human dignity is felt and experienced by every person, particularly women, and allows them equal opportunity to develop their potential.

The ordinance declares principles and policies that guide the city government in the exercise of its powers: Rights of women which the city government commits to uphold; clear mechanisms to ensure enjoyment of the women's rights declared under the ordinance; direct women's participation in governance through seats for women representatives; allocation of at least ten percent of the city government's Annual Budget, for programmes and projects mandated under the Ordinance; creation of the Naga City Integrated Gender and Development Office; strengthening the Naga City Council for Women, making a private-public partnership mechanism to monitor and ensure implementation of the Ordinance.

The Naga City Women's Council Ordinance: A networking mechanism for public and private activities on issues affecting women. It consists of all city government offices whose mandates affect and address women's issues and concerns in collaboration with other women institutions.

The Women's Council functions as a feedback mechanism in planning, policy formulation and implementation of gender issues.

Labour-Management Cooperation Ordinance of the city of Naga seeks to promote strong collaborative relationships between employers and employees. The Labour Council is a partnership composed of the city government, representatives from the employers sector and representatives from the employees' sector. In upholding the rights of women to participation in decision-making, the Ordinance requires that at least one of the three representatives from the employers and the employees sectors shall be women, and that women's issues will be on the agenda.

Outcomes

Consistent with its commitment to empower the people towards meaningful and sustained participation in governance, the city government of Naga strongly facilitates and supports, through policies and budget, various private sector initiatives in response to the issues and concerns of women. Three outstanding initiatives are:

The *Naga City Task Force Sagip* is a mechanism created to implement the mandate of the women development code to prevent and prohibit the publication of pornographic and indecent materials or the staging of indecent shows. Another initiative, *the Naga City Home Care Center* is a facility that serves as a "half-way house/shelter" for women and children victims of domestic violence. It is run and operated by a non-government organisation but funded by the Naga City Government. *The Naga City Bantay Familia Initiative* facilitates delivery of all government and private services to women and children victims of violence, from the city level down to the barangay (ward) level.

Policy Mandate

Philippines has strong national policy machinery for gender mainstreaming and women's empowerment. *The National Commission on the Role of Filipino Women* carries out continuous programmes in many gender-related areas including:

- Ensuring gender responsiveness in national development plans
- Advocacy
- Monitoring and assessment
- Capacity building for women and women's organisations
- Gender awareness for the policy makers and the general public
- Policy studies and reviews
- Support to balancing traditional and modern roles of women
- Budget monitoring
- This policy and provisions are made at the national level and implemented at local level backed by the decentralisation policy.

The 1991 Local Government Code was adopted as a constitutional amendment. It defines the mandate, role and responsibilities of local government. It includes the formal recognition and designation of four tiers of governance - provincial, city, municipal and *barangays* (the smallest political unit). It also affects national government as far as their relationship to the local government is concerned.

The Code devolves to local government units the responsibility of delivering basic services. These services include: health, social welfare services, environmental protection, agricultural extension, locally funded public works, education, tourism, telecommunications services and housing projects, and investment support and promotion.

The Code devolves to local governments certain regulatory powers, such as the reclassification of agricultural lands, enforcement of environmental laws, inspection of food products and quarantine, enforcement of national building code, operation of tricycles, and approval of subdivision plans. The Local Code has increased the financial resources of the local government units by increasing their share of national wealth from 11 percent to as much as 40 percent. The Code mandates a participatory planning process involving representation from civil society, and the private sector in local development councils. The councils include civil society representatives, and are obliged to mobilise people's participation in local development efforts and also monitor implementation of local development projects. Women's organisations constitute one of the significant participant groups.

Lessons Learned

Due to these interventions, a greater segment of the society is now more aware of the important role played by women in the development of the community. Women have been given a voice in local decision-making processes, and have become visionary leaders in their society. This initiative uses a top-down and bottom-up approach to governance. Policy suggestions and programmes of action sometimes come from the top (government officials) and sometimes they come from the bottom (non-governmental organisations and people's organisations). Both parties are open and ready to respond to concerns raised by the other. Bottom-up-top-down approach has worked in many participatory initiatives in the Philippines including those on gender issues. The effectiveness of the Naga programme has several pillars: gender policies, effective decentralisation, institutionalised community participation and very strong political commitment.

Sustainability

The Women Development Code of Naga City is the first of its kind. It is the first time a local government has made funding commitment of this magnitude to gender issues, and the first time to entrust monitoring to a private group, thereby truly implementing the principles of transparency. To replicate it, the city authority has already started disseminating the ordinance, in partnership with a non-governmental organisation, with the different municipalities in the province through presentations/fora with women legislators of these local government units.

A detailed annex on the Women Development Code of Naga City is presented in Annex 1.

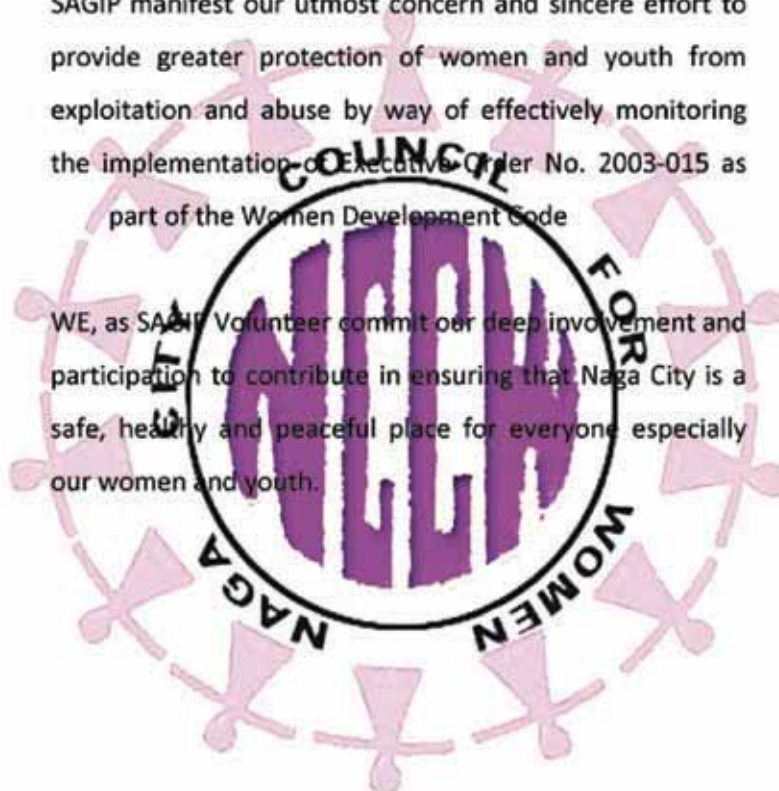
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TASK FORCE SAGIP OUR CREDO . . .

We, members of Naga City Council for Women Task Force SAGIP manifest our utmost concern and sincere effort to provide greater protection of women and youth from exploitation and abuse by way of effectively monitoring the implementation of Executive Order No. 2003-015 as part of the Women Development Code

WE, as SAGIP Volunteer commit our deep involvement and participation to contribute in ensuring that Naga City is a safe, healthy and peaceful place for everyone especially our women and youth.



IMPLEMENTATION STRATEGY FOR GENDER MAINSTREAMING, VIENNA, AUSTRIA

Introduction

Vienna is the capital of Austria, and one of nine states of Austria. It has a population of about 1.6 million (2.2 million within the greater metro area). Vienna is by far the largest city in Austria as well as being the cultural, economic and political centre. Vienna is determined to stay current with social changes, hence the improvement of equality between women and men is considered to be an important aim item in the city's agenda. Since the beginning of the 1990s there has been a commitment to cross-sectional women's and equal opportunity policy in the City.

Background

In 2000, the City of Vienna initiated the project of Gender Mainstreaming, with the city administration and the Municipal Department for Promotion and Co-ordination of Women's Issues being the responsible bodies. In October 2005, the project centre was established in the Chief Executive Office – Executive office for Urban Planning. This was to facilitate a cross sectional implementation within all parts of the administration with “top-down” approach. Since the Project is part of the administration all resources required such as physical space, technical support as well as human and financial resources, were mobilised by the city administration.

Objective

The main objective was Structural Implementation of Gender Mainstreaming within selected departments in Vienna.

Actions

The gender mainstreaming project was implemented in three phases. The first phase was to work towards a cross-sectional implementation of Gender mainstreaming within selected departments. The second phase was to expand it to all departments of the administration. After three years, Gender Mainstreaming was expected to be applicable within all key parts of the administration with every key personality being able to apply it within their own functional responsibilities. This was viewed as achievable only through formulation and ongoing updates of an implementation strategy brought about by existing know how and competence in the fields project management. The sensitisation, consciousness raising and knowledge transfers for the application of Gender Mainstreaming, as well as consultation among corporate consulting services, initiation and coordination of Gender Mainstreaming programmes and the development of evaluation and reporting methods in the project centre were also important.

Pilot Project – Mariahilf District

Mariahilf was picked out as the “Gender Mainstreaming Pilot District” in 2002. The coordinating office for Planning and Construction takes into consideration the specific needs of women. The Executive Office for Urban Planning, Development and Construction is in charge of the process and provided the theoretical and practical background. The aim is to take into account the interests of pedestrians when designing public road space.

In 2002, a set of maps depicting qualities and deficits in the pedestrian-path network was made available to all districts as part of a “Gender Mainstreaming Model Districts” programme to support gender-sensitive decisions for projects in public space. Districts also received a manual of gender-sensitive perspectives for traffic and transport planning at the Co-ordination Office’s. Based on these circumstances Mariahilf was chosen as the Gender Mainstreaming Pilot District in late 2002.

The project process was carried out in several phases. The first phase was for preparation and it entailed two studies on Gender mainstreaming in planning: *Best Practice – Gender Mainstreaming in Planning and Construction in Europe, and Implementation of Principles set out in Transport Master Plan 2003 Relevant to Pedestrian Traffic in Gender Mainstreaming Pilot District Mariahilf*. During the study a systematic and area-wide transfer of quality standards set out in the Transport Master Plan, was undertaken and priorities and cost estimates were established.

The second phase was the Master project and it included an inaugural meeting in July 2004, where participating departments had the opportunity to exchange experiences for the first time. It is through this that municipal departments independently selected gender mainstreaming master projects from the current working programme. Area wide initiative was the third phase, where the seven participating departments involved in the project assessed gender-specific implications and carefully considered their decisions in accordance with the needs of different target groups. The instruments developed for the purpose were first tested during pilot projects and procedures in the district. In 2005 Municipal Departments (MD) 28, Road Management and Construction, MD 33, Public Lighting and MD 46, Traffic Management and Organisation, were selected as core departments for the project.

They all took into account area-wide gender mainstreaming for all measures implemented in the 6th district.

In 2006, the core departments again considered gender mainstreaming an area-wide issue for the 6th district. The procedures hitherto applied were revised. As of the second quarter of 2006, the planning process for road construction projects in the 6th district were initiated with a gender check taking into account different target groups and their specific circumstances from the very start and to facilitate relevant decisions.

Since the project first began in late 2002, almost 1,000 metres of pavement have been widened, approximately 40 street crossings have been added, 26 lighting projects have been implemented, barrier-free pavements have been created in five different places, one lift has been installed in public space, two minor square designs have been completed and additional seating has been placed in nine different locations.

The main challenge was to methodically integrate the interests of pedestrians into traffic and transport planning and to put them on an equal footing with other interests. Precise knowledge of internal procedures at the level of municipal departments was essential for the success of the process. Practical illustration of gender mainstreaming based on a concrete pilot process raised people’s acceptance of the issue and reduced fear of contact among members of staff.

Due to the positive results from the pilot district Mariahilf, the minimum standards prepared by the core departments are to be extended to other districts.

Process

The implementation of Gender Mainstreaming was supported by Vienna City Council, in particular by the Executive City Councillor for Integration, Women's Issues, Consumer Protection and Personnel and coordinated with political resolutions such as: the closed meeting of the city government in October 2004 in which Gender Mainstreaming was the subject of discussion; the closed meeting of the city government in January 2005 with its resolution on Gender Budgeting in order to complete the Gender Mainstreaming process.

So far the Gender Mainstreaming Project has established a gender training facility for city employees to introduce the main objectives of the project.

The other objective is to enable the public to become an active part of the implementation process. Another programme initiated is the Vienna Women's Health Programme ("Her-Programme") whose objective is to improve medical, psychological and social services for women. A sustained campaign of sensitisation on gender budgeting and gender mainstreaming is carried out targeting political and administrative staff of the city.

Outcomes

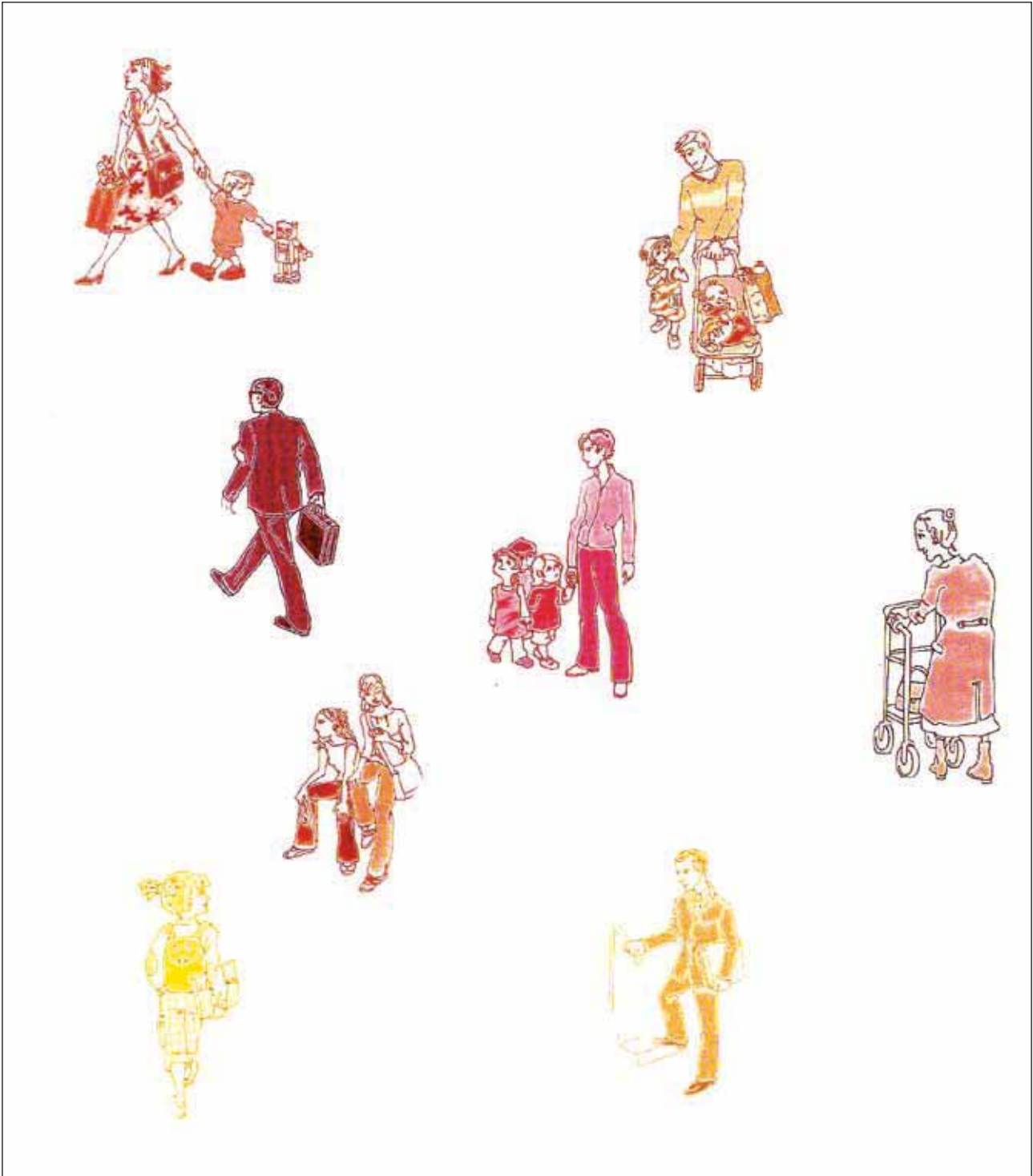
Gender roles and responsibilities:

"Gender Trainings": in cooperation with the Academy of Administration, the Project has established a concept for gender training of employees which aims to introduce the Principals of Gender Mainstreaming, to sensitise and for it to become an active part of the implementation process.

Gender specific needs

- "Her-Programme" – The Vienna Women's Health Programme: pioneering within Europe was established by a unanimous resolution of the Vienna City Council in November 1998 and has been a division of the Vienna Social Welfare Fund since 2002. The "Her-Programme" was developed by an expert commission chaired by the City Councillors of Public Health and Women's Affairs, and comprising representatives from all relevant fields of medicine, psychology and social affairs as well as non-governmental organisations and politicians from all parties of the Vienna City Council. The programme's objective is to improve medical, psychological and social services for women. Awareness of women's health and the adoption a holistic approach to health care has all been aided by gender mainstreaming.
- Gender Mainstreaming Pilot District – gender sensitive planning: the former Executive City Councillor for Women's Issues Mag. a Renate Brauner and the Executive City Councillor for Urban Development Dipl.-Ing. Rudolf Schicker launched this pilot project managed by the Co-ordination Office for Planning and Construction taking consideration the specific needs of Women in 2001. Mariahilf (6th district) was chosen as a pilot district. Beginning in 2003, every department of the Policy group for Urban Development, Traffic and Transport had to commit themselves to display gender-specific impacts of every single action within this district and furthermore to enhance equal opportunities for women and men in the following three years.

WHO USES THE PUBLIC SPACE ?



Different users of public space in Vienna
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Access to resources

Gender Budgeting Pilot District – gender sensitive budgeting: in February 2004 Meidling (12th district) decided to provide its budget for testing on gender budgeting at the district level. Accordingly, during the formulation of the budget estimate for the year 2006, Gender Budgeting-principles have been incorporated into the analysis of all expenditures assessable on district level. This budget estimate was approved on 16th December 2005.

The outstanding results are:

- Institutionalisation of Gender Budgeting by political resolution.
- Creation of consciousness and sustainable sensitisation for Gender Mainstreaming and Gender Budgeting for politicians and administration staff involved.
- Accomplishment of a gender-specific user analysis.
- Preparation of gendered information for policy-makers.
- Compilation of a gender sensitive budget estimates which include an outline of the way services are offered by the city administration. The aim is to offer services in a way that will lead to more gender equity.

With this analysis common procedures and services were questioned – the precise gender screening of who benefits from which products, services and financial means proved to be a trigger for re-thinking the actual target group as well as new strategies and solutions within the Municipal Departments, leading to innovative new pilot projects such as gender sensitive planning of a schoolyard, of parks and of municipal buildings.

The city also requires educational institutions supported by the city to submit gender-sensitivity reports.

Reporting on gender accountability by each department is made available to all other departments. This increases the commitment to addressing gender issues.

Policy Mandate

The implementation of the project centre Gender Mainstreaming was obtained by an enactment by the Chief Executive Director of the Viennese Municipal. It was supported by the Vienna City Council, particularly by the Executive City Councillor for Integration, Women's Issues, Consumer Protection and Personnel and the Executive City Councillor for Urban Development, Traffic and Transport. It was coordinated with political resolutions such as the closed meeting of the city government in October 2004 concerning Gender Mainstreaming and in January 2005 concerning Gender Budgeting.

Gender Budgeting Vienna – gender sensitive budgeting central budget estimate 2006: in January 2005, the city government decided to complete the Gender Mainstreaming process by means of Gender Budgeting. An employee of the Administrative Group of Finance, Economic Affairs and Vienna Public Utilities was appointed the Gender Budgeting Commissioner. In the course of the preparation of the budget estimate of 2006, she and the budget co-ordinators of all Administrative Groups accomplished their first review of all budgetary inclusions of each Administrative Group. This analysis set a national and international benchmark for the implementation of Gender Budgeting. The introduction to the usual budgeting process guaranteed an overall learning process, which increases the chance of sustainability.

Lessons Learned

The Gender Mainstreaming commitment has to start with top-level decision-makers with a clear top-down involvement by the people in charge. It has to be based upon a wide political consensus and requires wide support. The continuation and advancement of women's policy and affirmative action programmes for women are of great importance. Central to the successful implementation is a sex-disaggregated database for all aspects of city life.

Sustainability

The Project Centre mainly benefited from experiences generated by the Municipal Department for Promotion and Co-ordination of Women's Issues during cross-sectional projects with other departments and various Gender Mainstreaming pilot projects covering several years.

A survey carried out at the end of 2007, among all employees of the City of Vienna, (about 57,000 persons working for the city administration) show that equality and gender mainstreaming remain topics of divisive discussion. Nevertheless, the results prove that there is increasing awareness and knowledge of gender issues as well as a greater willingness to integrate gender aspects in various fields of work.

- 90% female employees, 76 % male employees agree that the city of Vienna has to take positive action to promote equality among women and men
- 69% of female employees and 64% of male employees state that they informed themselves on the Gender Mainstreaming strategy of the city of Vienna
- 52% female and male employees agree that gender issues are an important topic in their field of activity
- 41% female employees and 53% male employees state that they have already applied Gender

Mainstreaming in their daily work

- 53% female employees and 36% male employees agree that it is relevant to adapt public services to the different needs of women and men
- 52% female employees and 24% male employees agree that a gender sensitive language is important for a more equal society
- 57% female and male employees agree that gender sensitive statistics are relevant for their work

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MUNICIPAL PLAN TO PROMOTE GENDER EQUITY IN BELÉN, COSTA RICA

Introduction

Belén is a district of the province of Heredia, in Costa Rica. It is part of a greater metropolitan area, with residential housing occupying at least 25% of the area while 18% is occupied by industry. It has a population of 20,000.

Mainstreaming and institutionalising gender equity within the Belén municipality has been done at two levels. At the strategic level: this involves redefining policies and management indicators. At the operative level: this incorporates actions on gender matters through organisational structures, processes and programmes. There is also awareness-raising of local actors and capacity building on gender issues.

Background

Gender needs and interests were not given priority within the municipality. There was a vast gap in service delivery and access to resources between different sectors of the population: women, children and physically challenged people are marginalised. Gender issues have been addressed by the gender unit in the municipality. As a result, it has not been addressed as a cross-cutting theme in all departments within the municipality.

Objectives

Awareness-raising in the municipality to promote change in institutional culture.

- Provision of tools to incorporate equity in the working terms and conditions of municipal staff.
- Capacity building and evaluation of achievement of municipal commitments.

Actions

- Capacity building among the decision-makers and staff at senior management levels in the municipality
- Implementation of civic audits for monitoring and follow-ups of municipal engagements. The local government is in charge of assuring a democratic, inclusive and participatory approach and to promote social and gender equity
- Monitoring target population groups to study changes in the institutional culture.

Process

In 2004, an assessment was carried out: a document's review was conducted together with interviews of civil servants to assess the extent to which social and gender equity and equality issues had been mainstreamed into municipal areas. The study concluded that gender issues were barely addressed. This assessment was complemented with another study made up of representative women groups. As a first step, a dialogue between the municipal administration and women representatives was established.

Capacity building: Workshops on gender capacity building and awareness raising were held for the municipality staff. From May 31st to September 24th 2004, nine workshops on the following areas were held:

- Introduction to Human Rights
- Patriarchy and gender-sex system
- Gender gaps and gender sensitive policies (use, control, access to resources, affirmative policies and strategies, among others)
- Municipal management and local development with gender equity and equality
- Planning with gender perspective



Community Participation on Urban Issues
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- Building specific objectives, strategic actions and indicators
- Systematisation and collective integration of the Plan

Plan designing: Municipal staff and women's organisations discussed key points to be incorporated in to the Plan. The municipal Gender Office organised meetings with other municipal areas to design and validate general actions to fulfill the Plans objectives.

Plan publication: Before the publication, women organisations and the municipal council validated the Plan (ordinary session no. 75-2004, November 30th 2004).

In 2005, coordination work between the gender unit of the municipality and the rest of the council's departments was established for each council department.

In 2006, specific gender activities and projects were incorporated in the annual operative plan for 2007. Evaluation and follow up mechanisms and implementation tools were developed.

In 2007, there were elections, and the municipal administration changed. This presented an opportunity to renew the institutional commitment to promoting social and gender equity in local development. This institutional commitment was incorporated into the strategic development Agenda of Belen municipality 2007-2011, in

accordance with the goals of improving the quality of life of Belen's citizens. Political support was given. Consultations and meetings were held with different council departments to promote the plan.

Workshops on gender awareness were well received by the municipality staff, which led to a reduction in prejudices and a lessening of tensions between men and women.

The number of municipal departments incorporating gender activities increased. A manual was designed ["practical tools to apply in ordinary work"].

A public awareness campaign was developed. It targeted community based organisations and non-governmental organizations, working on a range of issues which include, safety, economic subsidy programmes and management of public spaces.

Outcomes

The main achievements were increased knowledge on gender equity in the following municipal areas: urban development, media and use of language, public involvement, contract procedures and project design/implementation.

All the municipal work units have incorporated concrete goals and actions on gender equity matters (118 actions).

Positive changes in the municipal work culture as well as staff relations.

An internal commission on gender was formed representing the whole of municipality.

Outcomes in specific areas: urban development (update of the municipal zoning plan, incorporating gender perspective, equity and citizen participation).

A guide on gender sensitive language and writing for media houses (within and without the municipality), was developed.

Strengthening alliances between the Women National Institute and the municipality, working together on social development. The number of women in the municipal commissions has increased.

The experience is viewed as a model to be replicated in at least eight other municipalities in Costa Rica.

There is increased goodwill towards gender and social equity at work among civil servants.

Policy Mandate

The Plan represents the first national effort in incorporating social and gender equity mainstreaming in to local government. There is an institutional policy supporting this work. Women National Institute, the governing entity on gender equity and equality in public policies, since 2005, has used Belen's municipality model, to design similar plans in other municipalities around the country.

Lessons Learned

Political support is important. It means budget allocation and clear and consistent ideological positions in promoting the welfare of all citizens

An assessment should be done before to establish the baseline data from which future progress is

assessed before the implementation plan. The methodology should be participatory, generating internal processes to analyse personal attitudes, feelings and thinking on topics relating to equity and equality. Tools are needed for use by municipal staff

It is important to mainstream gender in municipal processes: local government, planning, healthcare, employment, among others

Gender aware policies also have a positive impact on vulnerable and marginalised groups

At the operational level, a gender development plan is only effective if it is backed by a good policy, and implementation is not limited to a single gender/women's unit

Capacity building, awareness-raising and evaluation should be continuous processes throughout municipal structures.

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Grassroots Women Meet the Challenge roundtable - "Women's life, Women's decision".
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WOMEN'S EMPOWERMENT

THE GRASSROOTS WOMEN'S INTERNATIONAL ACADEMY

Introduction

The Grassroots Women's International Academy is an international transfer mechanism created by grassroots women's international networks to transfer and upscale their practices. The Grassroots Women's International Academy provides a structure for peer learning to identify the successful elements of grassroots practices around the globe and to include them in mainstream channels. The Grassroots Women's International Academy is about redefining governance and development roles and reframing the use of knowledge and resources from the perspective of what works best on the ground.

The Grassroots Women's International Academy is a methodology and practice for collecting and transferring the best practices of grassroots women's groups in improving everyday life conditions for those families and communities. The Grassroots Women's International Academy provides targeted opportunities to grassroots innovators, particularly women, who often lack prominent fora and opportunities, to articulate and share their experiences, and to develop the tools to disseminate them.

Practices of local women's groups, however successful, have not been documented on the usual circuits disseminating global information. Their practices have been more vulnerable to misappropriation by mainstream development actors, who have been better equipped with packaging and dissemination tools. Networking at the grassroots level results in the identification of inspiring best practices of grassroots women. Financial resources were secured through a strategy of linking major global events, such as big international meetings. When the German government organised the Expo 2000, they were interested in showcasing women's best practices through The Grassroots Women's International Academy as a way to include the grassroots experience at the Expo. Thus the first The Grassroots Women's International Academy took place.

Background

The Grassroots Women's International Academy was designed and initiated by members of the Mother Centres International Network for Empowerment and conducted in cooperation with the Huairou Commission. The inauguration of The Grassroots Women's International Academy's was part of the Expo 2000 in Germany and was sponsored by the Family Department of the German Federal Government, the German Division of SOS Children's Villages and the Huairou Commission. The initial Grassroots Women's International Academies (1998 – 2000) took place at the SOS Mother Centre in Salzgitter-Bad, Germany.

In The Grassroots Women's International Academy sessions, conditions for replication and transfer were analysed and linked to mainstream debates in a strategic way. Participating groups were selected on recommendation after being scrutinised by local partners on criteria such as women's leadership, having a concrete practice that works and being community based. Every group prepared a day long free format training workshop to teach their best practices. An important part of this was the definition of follow-up activities to enhance and consolidate transfers. This was tailor-made to direct exchange visits, or further training. The last section of The Grassroots Women's International Academy was dedicated to partner dialogues to enhance exchanges and to absorb the learning of The Grassroots Women's International Academy. The partner dialogues brought diverse development partners - United Nations, donor countries, national leaders, local government official, big non-governmental organisations etc - into The Grassroots Women's International Academy sessions to debate issues with grassroots women. The biggest problem facing the implementation of The Grassroots Women's International Academy was the lack of financial resources. This resulted in insufficient translation equipment and inadequate communication facilitation, in addition to the challenge of financing travel and accommodation.

Objective

The objective of The Grassroots Women's International Academy is to transfer and replicate best practices both horizontally (peer learning) and vertically (assuring that other stakeholders become involved). Precondition to its success is the ownership by the grassroots group of the knowledge contained in their best practice.

Actions

These objectives are achieved through a process of reflection and documentation, generated by peer teaching and peer exchange. Another core action is the analysis of the partnerships needed for the sustainability of those best practices.

Process

The ten meetings The Grassroots Women's International Academy has held so far have contributed to a powerful exchange and transfer of best practices, from North to South, from South to North, from East to West and vice versa, as well as between groups in the same region who have been isolated from one another. The Grassroots Women's International Academy demonstrated two different levels of best practices. First, the practices of the participating groups were transferred to other groups as a result of the Academy's process. Secondly, the Academy as a transfer methodology is a best practice in itself that was replicated successfully in different settings.

The first Grassroots Women's International Academy's were primarily events to highlight and exchange best practices. The Grassroots Women's International Academy held in New York in 2001, served as a tool to impact on the Istanbul+5 meeting as well as a capacity building strategy. The Grassroots Women's International Academy in Barcelona at the WUF II in 2004 had a special focus on partnership building.

Participating groups came together with their local authorities and prepared their presentation. This provided strong horizontal and vertical learning. The two thematic Grassroots Women's International Academy's that have been held on AIDS, combined preparing advocacy work at the International Conference on AIDS and Sexually Transmitted Infections in Africa conferences, with peer exchange and networking activities among African groups. To facilitate replication, the Nest! Foundation published "The Grassroots Women's International Academy Handbook" which gives practical insights in background and application of its methodology.

Outcomes

Some examples of successful transfers of grassroots best practices as follow up of The Grassroots Women's International Academy include:

1) Savings and Credit Groups as Grassroots Women's Best Practice from the South

The presentations of the Society for the Promotion of Area Resource Centres and Swayam Shikshan Prayog in India at The Grassroots Women's International Academy resulted in powerful peer learning and a successful transfer of grassroots women's best practices from South to North. Mother Centres in Germany and Bosnia have applied the Indian model to their local conditions. They use savings and credit groups as a key strategy for strengthening financial literacy, self-confidence, social bonding in the group, start-up businesses and responses to emergencies.

2) Community Mapping and Information Gathering as a Governance Tool

Grassroots Organisations Operating Together in Sisterhood International organised exchanges as follow-up to The Grassroots Women's International Academy between groups from two earthquake hit regions: Swayam Shikshan Prayog in India and the Foundation for the Support of Women's

Work in Turkey. The Turkish women learned how to organize community women and how to be at the forefront of reconstruction after natural disasters. The method of gathering information and conducting community surveys as a governance and partnership building tool was piloted by The Grassroots Women's International Academy participants Society for the Promotion of Area Resource Centres and Swayam Shikshan Prayog in India and successfully transferred to Turkish communities.

Lessons Learned

Women learnt that solutions lie in people, not in technology. Only when there are equitable partnerships at the grassroots level, can the quality of decision and policy making be improved. Development is sustainable when it is rooted locally in community networks. When women take leadership roles, corruption is reduced and solutions are developed that are in harmony with the whole community as well as with the natural environment. After wars and disasters, the reweaving of the social fabric of societies is needed just as much as rebuilding houses and the physical infrastructure. Women are the key to re-weaving the social fabric.

Sustainability

Ten Grassroots Women's International Academy's over the years have managed to find sufficient financial resources proving that the concept is marketable and financially sustainable.

To transfer experiences to an international setting like The Grassroots Women's International Academy, a range of local cultures need to be bridged. This is done by a monitoring process: "Temperature taking" is done on a daily basis. In these sessions a reflection and exchange on the wellbeing of all participants assures that issues are dealt with before

problems arise, or before they become conflicts. Understanding and respecting the comfort zones of people in the physical, emotional, cultural and mental respect, is of the utmost importance in the sustainability of this transfer process.

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MOTHER CENTRES INTERNATIONAL NETWORK
 /AG INTERNATIONAL, STUTTGART, GERMANY

Introduction

Stuttgart is the capital of the state of Baden-Württemberg in southern Germany. It has a population of 595,452. The metropolitan area has a population of 3.46 million (February 2007). Mother centres address the needs of women and children and recreate family and neighborhood structures in the community where modernisation (in the West) and totalitarian systems and war () have destroyed them. They empower mothers and create new channels of female participation and leadership in communities and in local governance. They are an innovative model on how to strengthen civil society by revitalising neighbourhoods and the community culture.

The centres are melting-pots in the community for women of diverse class and ethnic backgrounds, to meet and join forces in dealing with everyday life issues, to create community services, and to rechannel resources to the grassroots level.

Background

The Mother Centres International Network is the result of a grassroots women's movement, that started in Germany as a result of a research project at the German Youth Institute in Munich.

The first three model Mother Centres were funded by the German Government Department for Family Affairs. After publication of the Book: "Mothers in the Center - Mother Centers" in 1985, it spread by peer visits and exchanges throughout Germany and neighbouring countries. Following the transition in Central and Eastern Europe, Mother Centres were created from the bottom up as self-help initiatives in the Czech and Slovak Republics, in Bulgaria, Russia, Georgia and Bosnia Herzegovina. World-wide, there are now some 700 mother centres, including in Africa and North America.

Objectives and Actions

- To empower women: Mother Centres differ from the usual social work deficit oriented approach: "You have a problem. Come to us, the experts, for help". The mother centre approach is the other way around: "You are good at least in one thing. Come to the mother centre and contribute to the community."
- Mother centres are self-managed. The core of the project is a daily drop-in coffee shop that includes child care. Activities in the centres are paid, usually on an hourly basis, and involve projects that help reduce expenses for families while supporting families in their everyday chores and in times of crises. This includes services like second hand merchandise, hair cutting, midday meals, toy library, sewing classes, repair services as well as training to expand skills to help re-enter the labour market, like language and computer courses. Holistic health services are part of this daily programme. Activities in the centres are remunerated whenever possible.

Process

A key strategy in sparking off the mother centre movement was the decision by the Deutsches Jugendinstitut (DJI) team not to publish their research results as an academic book but rather to facilitate a process where women could become involved in the first three mother centres and who would write down their own stories, creating an authentic and animated book, later translated into the Czech language. When other mothers read the accounts of these women they felt inspired and encouraged to replicate these experiences for themselves. Written by community women, the book conveyed two basic messages to grassroots women's groups across

Germany and beyond: "This is it!" and: "We can do that too!" The mother centre movement is an interesting example of transferring grassroots best practices through the story-telling.

The concept of preventive family policy measures was developed and presented to municipalities and private welfare organisations, arguing that it was cheaper to help families help themselves than to pay the high public costs for dysfunctional family socialisation.

Over time, the success of the centres and their rapid replication created a momentum of public funding that resulted in new legislation and new funding procedures allowing for mother centre funding titles in family and youth welfare programmes. This was the result of extensive lobbying by the countless mother centre initiatives in communities across the country. Meanwhile, preventive family policy measures preserving healthy families and neighbourhoods are considered a wise investment by western welfare states, and public and private funding for family self-help groups is available in countries like Germany, Austria and Holland.

In Central and Eastern Europe, public funds are more difficult to obtain, due mainly to the fact that little or no money for social policies of this kind is available in municipal and state budgets. In these countries the local mother centres, using the same rationale, have been successful in acquiring rooms and land from the municipalities, and raising funds from foundations and the private sector.

Outcomes

Depending on size of the centres, and the length of time they have been working, mother centres reach between 50 and 500 families in their neighbourhoods. The experience often profoundly changes the lives of the women and their families. In a Deutsches Jugendinstitut study the following replies were received to the question about what effect the mother centre has on its participants:

- 70% learned more tolerance, 58% said they learned to participate and raise their voices, 55% answered that they learned to cope with every day life with greater calm and more confidence. For the children, the centres meant an expansion of their social and physical space and experience. For the fathers, the centres often involved a challenge to traditional family roles and the sharing of responsibilities, a challenge that 67% of the fathers regarded as positive
- 80% of the respondents felt that the mother centre enriched the community, 47% saw improvements to the infrastructural conditions of families and 41% said that the centres changed the neighbourhood facilitating more social contact and social integration (including acceptance of minority groups)
- 67% affirmed that they had influenced their community through political action and in 46% of mother centres were represented on municipal councils in urban planning and development.

Mother Centres have contributed to a new range of neighbourhood services and a new culture of care in communities, especially with regard to the quality of care for children and the elderly. They have proved successful in providing training and job re-entry programmes, as well as creating new businesses and income generating opportunities.

Policy Mandate

Municipal agencies, regional, local and national governments regularly consult Mother centres. They advocate on gender and family issues and have had an impact on national legislation and urban planning .

Lessons Learned

Claiming public space: The “public living room” as the centres calls themselves, are places where every day life experience is acknowledged and valued. In the centres, women learn to recognise and pool their skills and resources and to support each other in developing their leadership potential.

Participation in public decision making: for grassroots women this often involves entering an intimidating and alienating culture that disconnects grassroots leaders from their communities and from everyday life. This is one of the main barriers to grassroots women’s participation in politics. The mother centres have been successful in involving women in local governance by creating a support system that keeps women rooted in their communities.

Healthy neighbourhoods are an important element in social cohesion. Mother centres create social networks that allow for neighbourhoods to meet and show more tolerance in their communities.

Sustainability

The mother centre movement has contributed to the transformation of social institutions and enabled legislation. They have created an innovative shift in the field of social work and social welfare: from mothers and families as clients of professional programmes to self-help and empowerment; as active participants in local planning and decision making, counteracting the

customary social exclusion of an important group in society.

The greatest success of these centres has proved to be the re-channelling of resources from social work programmes into the hands of grassroots women’s groups. In Germany’s case, the change in public policy resulted in the reform of the German Youth Welfare Legislation which now includes a paragraph on funding for family self-help initiatives. Through the mother centres a grassroots women’s voice has emerged in local governance, creating more gender equity in the decision-making process.

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GOVERNANCE

PROGRAMME ON GENDER AND DEVELOPMENT FOR CAPOOCANONS (PRO-GAD CAPOOCANON), PHILIPPINES

Introduction

Capoocan is a fourth class municipality in the province of Leyte, Philippines. According to the 2000 census, it has a population of 27,593 people living in 5,400 households. Pro-GAD Capoocan is a comprehensive gender programme designed to respond to gender/women issues and concerns that have been identified through a participatory process. These include poverty, political marginalisation, significant incidences of violence against women, and limited access to basic social services, particularly in reproductive health services. Through Pro-GAD, it is hoped that women's practical gender needs are answered, in the short-term

Background

It is a project of the Local Government Unit of Capoocan, in conjunction with the Centre for Partnership Initiatives for Development, and non-government organisations operating in Capoocan, as its co-implementers. The programme started in October 2001 and is being implemented in the 21 barangays (villages) of Capoocan. The programme funds come from the mandated 5% Annual Gender and Development Budget allocation of the Municipality and Barangay (Local Government Unit's.) In 2002, the total Gender and Development Fund amounted to USD 38,330.13 and USD 42,633.28 in 2003. Overall the Gender and Development Budget for 2004 amounted to USD 45,400.25. Aside from the 5% Gender and Development Budget, women also benefited from the regular programmes of the Local Government Unit (agriculture, health, education/trainings and socio-economic projects.)

Objectives

The issues and concerns of intervention include alleviating economical and political marginalization of women, significant incidences of violence against women and limited access to basic social services, particularly on reproductive health services.

Actions

Group formation: The formation and strengthening of women's organisations at the barangay and municipal level is an integral part of the Pro-GAD. At present, there exist women organisations in all 21 barangays and municipalities. A Local Council of Women was also organised and is operational.

Education and Training: Gender Sensitivity Training and anti-violence against women orientations were conducted in all 21 barangays and at municipal level. Other gender-related consciousness-raising activities conducted include, Anti-Sexual Harassment in the Workplace, Reproductive Health Rights, Anti-Sex Trafficking of Women and Children; forum on women's Economic Empowerment and Basic Legislation for Women Legislators. Livelihood skills training such as handicraft skills were also conducted.

Social-Economic Development: Women organisations are being assisted through the Gender and Development Fund in the realisation of their identified projects: handicrafts, decors, flowers production and rice-distributing centers. These organisations are also given product development and skills enhancement training. Marketing assistance is also provided through participation in trade fairs and product placement.

Health, Nutrition and Family Planning: There is provision for reproductive health services like free pap smears and family planning services. To address the issue of maternal mortality through delivery, birth attendants are required to attend training courses and are provided with health kits (containing supplies/ instruments used for child delivery).

Process

It is through the representation of women's organisations in the 21 Barangay Development Council, that women are most able to participate in decision-making/governance processes. As the

Barangay Development Council representatives (28 women out of 52), women leaders take an active role in the annual Barangay Development Planning through the Participatory Rural Appraisal approach. This way, women are able to shift a formerly infrastructure-focused Barangay plan to that which gives priority to health, nutrition, livelihood and support infrastructure for gender specific needs. Formulation of Gender and Development Plans (Barangay and Municipality) is also another area where women take the lead in deciding development matters. Women are also represented at the municipal Local Special Bodies.

Victims of gender violence are provided with counseling, temporary shelter, legal and financial assistance. Danger Zone Maps are disseminated (identifying areas not safe for women, especially if they venture there at night) during meetings, school classes and on bulletin boards is another activity of Pro- Gender and Development anti-violence against women campaign. The maps have been used as basis in the street-lighting project of the Municipality. The anti- violence against women campaign is a year-round campaign. The climax is during the annual commemoration of the “16 Days of Activism for the Elimination of Violence against Women” (Nov. 25-Dec. 10). Anti - violence against women campaigns, public film showing, stage play presentation and radio-questions are the usual activities. Giant anti-violence against women billboards are placed strategically along the main highway to create visibility for the campaign.

Advocacy is a participatory process and women legislators have collectively formulated legislative and executive agendas to influence barangay and municipal policies. The most outstanding woman-initiative, the first ever in the history of Capoocan, was the People’s Lobby for the Approval of the Municipal Annual Budget. More than a hundred women leaders, and men supporters, trooped down to the Municipal Council Session to demand the long-delayed Council approval on the budget,

which had caused delays in delivery of medication at health centres. The local media supported the cause by raising awareness about the issue on air and in print. After almost four hours, the three month-delayed budget was granted. Consequently, the Annual Municipal Budget has always been approved on time, even if political dynamics exist between the Executive and Legislative units.

Outcomes

There is an observable change in the relatives between men and women and among these are the following:

- Significant numbers of men who attend gender-related training courses/orientations who take on household chores, such as washing of clothes and cooking. More men take care of children. Most women, on the other hand, no longer accept their sole responsibility is doing household chores and express their need for their husbands to share in these chores.
- The giving of priority focus on women particularly on participatory governance, through the Pro-Gender and Development, has enabled more women to be confident in articulating their issues and concerns; more and more women leaders are emerging in community development matters.

Challenges and Constraints

One most notable negative effect of the implementation of Pro- Gender and Development Capoocan is on the security of direct Gender and Development implementers (its staff, the Centre for Partnership Initiatives for Development, Barangay and Gender and Development Focal Persons). The active campaign against violence against women has caused some of the Gender and Development implementers to be harassed and threatened by violence against women perpetrators. A Narangay Gender and Development Focal Person was charged in court in a rape case where she assisted the two



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young women who were molested.

The other negative effect has been the negative perception by some men that they are being sidelined since women have been given more focus and protection. Although this is not a dominant reaction, Pro- Gender and Development has decided to give more focus to consciousness-raising for men such as a Gender Sensitivity Training designed especially for men.

Sustainability

The institutional structure responsible for monitoring and evaluating the Gender and Development Programme is the Monitoring and Evaluation Committee for the Municipal Gender and Development Focal Team. This committee is composed of the representatives of the non-governmental organisations (Centre for Partnership Initiatives for Development, Local Council of Women, Barangay, and Health Workers Federation and Capoocan Young Women's Movement) and a representative of the Gender And Development Administration to provide an outsider's perspective. Monitoring and evaluation is based on a set of indicators for the Gender and Development Plan implementation within a given period. Results of the M and E are used as a basis in policy measures. Results are validated and discussed in the Municipal Gender and Development Focal

Team meetings and during quarterly assessments and plan review. A workshop-consultation is usually called when policy recommendations are brought to the attention of the Municipal Gender and Development Focal Team by the M and E Team.

Community Organizing in Pro-Gender and Development is not limited to women's organisations alone but encompass other existing People's Organisations (fishermen, farmers, senior citizens and youth). This strategy reaches more people especially men which widens the support for gender advocacy.

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PROVINCIAL COMMISSION FOR WOMEN IN BULACAN, PHILIPPINES

Introduction

Bulacan is a province in the Philippines located in the central Luzon region. According to the May 2000 census, there were a total of 2,234,088 Bulaqueños, making Bulacan the fourth most populous province in the country. It is also the fifth most densely populated province with 851 people per square kilometer. There are 463,886 households in the province with an average size of 4.81 persons, significantly lower than the national average of 4.99.

The Provincial Commission for Women of Bulacan was created by Executive order 94 - 02 in 1994, the first commission for women in the country.

Background

The Provincial Commission for Women of Bulacan works on a bottom-up approach. Women commissioners are chosen by women organisations to sit on the Provincial Commission. These women are directly in touch with grassroots women. They are well informed of the needs of women in the villages. These needs are presented during the general provincial assemblies held twice each year and forwarded for the Governor's attention. Programmes to address these needs are then drawn up, funded and implemented by concerned agencies of the Provincial Government. The programmes are monitored by the Provincial Council on Women. Initially, women organisations depended on outside funding. Today these women organisations search for resources within the community before asking for outside assistance. Indeed, these women organisations have graduated from single entities to shared responsibility, from rivalry and competition among groups to cooperation and mentoring and mutual appreciation of strengths and contributions.

The commission provided women non-governmental organisations with the necessary skills for problem solving to project implementation and monitoring. A critical component emphasized was the participation of women in the development process – debating their feelings, ideas, suggestions, all carefully considered in project conceptualisation.

Because of the Commission's influence, women non-governmental organizations of Marilao launched the Women in Service for the physically disabled of Marilao to address the need for special education on mentally challenged children with difficulties in being accepted, and if accepted, surviving public schools.

Women non-governmental organisations rallied together and sourced the lot for the Special Education and Women Center. USD18, 181 was sourced from the Provincial government, while the Department of Public-Works constructed the building, the teachers were provided by the Department of Education, the health and nutrition was handled by the Municipal social Welfare Development Office. To help the mothers of these children, a special literacy cum livelihood programme was given.

As a motivator, the Commission was bestowed the Golden Medal Award. It has been awarded to 257 women and seven women non-governmental organisations.

Objectives

The commission's aim is to review, evaluate and recommend measures, including priorities, for the full integration of women in the economic, social and cultural development.

The commission opted to work with non-governmental organisations that deal with women issues. There are frequent consultations, capacity building exercises, advocacy on human rights, family solidarity, domestic violence debates, etc.

Actions

The commission provided non-governmental organizations with technical support vis-à-vis skills in problem solving, sourcing funds and project implementation and monitoring. Participation of women in the development process was emphasised. Their feelings, ideas and suggestions were considered in project conceptualisation.

Process

Through community participation, 135 women non-governmental organisations implemented programmes in their communities. Local citizens participated in project conceptualisation by sharing their insights, opinions and resources.

Some non-governmental organisations collaborated with women non-governmental organisations in project implementation, while the private sector donated medicines, food, money, and training to the project beneficiaries. Government agencies provided not only technical assistance but agricultural input and health services.

Women leaders at the grassroots level come to the seat of power of the provincial government, to learn about the programmes and services for women. Later, the Commissioners of the provincial council for women went down to the district level for discussions with the local women. The month of March is designated to Women's issues. Audio-visual presentations on successful women projects are shown publicly using cable television stations. News releases are made and print features written in the local dailies. Contributing also are the streamers and posters distributed in the different towns.

Recognition is given to the outstanding women in their different fields and to women organisations that have contributed much to the enthusiasm.

Outcomes

After 10 years of existence, the Commission's success can be measured by the performance of

the 135 organisations it has helped to maturity. The commission has been assisting in advocacy, advisory, monitoring and evaluation services, which have positively influenced the success of these organisations. They work in groups and have formed networks to implement gender sensitive programmes.

The programme has modified relations between men and women in various ways. Men now share in raising a family. When women attend meetings, the men wash the clothes.

In other cases, when women are in meetings, the men serve the coffee; there are conscious efforts among male lawmakers to legislate laws that will protect women; male and female department heads are aware that there should be more programmes and more budgets allocated to women; employees, both men and women, are conscious about sexual harassment in the work place; husbands allow their wives to enter politics and men even vote for women to be village chiefs.

Other significant benefits include: women non-governmental organisations have grown proactive and assertive; women groups evolved from stereotyped programmes and projects to more gender sensitive agendas; they are more entrepreneurial and self-sustaining; health indicators show that fewer women are dying because of childbirth related complications and fewer babies are dying since priority is given to maternal and child care. The life span of women has increased and women are contributing to the family income. There are more women in politics today.

Policy Mandate

While the law in the Philippines stipulates that 5% of total funds are to be allocated to women (Gender and Development), more money has been allocated to projects benefiting women. From 2003, USD345, 455.00 (10% of the budget) was allocated to gender development. In 2004, USD 727,274 (20% of the budget) was allocated.

There were changes in the provincial acts/policies/regulations:

- The month of March was legislated as Women's Month.
- It was also legislated that individual women and women's organisations are recognised through the Golden Medal Award
- The creation of the Provincial Commission on Women was a result both of an Executive Order and a Provincial Legislation
- Legislation approving budgets for projects for women were passed and budget allocations increased
- It was accepted that women are better managers among male department heads in the Provincial Government.

The provincial commission on women is replicated in the seven municipalities of the province through the Local Commission on Women. By doing this, services for women have become faster and more accessible. The other municipalities are targeted to have their local councils in 2004.

Lessons Learned

The Commission is in its fourteenth year (2008). It has revolutionised women organisations. In its early years, the Commission was confused. It was implementing programmes and duplicating the functions of other government agencies. After years of sharing, training and being a catalyst in development, it has finally found its role: advocacy, advisory, monitoring and women empowerment body.

Sustainability

The organisations have been trained for fundraising. The provincial commission on women monitors the implementation of programmes while the provincial planning office monitors their accomplishments. Non-governmental organisations monitor the progress of beneficiaries at the village level.

The provincial government assigns Community Affairs Officers to monitor both the women non-governmental organisations and its beneficiaries. The weekly monitoring is compiled into monthly reports, which are acted upon by the Departments concerned. The Governor sits in the Quarterly Evaluation.

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GENDER AND CITIZENSHIP IN THE INTEGRATED PROGRAMME FOR SOCIAL INCLUSION – SANTO ANDRÉ, BRAZIL

Introduction

The City of Santo Andre is in the Sao Paulo state. It has a population of 660,000. The Integrated Programme for Social Inclusion is a participatory programme based on the concept that social exclusion is multi-dimensional, it involves economic, social, urban, cultural, and political factors that reinforce each other. This multi-dimensional aspect requires an integrated approach, aimed at maximising available opportunities for individuals and families in overcoming social exclusion. The Santo Andre programme on social inclusion promotes self-esteem and a feeling of belonging to the community. It is based on three principles: policy integration, spatial concentration and community participation.

The Gender and Citizenship Programme is the result of a partnership between the Santo Andre Municipality and the Centre for Health Studies. Its aim is to foster gender awareness by promoting institutional arrangements reducing conflict, and working simultaneously with the community and programme teams. The programme strengthened women's role in the decision-making process and improved family relations in the community and the city.

Background

Before the programme started, there were 3,700 families (approximately 16,000 people) living in four informal settlements. Among the family heads, fifty-one percent were unemployed or had irregular jobs; 13% were illiterate; 25% had not finished primary school, and 25% earned a meager income. Fifty-eight percent of those families were headed by women. In addition, some of the households were located in high-risk areas, subject to floods and landslides or situated on steep slopes.

These households had poor and dangerous infrastructure with illegal connections to running water, sewer systems, and electricity. There was a low level of community solidarity and mobilisation. In this social environment, several children and youth were exposed to violence and crime.

Objectives

- To increase awareness concerning gender issues, reproductive health, as well as domestic and sexual violence
- To establish a sustainable strategy for social inclusion
- To mobilise resources and social assets in slum areas towards, community improvement
- To overcome the traditional institutional culture of compartmentalised service delivery.

Actions

In 1997, local government officials redefined their priorities by making social inclusion one of five key priority areas of the Municipal Administration. Discussion began on a new approach to social policy management. Sacadura Cabral, Tamarutaca, Capuava, and Quilombo II were the four favelas or squatter areas selected for the Programme as pilot projects, with the prospect of accumulating experience for future scaling up to the city as a whole.

Integrated urban upgrading and income generation policies were taken as the main basis for activities, with other aspects being incorporated gradually into the process. Several workshops on gender issues were held in the community to sensitise both men and women.

Process

The set of programmes comprising the Integrated Programme for Social Inclusion were:

- Service delivery – basic sanitation, infrastructure, services linked to housing improvements, public works and facilities
- Economic aspects – income supplementation, vocational training, micro-credit, job creation, income generation, entrepreneurship, and cooperatives
- Social aspects – education, health, protection of children and adolescents, and combating discrimination on the basis of gender, race etc.

Key stakeholders were government and non-governmental organisations and various communities. Within the Gender and Citizenship Programme, a partnership was developed with the Municipal Minimum Income Programme. This was later expanded taking cross-cutting perspectives with other programmes like housing, health, entrepreneurship, micro-credit and cooperatives.

Three management levels were created to guarantee integration of programmes and to improve the overall results:

1. Overall Coordination, consisting of the Executive Secretaries of the respective participating agencies - responsible for defining the overall guidelines and evaluating the activities
2. Technical Coordination, consisting of those directly in charge of the activities and responsible for on-going integration
3. Local Teams, consisting of community members of the different programmes working directly on activities in the four selected settlements.

The programmes initially making up the Integrated Programme for Social Inclusion were developed on the basis of three basic dimensions:

1. The urban dimension: enhanced urban upgrading - physical and environmental

rehabilitation of degraded areas, including basic sanitation, running water, sewage disposal and storm drainage, street paving electrification and public lighting. Public Works and facilities, such as day-care centres, community centres, neighbourhood squares with high-quality landscaping, and multi-purpose sports courts were also introduced. These measures were combined with improved housing. Solid waste removal was organised through the Community Waste Collectors' Programme.

2. The economic dimension: Guaranteed Minimum Family Income Programme, or family income supplementation associated with socio-educational activities; vocational training, or courses for young people and adults, aimed at (re) integration into the labour market; Cooperatives Incubator (experimental, learning project) for creating and consolidating cooperatives; People's Bank, providing micro-credit for income-generating activities
3. The social dimension: literacy courses for young people and adults; integrated health care with a focus on prevention.

New opportunities for action like grassroots entrepreneurship, and small and medium-sized enterprises were gradually identified and incorporated into the Programme. Emphasis on issues of gender and citizenship were also incorporated into the programme through a set of activities aimed at dealing with women, poverty and affirmative action in the family and community context.

The different programmes are implemented directly by the municipality or through partnerships with local non-governmental and philanthropic organisations.

The community itself participates directly in both the management and implementation of projects since the community agents involved in health, urban waste collection, adult literacy, and children's recreation, are selected from among residents.

The partner organisations and community agents participate directly in the Programme's management. The number of community-based agents is nearly fifty percent of the total number of individuals involved in the Programme. This is a positive strategy, since in addition to generating employment and income for local residents, it provides a close link between activities and the community's daily reality. For example, in the case of urban upgrading, the whole process, ranging from the time-table all the way to naming streets, is decided step by step in conjunction with the communities.

Outcomes

In addition to the improvement in the quality of urban life for 16 000 individuals, the Programme has achieved results in other areas of community life, such as: growing participation in adult literacy and vocational training courses. A growing number of formal and informal businesses in target areas reflecting the Programme's success in generating work and income. Health indicators show significant improvements in community health agents. Community participation has progressed rapidly from issues of more immediate individual interest to those of a collective nature, indicating a more effective and consolidated form of community organisation. The less obvious, less quantifiable results are just as important.

They include qualitative changes in community solidarity and general social welfare. A significant number of people have improved their self-esteem, which has increased pride in the community and the embracing of roles in building their own future and that of the city.

Several surveys indicate, for example, that sixty six percent of families who have benefited from the Minimum Income Programme, report improvement in their living standards; eighty nine percent of those families believe that their family relations have improved - this includes more respect for women's roles and a reduction in family violence. Of the participants in vocational training courses, a large percentage report being better prepared for the job market.

Over one hundred discussion groups, gender awareness courses and campaigns to stop violence against women have been held, involving approximately 6 000 people. There is guaranteed property rights on plots and housing units with title deeds registered in women's names. There is an increase in pre-natal care for ninety five percent coverage and maternal breastfeeding for ninety three percent of children up to three months old. Concerning work and income generating activities, a sewing cooperative was set up, consisting exclusively of women. A social inclusion micro-credit line was set up by the Banco do Povo (People's Bank) granted to micro-entrepreneurs in the programme areas, of who forty six percent were women.

At the administrative level, compared to the performance in other areas of the city, there has been improved efficacy in programmes in areas covered by the Integrated Programme for Social Inclusion, demonstrating that the synergy resulting from the integration of programmes is beneficial for each of them individually.

Policy Mandate

Several policies already existed at the inception of this programme. The significance of this approach was integrating their provisions into a single programme covering cross-cutting issues.

Since the pilot project generated its first results, the incorporation of new programmes addressing issues that cut across various policies has also occurred at an increasing rate. Incorporated programmes target gender, disability, racial, cultural and poverty issues. They also target the big problem of urban violence.

Lessons learned

Negotiated solutions enhance the use of public and social assets, generate economies of scale, incrementally build on achieved results, and guarantee greater efficacy, with significant social and economic impact. A system with built-in monitoring and evaluation involving communities and providing continuous feed back into the programme enhances effectiveness and sustainability.

The strengthening of women's roles in decision-making processes as well as in family and community relations, and the integration of women into productive activities demonstrate that the inclusion of the gender strategy was justified.

The campaigns have been important in providing visibility to the violence against women. Participation and commitment of men in these activities has been critical to the success of the programme, and in the positive change in community attitudes towards gender relations.

Sustainability

The success of the initial Programme, beginning with the pilot project, guaranteed the political commitment for continuous growth in investments and continued implementation.

Tackling social exclusion that includes the search for greater gender equality through increased social mobility empowers women and their communities. It creates new social assets capable of generating socio-economic transformation.

Effects on patterns of consumption, production, access to information and technology, and circulation of material and symbolic goods suggest improvements in the quality of life, due to both the wider range of opportunities offered and an improved general well-being and self esteem.



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The Gender and Citizenship Programme has had an impact on daily relations by fostering new standards of behaviour between men and women, transforming deeply rooted conservative cultural values. Women's predominance in the management and implementation of the programme has accelerated the community's ownership of the content and methodology of the programme, and their inputs into various urban, social and economic policies.

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Coordinator of the Uganda Poverty Eradication Program addressing a gathering on International Womens Day
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POVERTY REDUCTION

RURAL – URBAN PARTNERSHIP PROGRAMME – BHARATPUR MUNICIPALITY, NEPAL

Introduction

Bharatpur, a medium sized municipality among 58 municipalities of Nepal, was established in 1979. It is situated in the Chitwan district, in the Central Development Region of Nepal. Administratively, there are 14 wards covering 7,500 hectares of land. Based on the 2001 census, there are 19,922 households in the municipality with a total population of 89,323 of which 49% are female. The population growth rate is about 7.1 percent. About 35% of the total population has access to drinking water and 95% have electricity. The literacy rate of the municipality is 76 percent. It is estimated that 15-20% of the population lives below the poverty level.

The Rural-Urban Partnership is a poverty alleviation programme introduced by the government of Nepal in Partnership with UNDP and UN-HABITAT. It was started in Bharatpur Municipality in 1998.

Background

In Nepal, women comprise more than 50 percent of the total population. Among them, only about 25 percent are literate and live mostly in urban areas. Women in Nepal are mostly involved in domestic chores along with the social and economic activities required for survival. Women contribute more than 50 percent of the household income and work 10.73 hours against 7.51 hours per day for men. They are more disadvantaged than their male counterparts due to inadequate access and control of resources. Women are still recognised as one of the oppressed groups in Nepal. The percentage of women employed in the civil service as a whole is merely 7 percent. Nepalese women have not been able to fully participate in the governance process due to illiteracy, ignorance and poverty. Moreover, superstition and traditions have stood in the way of women's participation in governance activities.

Objectives

Following the Beijing Conference in 1995, the Ministry of Women, Children and Social Welfare was established in Nepal. It prepared a National Plan of Action, which adopted short-term objectives to involve women in decision-making positions to improve their overall status in Nepal. Other plans by government adopted different strategies and programmes for enhancing women's status and mainstreaming them into the development process. The Gender and Development concept was adopted by the government in its Five Years Development Plans.

Actions

Institutional development: Municipality initiated the formation of community organisations named Tole/lane Organisations (community based organisation) that encourage citizens to participate effectively and transparently in urban governance. Saving is a primary activity of all Tole/lane Organisations.

Economic activities: Enterprise development started with community mobilisation and sensitisation to stimulate entrepreneurial attitudes and business knowledge. Among 330 enterprises formed through the process about 55 percent are led and managed by women. Municipality has encouraged women to participate in the economic enterprises creation and development.

Empowerment and Awareness: It ensures women participate in all decision making processes and economic activities. Women gain confidence and power through information, training, exposure tour and access to resources. Realising this fact, different types of training such as leadership, enterprise management, skills transfer, HIV/AIDS, technology transfer training including exposure trip, film shows of best practices are regularly organised by municipalities to boost their morale and confidence.

Development Participation: They use a bottom-up approach towards planning, which simultaneously strengthens the local participatory and transparent governance system and improves the efficiency of investment decisions. Women's participation in planning is encouraged.

Process

The programme involves different activities involving women in the municipal planning process, development of economic enterprises in municipalities and villages. These projects are implemented through Community Based Organisations. The Community Based Organisations encourage citizens to participate in transparent urban governance. Women are particularly encouraged to participate in decision-making and economic activities. There are 265 Community Based Organisations, of which more than 50% are headed by women, and 65% are women members.

The municipality has been conducting gender sensitisation training for its staff and representatives to foster gender awareness and to build common understanding on gender issues. More than 3500 women and all Community Based Organisations leaders have undergone this training.

Outcomes

Gender sensitisation training and awareness raising has instilled a sense of assertiveness in women who have become more proactive in taking up leadership positions and engaging in economic development. As savings mobilisation is the primary activity of the Community Based Organisations, about 70 percent women are actively involved in the saving groups.

More than 6 million Rupees have been collected in the Community Based Organisations and women are more active and committed to saving than their male counterparts. The Municipality has developed a policy to include more than 50 percent women in any development work. Similarly, it has allocated about 7 percent of its total budget to women related development activities like health, education and economic activities.

Policy Mandate

The government uses Gender and Development concept.

Challenges and constraints

Barriers towards Women’s Participation in Development Process: low level of women literacy rate, patriarchal society, lack of encouragement from society and family, corruption in politics, lack of financial support, lack of adequate corrective measures, inadequate legal provision, and unfavourable social norms and values.

Sustainability

Since 2002, a separate department in the municipality was established to monitor this programme. It reports to a nine-member top level Committee chaired by the mayor that is also in charge of monitoring and evaluation of the programme. The implementation mechanism and policies are clearly cited the yearly programme and a budget declared by the municipal council.

Lessons learned

To manage information, a centre was set up within the municipality, where gender disaggregated data at municipal level - such as women-headed households, land ownership, employment, education, entrepreneurship etc - could be found.

A Human Resource Development Centre was also established by the municipality to strengthen the capacity of its staff, stakeholders, local authorities and representatives of Community Based Organisations. The municipality declared citizen charter for better service delivery to its citizens. Since 2003, the municipality has hosted an e-governance website, by which every citizen is able to access municipal services on line.

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Self-help groups managed by village women
© Gram Vikas

“THE GREEN BRIGADE”: SETTING-UP OF A TEAM OF WOMEN TO CLEAN THE STREETS OF OUAGADOUGOU, BURKINA FASO

Introduction

Burkina Faso is a landlocked nation in West Africa. It is surrounded by six countries: Mali to the north, Niger to the east, Benin to the south east, Togo and Ghana to the south, and Côte d’Ivoire to the south west. Burkina Faso, one of the least developed countries in Africa, has a GDP per capita income of USD1, 300. Lack of employment causes a high rate of emigration: for example, three million people from Burkina Faso live and work in Côte d’Ivoire. The “Green brigade” initiative is aimed at improving the city environment of Ouagadougou by providing secure employment to a group of 1200 women, most of whom are bread winners, to clean the streets and public spaces. Some of these women used to collect firewood by cutting down trees from the “green zones” of the city and selling to households to make a living. Others were involved in harvesting sand and gravel from the city’s rivers and selling to building contractors for their daily subsistence. These precarious and casual activities did not guarantee a daily meal for their families. In fact, some families would go without food for several days.

Background

The 1995-2000 plan of action by the municipal council put great emphasis on issues relating to waste management, the improvement of the living conditions of its city residents and, the protection of vulnerable groups. In the implementation of this action plan, a visionary city mayor decided to stop the degradation of the city’s green spaces by providing alternative and secure employment to those women who made a living out of limited natural resources. Several consultative meetings were organised between the mayor and the women involved, where the mayor tried to convince them to stop the degradation of the city environment in exchange for secure and remunerative employment. The outcome of those meetings was the establishment of the Green brigade where 1,200 women were recruited as cleaners of streets and public spaces.

Objectives and Actions

The Green Brigade initiative has three objectives: (i) to reduce poverty through jobs creation. This was achieved by the creation of 1,700 job opportunities. (ii) To improve the image and cleanness of public spaces as well as urban streets. In this regard, 120 km of street and 3,000,000 sq metres of space is cleaned every Monday and Thursday. This practice allows for the removal of all litter and all sort of waste from the streets. (iii) To provide support to vulnerable social groups, mainly women and children. The Green Brigade is made up of ninety eight per cent women who are distributed in among the different sectors of the municipality of Ouagadougou. It is estimated that over 6 500 children have directly benefited from this programme, taking into account that, on average each women has to cater for the needs of five children and their needs: school fees, health care, and family nutrition.

Process

In providing welfare to these workers, the Ouagadougou city council put in place a money saving scheme for all workers. Limited basic healthcare is also provided. This initiative has contributed to the protection and preservation of the city’s green spaces. The beginning of the initiative was not easy: the women were very reluctant to work as street cleaners and to be seen by other women. This constraint was overcome through a sensitisation campaign and civic education to give value to the job of a street cleaner. Women have been provided with appropriate equipment and uniforms.

Outcomes

Employment was created. From 1995 to 2005, over 1,500 permanent jobs were created, including opportunities for 1,200 women as street cleaners. In 2007, five hundred additional women were enrolled for the initiative, from disadvantaged neighbourhoods, increasing the number to 1,700 in 2008.

The cleanness of the city's streets has brought changes in hygiene practices among citizens. Waste is now disposed of in an appropriate manner. The sustainability of this project is guaranteed by the fact that social issues, including poverty reduction and social inclusion, are addressed with adequate redistribution of public resources. Members of the Green Brigade receive health benefits from the Municipality of Ouagadougou which include vaccinations against meningitis and cholera. The initiative was recognised as the 2003 AFRICITIES laureate for efforts in cleanliness of streets and public spaces.

This initiative has also resulted in the protection of the city's environment. It is estimated that since the inception of the programme in 1995, over USD2 million of taxpayer's money has been redistributed to over 1,000 women, enabling them to send 800 children, including 300 girls to school.

Because of the social, economic and environmental sustainability of this project several mayors from neighbouring countries - including Cameroon and Mali – have visited the area with the view to replicating it in their own cities. The replication of the project has started in other Burkina cities, such as Bobodioulasso, Koudougou, Ouahigouya, Gourcy, Banfora, Kaya, Dano, and Diebougou. Replication initiatives at the sub-regional level have also taken place in Bamako (Mali), Conakry (Guinea), and Cotonou (Benin).

The initiative has protected vulnerable social groups. For example, 1,200 women benefit from food security and from financial resources by undertaking income-generating activities like the sale of vegetables, firewood or intensive farming. The association uses a saving account within a network of credit unions, resulting in a sense of solidarity and self-help among its members.

The money distributed within the framework of the initiative allows the women to take care of the costs associated with their children's schooling, to take care of their children's health costs, and to contribute to food security for the whole family.

Lessons learned

This initiative has helped change the behaviour of pedestrians. People take responsibility for keeping the city clean. Sensitisation campaigns and civic education of the public and the women cleaners has changed people's attitudes towards disposing waste and has given value to the job of street cleaners.

In Ouagadougou, activism against urban poverty is like activism against women poverty. An economically empowered woman manages her affairs and takes care of people in her household. It was noted throughout the initiative that when a woman has an income, she engages in income generating activities that allow her to take care of many people in her household, including her immediate and extended family.

Women have become the better channels for promoting hygiene, environmental education and behaviour change. They educate the world of tomorrow.

Winning the 2006 Dubai International Award has increased the confidence and pride of the women in their work, and earned them the respect of the city's residents.

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HOUSING AND SECURITY OF TENURE

THE KUYASA FUND, CAPE TOWN, SOUTH AFRICA

Introduction

Cape Town is the third most populous city in South Africa, forming part of the metropolitan municipality of the city of Cape Town. It is the provincial capital of the Western Cape as well as the legislative capital of South Africa, where the National Parliament and many government offices are located. According to the 2001 Census, the city has a population of 2.95 million people.

The Kuyasa Fund was set up by the Development Action Group, a Cape Town based community development non-governmental organisation (and a UN-HABITAT Best Practice winner in 2004). Now a fully autonomous non-profit organisation, the Kuyasa Fund facilitates access to housing finance as a tool for improving the well-being of the poor.

Background

The Kuyasa Fund grew out of a need for additional financing for South Africans who had qualified for the state housing subsidy. Implemented to address the structural inequalities of apartheid spatial planning and the backlog in low-income housing provision, the subsidies were intended for use in conjunction with finance from the formal banking sector. The Fund worked in townships across Cape Town, all suffering from informal housing, from groups earning low and erratic incomes, and a high percentage of women-headed households who had poor service delivery. This community, with an average monthly household income of R1 600 (USD260), qualified for state housing subsidies and who used the community-based savings scheme. The Fund explicitly sought to target its services to women who headed their own households, those in informal employment and pensioners, as these groups had traditionally been excluded from formal finance. Women comprised 74% of clients.

Objectives

Microfinance lending: To promote micro-finance delivery via a community-based savings and loans programme; to build financial and social capital using appropriate credit mechanisms for the very poor making an impact at the household and community level.

Household sustainability: To develop a micro-finance programme that is able to prioritise client sustainability and well-being, while at the same time working towards institutional financial sustainability

To target women and pensioners: These traditionally vulnerable groups make up the majority of Kuyasa borrowers

To use Savings as collateral: Unlike formal banks, Kuyasa uses existing savings as collateral for loans, enabling the informally employed to access finance.

Actions

The start-up wholesale finance, which was used to finance loans to clients, was obtained via a loan from the Urban Sector Network Opportunity Fund (which was funded by the Swedish International Development Agency). Operational shortfalls and capacity building were financed by grants from a variety of funders, including the EU, USAID, Culemborg Municipality, the Gilles Foundation, Catholic Organisation for Relief and Development AID and IBIS (a funding agency).

Kuyasa pursued a two-pronged strategy: (i) It promoted micro-finance delivery by forming partnerships with housing support organisations such as non-governmental organisations, local government and Community Based Organisations. (ii) The documentation and analysis aimed at improving the model and contributing to the wider end-user finance and housing provision environment. These complementary thrusts created

strong networks and lobbying opportunities for practitioners, communities and policymakers to improve the housing environment.

Process

Refinement of the loan product took place over the first year of operation and it drew its main strength from using traditional methods of saving and tying these into the loan process. The common hire purchase model, which South African consumers have been familiar with, was a foundation of the loan system. While Kuyasa provided additional financing for housing, the communities serviced, provided their own savings and sweat equity. Control of the housing process lay in the hands of the community, and while Kuyasa facilitated access to other non-governmental organizations and Community Based Organisations who played a role in housing support, it was the communities, their elected committees and individuals who built their own homes.

Outcomes

The fund disbursed over R20 million (USD3.3 million) to 4,084 clients, 74% of which were women. All the clients earned under R3 500 (USD573) a month, with 60% earning under R1 500 (USD245). The average family size of the client was five people, meaning that the loans impacted positively on the lives of 20 240 people. The Funds outstanding loan balance was R8.9 million, with write offs at 5%, cost recovery at 55% of total expenses and, as of December 2005, the Fund was meeting 79% of its operating expenses. Using the loans, the clients built houses ranging in size from 36m² to 60m². This was in contrast to contractor-build subsidy housing that averaged 23m². Research showed that the clients used their loans for new homes (57%), extensions (23%), for improving thermal efficiency (16%) and for finishes (4%).

Kuyasa used wholesale loan finance to finance

loans to clients, rather than using grant funding. This method ensured that Kuyasa was financially sustainable, reducing a dependency on donors, and ensuring the continuation of financing low-cost housing, by accessing commercial loans from the banking sector. The Fund anticipates reaching full sustainability by the year 2008. The target population includes women, female-headed households, pensioners and those who are not formally employed, in the knowledge that they are able to manage micro-finance when given the opportunity.

A large part of the learning curve was to do with the high repayment rates and repayment collections in the field. This was a direct result of the relationship building with clients and the extensive fieldwork undertaken to promote Kuyasa within the townships in which it operated. Another major learning process for Kuyasa was the need to develop and refine existing operation and management information systems, for it to be able to support its fieldworkers. The rapid scaling up that was achieved over the past five years radically changed its management information systems requirements and necessitated implementing management systems, personalised to the needs of the Fund.

Policy Mandate

South Africa is a signatory to various international and regional human rights instruments. It is also a member of regional inter-governmental organisations promoting gender equality. At the national level, there is legislation, which guarantees equality and addresses all forms of discrimination. In the country's constitution, the bill of rights in section 26 explicitly recognises the right to housing. The policy recognises the need to address women's disadvantaged position where housing is concerned.

The housing policy further recognises the need for housing credit as a key component in sustainable housing delivery processes. It is in this regard that the Kuyasa initiative has led to a parliamentary delegation comprising micro-finance practitioners to inform the debate surrounding credit legislation. Their successful experience in the micro-lending field has meant that they were able to provide input to the National Credit Bill, which emphasised the need for the micro-finance sector to receive institutional and legislative support from government, not only to facilitate its growth, but to protect both micro-finance organisations and their clients. Kuyasa is also involved in a provincial government task force looking at ways of stimulating the low-cost secondary housing market.

Lessons learned

Loan product: over the past five years, the loan product has been refined from the initial concept. Providing continuous feedback from the field in order to adapt and refine the loan model has been key to creating the successful product currently in use. While they had built on existing financial models and their own experience, they recognized that as they expand and move into different cultural contexts, their product had to evolve.

Repayment rates: a large part of Kuyasa's learning curve has been to do with the high repayment rates and repayment collections in the field. This is a direct result of the relationship building with clients and the extensive fieldwork undertaken to promote Kuyasa within the townships in which we operate. Kuyasa is justly proud of its high repayment rate (currently at 90%), and this is due almost entirely to the constant presence of their field staff in the communities we service.

Institutional Capacity: the third major learning process for Kuyasa has been the need to develop and refine existing operation and management information systems, so that we are best able to support our fieldworkers. The rapid scaling up we have achieved over the past five years has radically changed Information Technology requirements and necessitated implementing management systems personalized to our needs.

Sustainability

Kuyasa's clients pay interest on their loans which is set at levels below the rates of formal banking institutions for comparable loan sizes in less risky loan markets. Kuyasa's great strength is its strong contingent of field workers that follow up and ensure good repayment rates. The approach has been to develop its products, strategy and institutional capacity, and then to drive the volumes necessary to serve the market cost effectively.

With over 4 000 clients' currently receiving loans, the product has been successfully replicated within the Cape Town metropolitan area. The current three-year plan includes making significant regional and product expansion, diversifying to new urban areas and expanding the product from housing finance to micro enterprise finance. As a successful micro lender, Kuyasa is keen to share its expertise and to participate in a number of regional and international exchanges. These include hosting delegates from Morocco, India and Madagascar, attending international microfinance conferences and running workshops with delegates from across sub Saharan Africa in Bangkok and Cape Town, as a way of exchanging best practice experience.

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VILLAGE OF HOPE - KIGALI, RWANDA

Introduction

Kigali is the capital city of Rwanda. It has an estimated population of 851 024 (2005 estimate). It is situated at the centre of the nation and has been the economic, cultural and transport hub of Rwanda since the country's independence in 1962. On April 7 1994, Kigali was the scene of the Rwandan genocide that lasted 100 days. The aftermath left a devastated economy, homelessness and a strong desire to put an end to a once deep-rooted ethnic hatred.

Village of Hope is a civil society initiative whose aim it is to rebuild the lives of women, mainly the 1994 genocide victims. Village of Hope is a multi-disciplinary initiative that deals with trauma in a post-conflict situation while at the same time providing realistic concrete solution – shelter and livelihood. This gives the women confidence by “getting them out” of their traumatized state psychologically, physically and economically. Several crimes committed against humanity like rape, torture and mutilation left its people traumatised. The initiative takes care of orphans and people living with HIV/AIDS. Most of the women who had been widowed and dispossessed had no means of survival. The initiative is an extension of the Polyclinic of Hope, a project of Rwanda Women Network, which addresses shelter needs of genocide victims. The village is made up of 20 housing units and a community centre. Houses were constructed between 1999 and 2000 and in

2002 the centre was built. The centre is located in Gisozi Sector, Gasabo District, Kigali. Village of Hope has been instrumental in addressing the HIV/AIDS pandemic in the community.

Background

At the end of the genocide, there were many widows and orphans. They had suffered many crimes like rape and torture. In the aftermath, women found themselves taking on responsibilities that they had no means to fulfill e.g. as heads of households and as bread winner, fostering orphans, etc. Their situation was made worse by the fact that most of them had no shelter or homes as they had been destroyed and looted during the conflict. In response to their lack of shelter, Rwanda Women Network assisted them in their rehabilitation and constructed houses for them as one way of addressing the trauma they had endured during the conflict.

After the genocide, Rwanda received a lot of humanitarian assistance. The then US President Bill Clinton visited the country and was moved by the Women Survivors Empowerment Programme. After his visit in 1999, the Rwanda Women Network received a grant of USD100, 000 from the American State Department. They constructed houses to meet the shelter needs of the most vulnerable women in the city, the Village of Hope.

Objectives

- Medical care and support
- Education and awareness programme on different issues e.g. human/legal rights, HIV/AIDS, reproductive health, etc
- Psycho-social support and trauma counseling
- HIV/AIDS support services and home care
- Socio-economic empowerment
- Reinforcing and expanding the orphan and vulnerable children care programme (OVC)
- Equipping the youth center

- To construct houses for those among them that lacked shelter.

Actions

They use a holistic programme, with an end goal of healing the wounds of genocide, by supporting peace and reconciliation. They also raise awareness on women's rights – including the right to own and inherit property. The programme provides space for free interaction and dialogue. They have a participatory approach in decision-making, implementing, monitoring and evaluation of their activities. Weekly meetings are facilitated by Rwanda Women Network staff at Village of Hope, where women and youth share their problems, needs, visions, and discuss solutions to issues that affect them. Some residents of Village of Hope also participate at Rwanda Women Network General Assembly and planning meetings. Village of Hope raises most of its support through donor funding. The residents are put into groups that make contributions through “basket funds” for emergency purposes.

Process

Rwanda Women Network is responsible for raising funds for its projects. Spontaneous funding from individuals and other organisations, locally and internationally, is used for Village of Hope activities. Village of Hope has been supported and funded by among others, the State Department/PACT-USA, Embassy of Japan, Ministry of Health, Ministry of Local Government and Social Affairs, the World Food Programme, and the Stephen Lewis Foundation. The support accessed is used in implementing project activities and hiring of the necessary human resources for the programme.

Members of the Village of Hope contribute, once a week, according to their means e.g. by sharing information, ideas and solutions. Village of Hope has 3 groups that meet on different days of the week: the women living within the village and their immediate neighbours meet on Fridays; the women from the surrounding community meet on Tuesdays and the youth group meets on Wednesdays. The different groups make contributions on baskets funds that help them in emergencies.

When a woman or youth approaches Village of Hope for assistance, they are interviewed by the staff at the centre and categorised within a target group. The management requests for documents from the local authorities attesting to their status, and then they are registered (format showing personal details, medical & other needs, etc). From then onwards the person becomes part of the family and receives the benefits that others receive. The beneficiary is also expected to participate in the weekly meetings, be involved in ongoing activities at the centre such as training courses, skills development, receiving visitors, cultural activities including singing and dancing.

Outcomes

The programme's major achievements include: construction of 20 housing units, providing shelter to approximately 120 persons, establishing a community centre that provides support to 1,000 women and 200 youths, establishing a youth centre for youth activities, tailoring training offered to 28 women, training on producing greeting cards for 32 youths, beadwork training for 14 women, knitting and weaving training for 12 women, provision of school fees for 17 secondary school children, provision of medical services, psycho-social/trauma/HIV/AIDS counseling and seminars on gender issues.

Three out of every five employees at Village of Hope are people who are trained at the centre.

The impact of this initiative has been felt throughout Rwanda. A spirit of volunteering has been cultivated among women, who have initiated voluntary home-based care for HIV/AIDS patients in their villages. Women have willingly provided information for documenting case studies through personal interviews and testimonies.

Lessons Learned

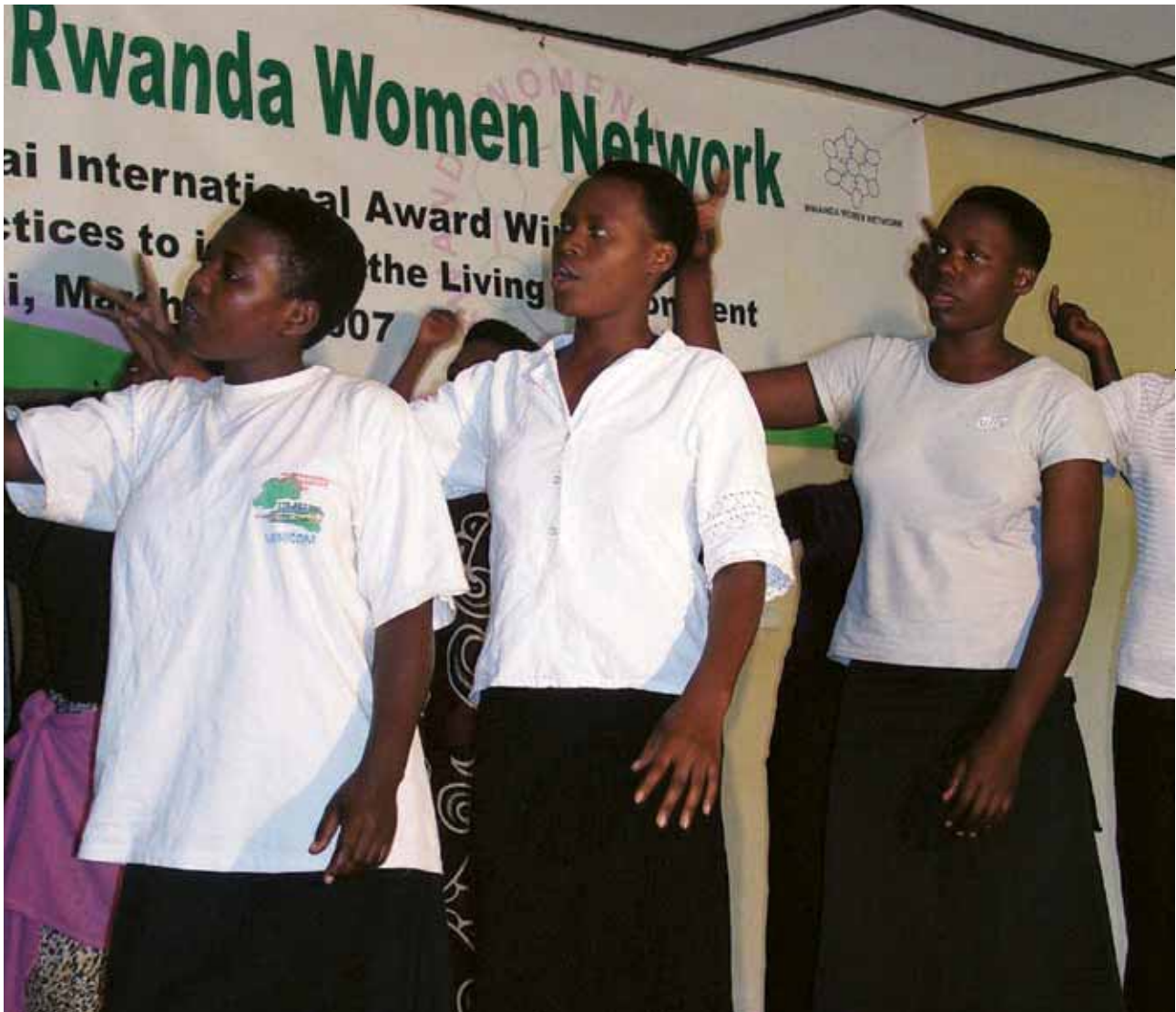
The Village of Hope programme has shown that it's not enough to put up houses without ensuring that the people living in those houses receive basic services to support their settlement.

The programme has reemphasised the need for a long term holistic approach in addressing the needs of people and in particular women who have endured violence and conflict situations.

Village of Hope shows the need for integrating conflict resolution strategies in all programme activities in post-conflict situations.

Sustainability

Village of Hope is a sustainable programme because it is community centered and involves the beneficiaries in all activities. The programme builds the capacity of people within the community by employing and encouraging them to take responsibility when the time comes. For example, three out of the five people employed at the centre are beneficiaries of the Village of Hope programme.



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WOMEN 'S SAFETY AND SECURITY

FAMILY/COMMUNITY WATCH AGAINST DOMESTIC AND GENDER VIOLENCE, CEBU, PHILIPPINES

in Cebu City, by participants in an inter-sectoral Forum. *Lihok Pilipina Foundation*, a non-governmental organisation working on women's safety issues, stated that six out of ten women are battered by their partners. The initial plan was to work with each other as a response to the cases of domestic violence and help minimise the reality that the home had become a dangerous place for many women and children.

Background

Prior to the 1992 meeting, *Lihok Pilipina* did not include domestic violence in its advocacy work on women's concerns. In fact, it had not considered violence against women as a development issue. Though women in savings and credit schemes always mentioned "family trouble" as a major setback in their enterprises, it never occurred that they could be referring to battering. There was little literature about the subject, since this issue had not been documented. Consequently, *Lihok Pilipina* started their own documentation with the help of hospitals, police and *barangay* captains. They also carried out a survey, whose results were presented at the 1992 multi-sectoral meeting. The national papers published this information on their front pages. The data was cited by then President Ramos in 1993 requiring women's desks in all police stations around the country. Years later, more surveys by other groups in other areas validated these findings. *Lihok Pilipina* named the initiative, "Bantay Banay"

Objectives

Bantay Banay envisions a society that is fair, equal and violence-free for all. Specifically, it seeks to:

- Improve the lives of women, children and their families through direct response to Violence Against Women cases in families and communities
- Transform domestic violence from a personal issue to a public issue, to become an issue of governance
- Generate public awareness on gender-related issues and influence policies and resource allocation in the different spheres: government, social development and private groups.

Actions

To achieve this, *Bantay Banay* adopted a four-pronged strategy:

Community involvement: It involved inclusion of "family trouble" in discussions with women. The sharing helped women develop a support group among each other. Options were provided in discussions on family laws, abuse and possible legal assistance, and how to stop actual violence.

Inter-sectoral collaboration: Organisations and public sectors that promote gender concerns worked together to eradicate domestic violence. They provided medical, legal, psycho-social and practical assistance as well as assistance past the crisis. The following story is instructive.



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“When the first battered woman came with her kids, we had to feed them, look for a room for her to stay and assign a staff to talk and listen to her. We offered a lawyer but she just wanted the battering stopped. Later, she came back with her eldest child, nine years old, whose body was all welts - some parts still dripping with blood. The father beat him up with an electric wire. The police did not want to record “family trouble”, because the cases do not usually get filed in court and only add up to their list of unresolved cases. Other agencies like the hospital, or prosecutors were not sensitive either.”¹¹

Other problems include victimisation of those affected like: Threats from their husbands; victimisation by the police who at times refuse to list their complaint on the official record or even deny victims a chance to express their grievances during investigations. Women are not given privacy during investigations; many male doctors act with extreme insensitivity while examining sexually-assaulted women. The legal system requires mediation in the Katarungang Pambarangay (Barangay Courts). Many barangay captains have advised couples to go home and resolve their conflicts or have insinuated that the woman was responsible because she did not take care of her husband. This results in more battering and feelings of hopelessness by the victims.

Lihok Pilipina decided to invite the police, the medical practitioners and other groups for gender sensitivity workshops. The inter-agency council continues to provide for sharing and feedback as well as monitoring of referrals. Other issues like drug addiction and basic services are also tackled.

Process

Mainstreaming as a governance issue. Many women victims have been encouraged to speak out. The referrals from the communities and agencies alerted the local government of the issue. The City Mayor funded the training of volunteers in more areas, and the construction of the Bantay Banay Centre. Later, a Women’s Commission was created, and recently the Women’s Code was approved. Budget allocation is gradually being increased to implement the Women’s Code. There is general recognition that everyone is entitled to live in safe homes and communities, and that the government should ensure this.

Local Anchor Partners. This was an added strategy. Cases from outside the city were referred. Requests from other groups followed. *Lihok Pilipina* or any of the members did not have the institutional and financial capability to expand its operation. Besides, becoming big is not sustainable after a while. With a little training fund extended to the secretariat, it offered to train groups who are willing to start out on their own and, more effectively because they know their own areas and their own communities.

To familiarise themselves with the issues, they asked the Women’s Crises Centre in Manila to give them an orientation course and hold workshops on violence against women as well as some counseling on feminist issues. They echoed what they learned to their own communities and partners and developed their own modules. The board members who were mostly lawyers held workshops on the law and legal process.

¹¹ Bantay Banay report 2004

When women started to become aware of their rights, some of them became aggressive, this was not the intention. This served only to increase domestic conflict in the family. In some meetings, men were caught eavesdropping outside. Lihok Pilipina started to include men in their training sessions. Sensitised men helped inform and often facilitated in mediation - they could reach out to violent men to stop the battering. Some women provided space to hide victims. Many groups learned to contribute money during their weekly meetings as a standby fund, to cover some basic needs of victims.

Outcomes

In Cebu City, the effort involved 1,500 community volunteers from fifty *barangays*, eighty *barangay* captains, more than a hundred “Tanods” (peace keepers), ten police stations, more than fifty agencies from the government and non government sectors. Cases handled averaged 2000 a year. The inter-sector council meets every month. A Gender and Development Code has been passed providing for the protection of women as victims of violence. Women’s rights as human rights are now also being considered. A number of community groups have become familiar with the court process and the five pillars of justice.

Five Pillars of Justice

- Pillar #1 - Law Enforcement
- Pillar #2 - Prosecution
- Pillar #3 - Courts
- Pillar #4 - Corrections
- Pillar #5 - Community

The inter-sector council meets regularly to give feedback and thrash out referral problems, summarise the number of cases handled, agree on common policy advocacy and joint information activities, share tools and modules and continue learning together.

This concrete collaboration has improved institutional capacity of many partners:

- The hospitals have put up rooms for abused women and children: the Pink Room in Vaccinate Sotto Memorial and the Violet Ribbon in Cebu City Medical. Many Municipal health doctors are also active in the Bantay Banay council.
- The Department of Interior and Local Government offices have provided funds for raising awareness among the barangays and the police in many areas. They monitor the implementation of the Gender and Development Budget policy in local government units. The Department of Interior and Local Government Secretary passed a Memo enjoining local government units and regional Departments of Interior and Local Government to set up committees on decorum and investigation with regard to sexual harassment
- The Women’s Desks are now familiar mechanisms in many local government units
- Many Courts are increasingly familiar with gender issues and are more prepared during trials regarding rape and abuses of women
- The Anti-Domestic Violence Bill, which was stalled during the Estrada impeachment trials, is now signified as an urgent bill. Many groups from all over the country have already sent petitions for the passage of this bill.

Many of the *barangay* captains and their Councils have been responding to cases with more sensitivity. A number of line agencies have provided their own funds: In Cebu City, seventy nine out of eighty *barangays* allotted their budgets towards gender concerns. The police have provided their own funding for training to their own personnel. The Department of Interior and Local Government provides funds for training and monitoring. The city government has provided funds for mobilisation and for a *Bantay Banay* Centre.

Domestic violence and violence against women is no longer a private issue. It is a public governance issue, thanks to Bantay Banay. Battering and child abuse is openly referred to and discussed.

Policy Mandates

Ordinance no 1938: Anti-Domestic Violence ordinance. It addresses violence between partners in intimate relationships. Section 2 (a) states that Domestic Violence – shall refer to any act which results in or is likely to result in physical, psychological harm or suffering, economic or financial forms of suffering.

Ordinance no 1948: Committee on Decorum and Investigation of cases on Sexual Harassment in the city government of Cebu (CODI). Section 2 states that its purpose is to address, investigate, determine and decide sexual harassment complaints and make recommendations to the office of the mayor to appropriate sanctions against the harasser.

The gender-responsive budgeting policy of the Philippines is commonly referred to as the “gender and development” budgeting policy, or the five percent gender and development budget policy. It is described in a section of annual General Appropriation Act. It requires government agencies, including local government units, to use at least five percent of their total budgets for programmes, activities and projects that address the needs and uphold rights of women.

Challenges

“Political will” is not always what it appears to be: Politicians and aspiring political candidates have used the issue to canvass for votes and funding. Greater women’s and community vigilance is needed to make sure that politicians do not manipulate the issue for their own selfish ends.

Lessons Learned

- Respect for each other’s role, contribution and expertise, a basic requirement in any partnership and collaboration
- Sustainability of an initiative goes hand in hand with ownership by all the stakeholders
- Vigilance is important in any program implementation. The presence of strong and active community-based groups to provide the pressure and continue to act as watch dog is key to any sustained action
- Good governance is the interplay of the many actors. Government alone cannot do it
- Capitalising on local resources that can be identified within localities: technical expertise, people willing to share their homes, talent and time, and many more. Often projects only consider funding as the resources.

Sustainability

The Inter-agency council has become an institution by itself that makes the members accountable. There is quarterly updating of the gender and development focal points in what is happening in barangays. Gender and development focal points are also being organised in the state departments. The Women and Family Affairs Commission is institutionalising a regular quarterly update and assessment with gender and development focal points. Data Base is also being developed.

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INTEGRATING A GENDER PERSPECTIVE IN PUBLIC TRANSIT - THE "BETWEEN TWO STOPS" SERVICE MONTRÉAL QUÉBEC CANADA

Introduction

Montreal is the second largest city in Canada, and the largest in the province of Quebec. According to the 2006 Canadian Census, 1 620 693 people resided in the city of Montreal and 3 635 571 in the wider metropolitan area. Montreal has continued to identify women's safety as a priority issue and a major International Seminar on Women's Safety was held in Montreal in May 2002, culminating in the launch of the "Montréal Declaration on Women's Safety". Several initiatives have been ongoing aimed at creating safer communities. These include, building community-based partnerships for local action on women's safety, linking to international networks on women safety, and participating in international baseline surveys on women's safety.

The "Between Two Stops" service is one innovative undertaking, enabling women to get off the bus between two stops at night, on request, so that they descend closer to their destination, as a safety measure. The service takes into account women's fears and perceptions of safety, especially at night. Its aim is to increase a woman's sense of security during night trips and reduce acts of aggression in public places. The project aimed to increase the mobility, autonomy, and empowerment of women. The ultimate objective was to seek gender equality in economic and cultural activities offered by the city.

Background

Le Comité d'action femmes et sécurité urbaine (Women's Urban Safety Action Committee) was founded in 1992. Le Comité d'action femmes et sécurité urbaine is a permanent committee dealing with violence against women. The partners include women's groups, community organisations, universities, and Montréal's local authorities, the police department, transport, health and social services. Le Comité d'action femmes et sécurité urbaine operates on the territory of the island of Montréal, with a total population of 1.8 million inhabitants, of which fifty two percent are women.

The partners mobilised their resources emphasising their complementary strengths, while respecting the individual identities of the women's groups and the local authorities. Reaching the objective after two years of effort reinforced the partners' determination to work together to increase the safety of women on the island of Montreal.

The principal partners of *Le Comité d'action femmes et sécurité urbaine* in the implementation of the "Between Two Stops" service are:

- *La Table des Centres de femmes de Montréal (Coalition of Women's Centres)* which reaches thousands of women. This coalition called for the implementation of the service on behalf of women from various sectors of Montréal and mobilised these women into action
- *La Société de transport de la Communauté urbaine de Montréal* which runs the public transit system on the island of Montréal (bus routes and metro lines), was responsible for the implementation of the service. It assumed the expenses related to the pilot project, the evaluation of the project as well as promotion of the service (posters, flyers, and press releases)
- The Ville de Montréal's *Femmes et ville (Women in the city)* programme which provided administrative support and increased awareness among municipal departments and city councillors sitting on the board of directors of *La Société de transport de la Communauté urbaine de Montréal*.

Objectives

Le Comité d'action femmes et sécurité urbaine's objective is to increase the safety of women and to give them a sense of security in the urban environment. Surveys indicated that close to two thirds of Montréal women said they were afraid to walk alone in their neighbourhood at night. This fear, and the restrictions that it places on the mobility of women, represented a major obstacle in achieving gender equality in the urban environment. Women's mobility dropped dramatically in the evening, as women identify public transit (bus stops and the metro) as being among the locations where they felt the least safe. As the principal users of public transit in Montreal (sixty percent), this decrease in women's usage had a major impact on the overall use of the service, which then increased the level of insecurity for all transit users.

Process

The idea of "Between Two Stops" developed as a result of exchanges between women's groups dealing with the issue of women's safety in other Canadian cities. At a meeting of *Le Comité d'action femmes et sécurité urbaine* partners, the coalition of the *Centres de femmes de Montréal*, representing more than 40,000 Montréal women, formally requested that the committee incorporate into its annual action plan the objective to implement a service enabling women to get off the bus between two stops at night. The members of *Le Comité d'action femmes et sécurité urbaine* ratified this proposition and mandated a working sub-committee to determine strategies and develop an action plan.

Several objectives and strategies were then pursued. The local authorities were made aware of the needs expressed by women, including: recognition of the specific realities of women's fears, and the need for a service exclusively for women. It was also necessary to demonstrate the feasibility of the project and develop promotional material to use during the negotiation process with the parties involved.

- The implementation of the strategies took into account the mandates and resources particular to each of the partners. The initiative cost approximately USD15,000. The various partners dedicated their respective organisations' time for meetings, mobilisation of resources, negotiations and promotion between 1994 and 1996 to reach the objective and subsequently to promote the service. *Le Comité d'action femmes et sécurité urbaine*, as a collection of partners, dedicated a major part of its monthly meetings to advancing the project and mobilising resources. *La Société de transport de la Communauté urbaine de Montréal* allocated approximately CAD10,000 to cover the pilot project, a survey of its users and the necessary communications tools for the promotion of the service such as posters, flyers, and press releases.
- The women's groups mobilised Montreal women to demonstrate that the request corresponded to actual needs. The *Centres de femmes* involved their members and users in sending letters to the *La Société de transport de la Communauté urbaine de Montréal* and to city councillors who sat on its board of directors.

During the six-month pilot project which preceded the permanent implementation of the service, the *Centres de femmes* mobilised their networks and had the women complete and return the evaluation forms distributed throughout the transit network. The *La Société de transport de la Communauté urbaine de Montréal* was open to the project as it was designed to increase the use of its services by its majority users. It dedicated the necessary resources first to carry out a pilot project (production of a feasibility study, production and distribution of a flyer, a communications plan, and internal coordination of the departments' concerned.) and subsequently to promote the permanent service.

The representative of the Ville de Montréal raised the awareness of the administrative and political authorities at the municipal level, in particular the municipal councillors on the board of directors of *La Société de transport de la Communauté urbaine de Montréal*, and also promoted the service as part of its “*Femmes et ville*” programme.

In addition, the organizations forming the working sub-committee of *Le Comité d'action femmes et sécurité urbaine* participated in numerous meetings between 1994 and 1996. At the time of the announcement of the implementation of the service in 1996, and the expansion of the hours of service in 1999, the partners also participated, in radio and in television interviews to promote the service.

Challenges

Several difficulties were encountered during the two-and-a-half-year process leading up to the implementation of the “Between Two Stops” service. The first was to make it clear that this service was to be exclusively for girls and women. Many interventions were necessary. Decision makers had to be convinced that it was mainly women who limited their travel out of fear, and that the fear of sexual attacks had a particularly strong impact on women’s travel choices, particularly at night.

After receiving confirmation of the feasibility of the service and learning from a similar undertaking in Toronto, the management of *La Société de transport de la Communauté urbaine de Montréal* gave its support to the project. However, the main difficulties arose in the agreements that had to be drawn up with the bus drivers’ union. The union was in the midst of negotiating a collective agreement and was trying to obtain other concessions in return for agreeing to provide this service. Meetings were held with the union leaders, the management of *La Société de transport de la Communauté urbaine de Montréal* and the members of *Le Comité d'action femmes et sécurité urbaine* sub-committee. Reference was made to the traditional alliances between women’s groups and union organisations, in the course of the meetings. Eventually the bus drivers agreed to participate in a six-month pilot project that would be evaluated to determine if the service should be offered on a permanent basis.

During the evaluation of the service, *La Société de transport de la Communauté urbaine de Montréal* conducted a survey among all its clientele. Eighty nine percent of those interviewed (ninety one percent women and eighty six percent men) indicated that this service should be offered on a permanent basis, particularly noting the urgency of the issue of safety.

Following the announcement of the installation of the service on a permanent basis in December 1996, the main challenge became promotion of the service to women transit users. *La Société de transport de la Communauté urbaine de Montréal* developed a communications plan, and all the other *Le Comité d'action femmes et sécurité urbaine* partners participated in the distribution of the information. The information had to be distributed on a continuous basis to reach as many women as possible. Posters were also displayed inside the buses. However, following the implementation of the service, a citizen filed a complaint with the Human Rights Commission. He claimed that this was a case of sexual discrimination as the service was available only to women. The Commission rejected his complaint, recognising that this was a necessary action to reduce gender inequality in terms of mobility, particularly in the evening.

Outcomes

The principal result was the implementation of the “Between Two Stops” service on a permanent basis in December 1996. After more than two years of service, the demands of users subsequently led the transit company to announce an expansion of the hours of accessibility during the winter, as it became darker earlier at this time of year. These requests were sufficiently numerous that *La Société de transport de la Communauté urbaine de Montréal* adjusted the hours in response. The fact that women’s experiences have been at the core of this whole undertaking and that their needs have been addressed by the local authorities, due to the support of community and public partners, is proof that women when organised, can exert an influence on the design and allocation of resources for urban public services.

The announcement of the service to the general public and to transit users also sensitised men to the reality of the insecurities of women. This was a fundamental objective of the work undertaken by the partners dealing with the issue of women's safety. Reaching this objective was seen as a great victory by the women's groups and proved that a partnership with the local authorities can aid strategically in responding to the needs of women and ensuring their participation in the decisions regarding public services. The success of the project reinforced the determination of the various *Le Comité d'action femmes et sécurité urbaine* partners to continue their collaboration on the development of policies and measures to increase women's safety and their sense of security. In addition to the bus service, the members of *Le Comité d'action femmes et sécurité urbaine* continue their efforts with the local public authorities in finding an integrated approach to gender equality in the development of their policies and the provision of urban public services. Thus gender-aware and participatory planning in the transport sector has led to the institutionalisation of consultation with women's organisations.

Policy mandate

This undertaking now serves as an example of how local authorities can adapt their services to the specific needs of women without having a negative impact on overall services or causing additional expense. The service demonstrates how resources can be allocated to increase the control that women have over their environment, increase their choices, facilitate their mobility and thus increase their level of empowerment.

The implementation of the service constitutes a positive action, which recognises that men and women live different realities, and that specific measures must take these differences into account, if the inequalities between the sexes are to be reduced. A major obstacle to equality is the lack of mobility for women, particularly the poorest such as heads of single-parent families. Fear is also a major factor limiting the mobility of women, particularly those who depend on public transit for their travel. The implementation of a measure integral to the provision of public bus service formalises the need for local authorities to respond to the needs of female citizens and adapt their services accordingly. The fear

women live with, often in isolation and guilt, has now become publicly recognised, and the service offered to women clearly sends the message that women can, as a community, make concrete gestures to support other women in their moves towards autonomy and equality. It also shows that the problem of women's insecurity is a collective one. The provision of the service constitutes a *de facto* policy change.

Lessons learned

The overall process leading to the implementation of the service demonstrated the effectiveness and relevance of an undertaking where the public partners chose to support a request from women's groups who were in contact with citizens in various sectors of Montreal. The experience showed that a joint effort could be successful while still respecting and utilising the mandates of each partner. It was by using the complementary strengths of each of the community and public organisations that the initiative reached its objective.

Another lesson learned was the need for patience and tenacity. This type of project necessarily takes time, and one has to know how to keep the interest alive. Thanks to the constant pressure by women's groups to achieve their objectives, as well as the partners who did not lose interest during the two-and-a-half year mobilisation and trial period. The achievement of the initiative's goal reinforces the conviction that solutions to increase women's safety and their sense of security, must be based on the experience of women themselves, and must offer alternatives, which increase their choices rather than restricting them. The obstacles encountered with the bus drivers' union taught the implementers that partnerships could help to break a stalemate through recourse to strategic alliances. This success encouraged the *Le Comité d'action femmes et sécurité urbaine* partners to continue this coordinated action to develop formal policies that take into account the impact of women's fear on access to a diverse set of opportunities – social, cultural, and economic.

Replication and Sustainability

La Société de transport de la Communauté urbaine de Montréal “Between Two Stops” service was adopted by the Société de transport de Laval (a suburb of Montréal) in October 1999, as a result of dialogue between the two transit companies. During these exchanges, La Société de transport de la Communauté urbaine de Montréal strongly recommended to the Société de transport de Laval that it collaborate with the women’s groups operating on its territory to implement the service. The Centre des femmes de Laval subsequently collaborated on the project. This undertaking served to give a voice to the women’s groups in this area regarding the specific needs of women.

The service is the subject of growing interest in other Québec municipalities. Networks of women’s groups involved in local and regional development help to publicise the service. At the international level, the service is being promoted through the “Women in City” programmes. It serves as an example of successful strategic partnerships between women’s groups and local authorities, particularly in the context of the (United Nations) Habitat Agenda implementation process.

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CONCLUSION: LESSONS LEARNED FROM THE CASE STUDIES

Political will and the policy environment:

Political will is critical. Policies alone do not achieve desired outcomes. Real political will must be backed up by implementation strategies, action plans, capacity building, dedicated resources, as well as monitoring and accountability mechanisms. These elements help institutionalise gender equality.

Women-specific interventions:

It is recognised that gender inequality persists in many areas – social, economic, cultural spheres and that women are the more disadvantaged gender. It is still necessary to address women's specific issues such as poverty, access to resources and services, and the need to balance domestic life and work. Quotas and other affirmative actions to increase women's participation in governance structures are still necessary in many countries. Addressing each of these specific areas empowers women, and contributes to the longer-term goal of gender equality. Women's empowerment needs to go hand-in hand with gender mainstreaming.

Gender Mainstreaming:

There is confusion around gender issues being about women. This is understandable given that attempts towards gender equality often entail addressing a woman's status in society. It should be re-emphasised, however, that gender mainstreaming involves recognizing the entire population in development intervention.

Some of the best practices illustrate that in some areas, such as balancing work and domestic life, both men and women benefit from equal provisions of child-care and flexible working hours. This has resulted in greater participation by men in traditional women's roles in family life. Ultimately, this change in social relations has contributed to greater gender equality.

Programmatic Approach:

It is important to address gender mainstreaming - that is focusing on the needs of women, men, boys and girls, in the design and implementation of development initiatives. It has to be backed by monitoring and accountability systems. Involving women and men in participatory planning, implementation and evaluation is critical. Gender-disaggregated data and indicators are also necessary. Capacity building of all key personnel as well as sensitisation of politicians is also necessary.

Stakeholders Participation:

Some of the most interesting best practices in gender mainstreaming are from local governments where structures include diverse interest groups in local government. Civil society, key among them, women's organisations, has been central to bringing gender equality onto the local and international development agenda. Stakeholders' participation is built on freedom of association and speech, as well as the capacity to participate effectively. Initiatives such as gender budgeting intrinsically recognise the equal right of women and men to incorporate their interests in resource allocation.

However, such initiatives also need adequate capacity building for all stakeholders to participate effectively.

Advocacy and awareness creation:

These are on-going processes in settings where gender equality is accepted in principal. Gender mainstreaming initiatives have worked well where diverse stakeholders have advocated for various related issues. Networking, campaigns as well as competitions and awards emerge as some of the more common tools used for advocacy and knowledge sharing. International organisations play a key role in supporting these activities.

Strong Local Authorities:

As the level of government closest to the people, local authorities need the requisite autonomy, resources and capacities. Effective decentralisation policies have helped local authorities to be innovative in promoting gender equality and social inclusiveness. Networking through national, regional and international, associations of local authorities has advanced gender mainstreaming through knowledge sharing and peer pressure.

International support:

Gender equality is as much a political concern as it is a development management issue. As such, it needs support from many quarters. International and regional organisations continue to play a key role in setting of norms, principles and standards. Many of the best practices described have been motivated and facilitated by international and regional conventions, declarations of action plans and road maps. In addition, international organisations are needed to support advocacy tools as campaigns, networking, awards and recognition systems. This type of support is needed by civil society organisations as well as local authorities.

Post-conflict and post-disaster scenarios:

During situations of extreme crisis – such as war/conflict or disaster - traditional gender roles and relations often undergo a change. Women often find themselves performing public roles in management and governance. Men may find themselves taking on new domestic roles due to the death or displacement of women. Some best practices in gender mainstreaming have made creative use of reconstruction periods to help build women's capacities and bring them into non-traditional public roles, and to support men in new family roles. Crises tend to highlight (and also worsen) existing inequalities. Rwanda is a good example of post-crisis reconstruction in addressing structural gender inequalities.

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- http://www.femmesetvilles.org/seminar/pdf_seminar/pres_en/shaw_en.pdf Women's Safety: Is there Progress in Putting Gender into Crime Prevention?
- http://www.crime-prevention-intl.org/publications/pub_22_1.pdf Gender and Crime Prevention
- http://www.unhabitat.org/downloads/docs/5287_98323_EDwhdSpeechhaguerr07%5B1%5D.pdf UN-HABITAT Under-Secretary-General of the United Nations address on World Habitat Day, in The Hague on Monday 1 October 2007
- <http://www.powa.co.za/Display.asp?ID=27> Local women networks in South Africa
- www.nicro.org.za National Institute for Crime Prevention and Rehabilitation of Offenders

<http://www.ncjrs.gov/txtfiles1/bja/184218.txt> Role of Local Government in Community Safety

<http://www.etu.org.za/toolbox/docs/government/safety.html> Government Policies - Safety and Security

<http://www.protectionline.org/Nizaam-Cookie-Edwards-Dominga.html> International Service Human Rights Awards 2006 - Award for the Defence of the Human Rights of Women - Cookie Edwards

<http://www.southafrica.info/women/womenyear04.htm> South Africa Women of the Year 2004

<http://www.rapecrisis.org.za/> Rape Crisis Cape Town Trust

www.powa.co.za People Opposing Women Abuse (POWA)

www.nisaa.org.za Nisaa Institute for Women's Development (Nisaa)

www.ppasa.org.za Men as Partners (MAP) Program

www.bac.co.za Business Against Crime South Africa

www.thekuyasafund.co.za The Kuyasa Fund

www.arrivealive.co.za

Asia

www.fukuoka.unhabitat.org/event/backnumber.php?KYR=2004&la=1 UN-HABITAT Regional Office for Asia and the Pacific (Fukuoka)

www.citynet-ap.org CITYNET – The Regional Network of Local Authorities for the Management of Human Settlements

www.naga.gov.ph/cityhall/awards.html Naga City Awards

http://cebucity.gov.ph/news_information/news_item/2004/un_habitat_award.html Cebu City Bags UN -Habitat Award for Gender Responsive Governance

North America

www.femmesetvilles.org Femmes et Ville (Women in Cities)

ANNEXES

The three annexes are detailed case studies on: The Women Development Code of Naga city, Seoul Metropolitan Government's Women Friendly City Project, Korea, and the European Charter for Equality of Women and Men in Local Life.

Naga City is included as an illustration of the key elements of a successful gender mainstreaming programme. It demonstrates the structures and actors, as well as the monitoring mechanisms.

The Seoul case study is a new initiative whose impact is not yet measured. It is included for two main reasons: 1) It is very comprehensive in nature and 2) It documents the efforts of a city to bridge the gap between national policy and practice, and city realities.

The European Charter for Equality of Women and Men in Local Life demonstrates Europe's local and regional governments' commitment to use their powers and partnerships to achieve greater equality for their people.

The three case studies are reproduced as originally submitted with very few changes, mostly to shorten them.

1. WOMEN DEVELOPMENT CODE OF NAGA CITY

In 2003, one of the initiatives to expand people's role in governance processes is the passage and implementation of Ordinance No. 2003-045 known as Women Development Code of Naga City. This is a collaborative initiative between the Local Government of Naga and various women's group to pursue and implement gender-responsive development policies and programmes to create an environment where women enjoy equal opportunities to develop their fullest potential.

From its inception, until the present, women groups have been united in seeing the realisation of the provisions of the said Code. With the help and determination of the Naga City Council for Women and the support of Mayor Jesse Robredo, the dreams of the women of Naga are now beginning to unfold and become reality.

PROGRAM	KEY RESULT AREAS	ACCOMPLISHMENTS	OUTPUT
<p><i>Gender Sensitivity Watch</i></p>	<p>Existence of a community based body that will monitor status of women</p> <p>Institutionalise participation of women in policy and decision making processes at all levels of governance.</p> <p>Ensure development and implementation of Gender Development Projects in every barangay.</p>	<p>Institutionalized Barangay Council for Women in the 27 barangays of Naga City through a passage of barangay resolutions in all the barangays in support of the creation of Barangay Council for Women</p> <p>Conduct Gender and Development Trainings and Planning Workshop for the Sangguniang Barangay Chairmen of the Committee on Women of all barangays.</p> <p>Compilation of all Gender And Development Plans of 27 Barangays</p>	<p>27 barangays have Barangay Council for Women's</p> <p>27 barangays attended the Gender And Development Write-shop</p> <p>27 barangays submitted their Gender And Development PLANS</p>
<p><i>Legal Aid Services Legal Aid Services Protection Against Violence, Discrimination or Abuse</i></p>	<p>Effective response or intervention to abused women and children.</p> <p>Establish a referral system and protocol for giving assistance to victims</p> <p>Effective paralegal formation</p> <p>Establish a legal assistance desk in every barangay hall manned by the trained paralegals.</p> <p>Creation of a Special Committee , a multi-disciplinary and multi-sectoral Task Force Against Domestic Violence and Trafficking in Women named as TASK FORCE SAGIP</p>	<p>Creation and establishment of NAGA CITY BANTAY FAMILIA. This serves as Community Watch Group receiving complaints and finding remedies and solutions to address and eradicate Violence Against Women</p> <p>Maintenance of a Temporary Shelter for Women and Children-in crisis situation known as HOMECARE CENTER (a center integrated under the management of City Social Welfare and Development Office)</p> <p>Existence of Paralegal in 27 Barangays to promote alternative dispute resolution encouraging mediation and conciliation method of settling disputes</p> <p>Lobbied before the Barangay Captains and councilors for the passage of barangay Resolutions for the establishment of Women and Children's Desk in every barangay.</p> <p>Regular round up in amusement or entertainment places to monitor compliance with Ordinance No. 2003-045 or Women Development Code</p>	<p>1345 cases of domestic related and family violence have been handled by Bantay Familia (acts of rescue, endorsements to home care , mediation , marital conference and consultation)</p> <p>140 clients have been housed in this center</p> <p>16 clients are now staying in the center while processing their cases</p> <p>27 PSB</p> <p>Out of 33 registered establishments, 13 were inspected</p>

		<p>Acted on the verbal complaint made by 14 Guest Relations Officer employed at Shiawase Bar & Restaurant (not fairly compensated and their desire to go back home to their respective provinces of Cebu and Butuan)</p> <p>Resolved the complaint filed by Pastor Salceda of Independent Baptist Church versus Barracks Grill on the issue of accepting minors and nuisance created by their videoed operation</p>	<p>Interventions made include: listening to their woes and laments, writing a letter to the Bar owner informing them of the glaring violations of the provisions of the Code specifically on the employment of minors and advising them to observe compliance thereto, otherwise, the Task Force shall recommend its closure to the local government unit; furnished the Bar owner with a letter, copy of the code and other related laws</p> <p>Interventions made include sending of letter to the owner informing her of the complaint of the Pastor and the observations submitted by the Task Force and conducted a confrontation and mediation between complainant, respondent and the Task Force</p> <p>Posters banning minors were posted in the establishment</p>
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Advocacy	<p>Intensify advocacy campaign on Women Development Code</p> <p>Intensify pro-active policy agenda</p>	<p>Popularization of Executive Order 2003-015 prohibiting printing, publication, display of visual materials where women appear scantily clad, or otherwise, depicting women as sex objects, public staging of indecent shows and co-modification of women.</p> <p>Signature campaign embodied in a Manifesto of Commitment indicating full support to the implementation of Women Development Code and symbol of their approval of the policy agenda for women</p> <p>Drafted the material on the protocol and referral system to be displayed in all barangay halls to streamline the process</p> <p>Printed campaign material of Task Force SAGIP</p>	<p>Refer to accompanying samples of advocacy materials</p> <p>See Manifesto</p> <p>See sticker poster</p>
Continuing Education on National Policies Affecting Women	<p>Continuing Education on National Policies Affecting Women</p>	<p>Co-sponsored a Forum on strengthening VAWC and RA 9262 and updates on law affecting women during the women's Week celebration</p> <p>Focus Group Discussion to assess and review pending bills at Congress specifically Magna Carta for Women, Reproductive Health Bill participated in by Barangay Council for Women & Barangay Health Workers of Naga South District</p>	<p>100 Women from Barangays, NGO's support offices attended</p> <p>Of the 27 barangays, 4 attended</p>
Education and Training and Benchmark	<p>Increase level of awareness of women on prevailing laws addressing violence against women and children</p> <p>Integrate gender development in decision making and policy development</p> <p>Continuing mechanism in raising community consciousness on the need to recognize women's capabilities.</p>	<p>Conducted Basic Gender Sensitivity Training for Department Heads and Chiefs of Offices</p> <p>Conducted Gender Awareness Training for 27 Barangay Committee on Women Chairpersons</p> <p>Conducted CEDAW Feedback Forum in coordination with National Commission on the Role of Filipino Women</p> <p>Sponsored Forum on Prevailing Laws Addressing Violence Against Women participated by members of Task Force SAGIP</p> <p>Launched the Annual Search for Women-Friendly Barangay in 2005 and every year after</p> <p>Launched also the Maogmang Nagueña Award which honors an individual who has struggled against major life challenges and emerged successful from it through sheer determination and good values.</p> <p>Provided criteria and parameter which will serve as tool in evaluating performance along the line of gender-friendly governance</p>	<p>45 participants attended</p> <p>27 participants attended</p> <p>100 women leaders</p> <p>20 members</p> <p>Maogmang Nagueña Awardees namely : Rosario Estanislao, Ma. Corzon Penaflor, Rosario Oas</p> <p>Refer to evaluation tool judging sheet</p>

<p>Right to Economic Empowerment</p>	<p>Provided skills trainings that are needs based and market driven</p> <p>Sponsored regular bazaars and trade fairs that will showcase products of women</p>	<p>Sponsored the following trainings :</p> <ol style="list-style-type: none"> 1. Trade-Fair Featuring Recycled and Recovered Materials 2. Seminar workshop on Modified Hydroponics 3. Basic and Advance Seminar on Flower Arrangement and Corsage Making 4. Pansit Making 5. Dishwashing and Fabric Conditioner Making 6. Basic Management Course 7. Sardines and Embutido Making 8. Meat Processing <p>About 10 individual women entrepreneurs participated and more than 10 women groups displayed their products</p>	<p>10 barangays are engaged in recycling initiatives</p> <p>30 Ladies in green trained women</p> <p>30 trained women</p> <p>30 trained women</p> <p>40 trained women</p> <p>30 trained women</p> <p>30 trained women</p> <p>30 trained women</p> <p>Vegetable growers, native delicacies and indigenous products vendors</p>
<p>Right to Health</p>	<p>Effective and responsive Reproductive Health Care</p> <p>Delivery of proper maternal health care</p> <p>Attendance to Sexually Transmissible Infection</p> <p>Cancer Control Program</p> <p>Dental Care</p>	<p>ALAY PARA SA MGA NANAY- an Annual Free Pap Smear Services for 1,000 Indigent Women</p> <p>Pregnant women made three (3) or more prenatal visits</p> <p>Pregnant women were given Tetanus Toxoid plus</p> <p>Pregnant women were given iron</p> <p>Postpartum women with at least 1 visit</p> <p>Postpartum women given iron</p> <p>Postpartum women initiated breastfeeding</p> <p>Total number of smear examination on sexually transmitted infections</p> <p>Number of sexually transmitted infection treated</p> <p>Serological test for syphilis for Commercial Sex Workers</p> <p>Breast Examination</p> <p>Pregnant women were provided preventive treatment</p> <p>Pregnant provided curative treatment</p>	<p>662 women beneficiaries</p> <p>Out of 5408, 4728 women beneficiaries were attended to</p> <p>Out of 5408 women, 3386 were injected</p> <p>Out of 5408 women, 4055 were given</p> <p>Of the 4,636 mothers, 4106 visited</p> <p>Of the 4636 mothers, 3010 were given</p> <p>Of the 4636 mothers, 3953 were into breastfeeding</p> <p>Of the 1817 women,</p>

			<p>1793 underwent smear examinations</p> <p>210 cases</p> <p>Of the 249 sex workers,41 underwent test</p> <p>204 women</p> <p>684 women (target is only 475)</p> <p>630 women (target is only 466)</p>
<i>Right to Participation in Governance</i>	<p>Enact Local Sectoral Representation Ordinance to represent women sector in the Sangguniang Panlungsod</p> <p>Existence of a well coordinated plan of the different interest groups</p> <p>Institutionalization of Naga City Council for Women (NCCW)</p> <p>Passage of a resolution providing a separate office space for Naga City Council for Women in city hall</p>	<p>The City Government of Naga approved City Ordinance No. 2007-034 otherwise known as Local Sectoral Representation Ordinance of Naga City</p> <p>Regular consultation among member organizations and government support offices</p> <p>The NCCW is now situated at 2nd Floor City Hall Main Building equipped with basic facilities and staff for its operation</p> <p>There is now a brochure explaining/ describing NCCW and its mechanisms</p>	<p>Representation of women sector to City Council was realized following the mandates of the law Ordinance No. 2003--045 and Local Government Code</p> <p>Refer to attached NCCW Annual Plan</p> <p>Conducted regular Monthly and special meetings</p> <p>See brochure and organizational chart</p>

Most of the significant programmes and projects are yet to be actualised. Women leaders and entrepreneurs continuously strive to be in the mainstream of society. Many women have participated in government decision-making processes.

II. NAGA CITY COUNCIL FOR WOMEN

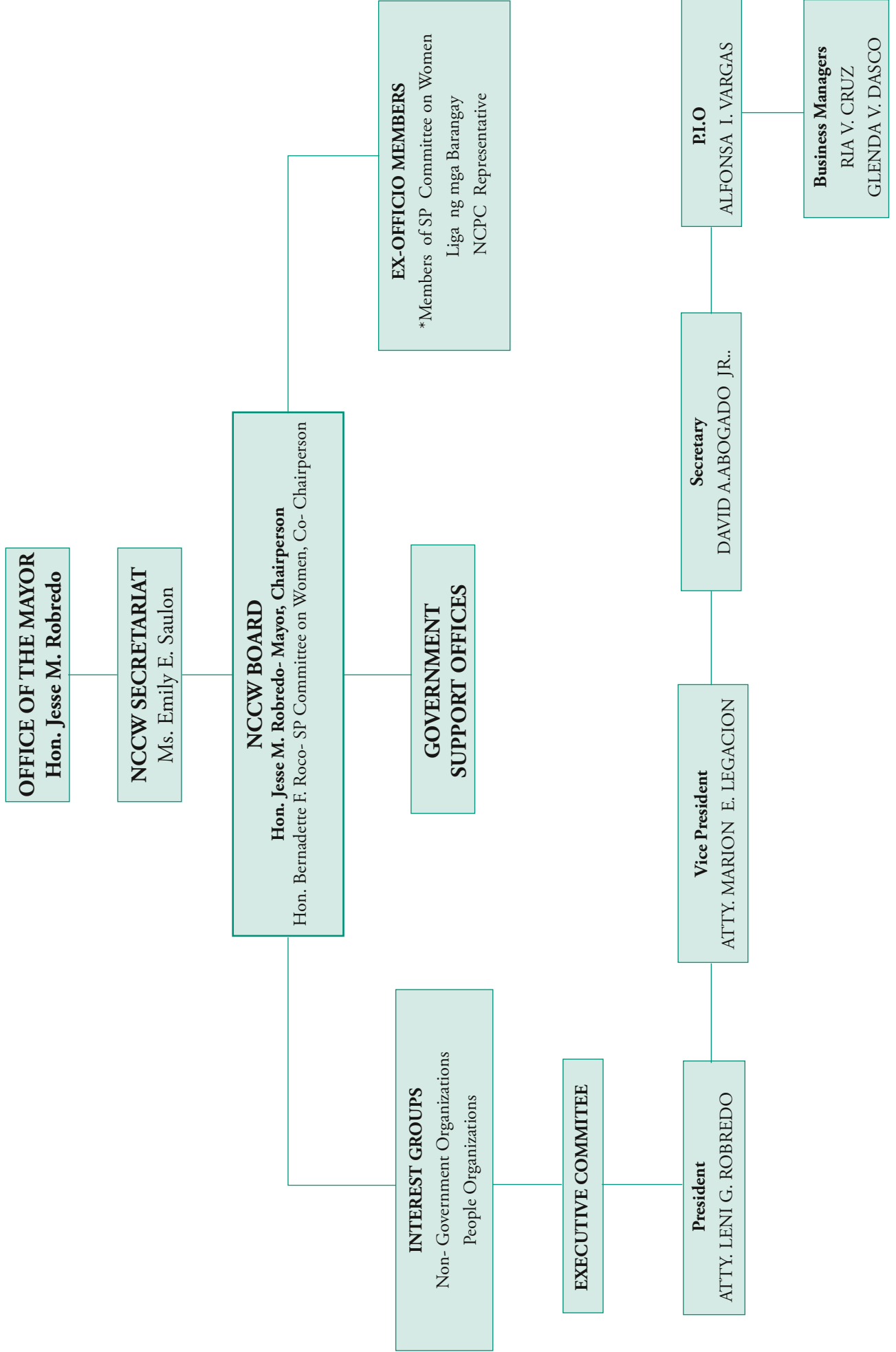
Bringing the policy and programme to the grassroots was an easy task for the Naga City Council for Women - the city government machinery for advancing the cause of women. This unique structure provided the best way forward for implementing current programmes, without duplicating efforts of each member organisations and support offices. The Naga City Council for Women harmonised programmes towards the achievement of the Women Development Agenda. In effect, it operated as a planning and recommendatory body: it ensured the expeditious formulation and effective responses to women's issues. The key strategies revolved around policy development and advocacy, awareness building and capability building, membership strengthening, research and data banking, and coordination and linkages.

Programmes and Services

Gender Sensitivity Watch: A system of services and facilities to monitor status of women in Naga City.

- **Legal Aid Services Check:** Standard procedures observed in crisis intervention, trained paralegals, existence of community watch group to combat violence against women (BANTAY FAMILIA).
- **Advocacy:** A coordinated advocacy campaign against all form of discrimination and violence against women.
- **Continuing Education on National Policies Affecting Women:** Assessment of existing and proposed national policies as they impact women.
- **Violence in Media Check:** Continuing dialogue with organised media groups and personalities.
- **Education and Training Benchmark.** Continuing gender sensitivity education and training for all departments and agencies of the Local Government of Naga City and the 27 barangays.
- **Psychosocial Support Program.** A holistic and indigenous approach to women in dysfunctional and/or crisis situation that includes attendance to their physical/biological, emotional, psychological and social needs shall be set up.

THE NAGA CITY COUNCIL FOR WOMEN MECHANISM
ORGANIZATIONAL STRUCTURE OF NAGA CITY COUNCIL FOR WOMEN



III. IMPACTS AND RESULTS

Notable Achievements and Inspirations

The enactment of Ordinance 2003-045, Women Development Code of Naga City provided an effective framework for achieving gender-responsive good governance in the city. Given the accomplishments of the Naga City Council for Women in the implementation of the Ordinance, the following may be considered as positive results:

1. There was a visible and intensified coordination of efforts among non-governmental organisations and government support offices in developing a unified advocacy agenda
 2. The institutionalisation of Barangay Council for Women in the 27 barangays of the city sped up the implementation of the programmes reaching those women at the grassroots level
 3. Strong commitment by partner organisations to pursuing policy changes at the city level is highly manifest
 4. Women populace involved in community effort to combat violence against women and children
 5. The emergence of a systematic approach or use of protocol in handling women and children in crisis situations resulted in victim's trust and confidence in the law and in the local government's resolve to help women
 6. A strong advocacy programme to popularise laws protecting women and children in a way helped lessen the incidences of domestic violence
 7. The presence of Bantay Familia and strong advocacy campaigns for the protection of women and children against violence led to a decreasing number of reported incidences of violence every year
1. The enactment of Ordinance No. 2007-034 or Local Sectoral Representation (LSR) Ordinance will significantly increase women's equal participation in political and public life (Naga City was the first in the Philippines to enact an enabling law implementing Sec.457 (B) of the Local Government Code on the Election of Sectoral Representatives) and thus, women in Naga are assured that women issues are advanced and protected
 2. The search for women-friendly barangay and Maogmang Nagueña have figured a continuing mechanism in ensuring the city's resolve to uphold the rights of women and has highlighted struggles, achievements and good deeds worth emulating
 3. Initiatives leading to the achievement of economic empowerment of women are seen in skills training made possible due to the existing Memorandum of Agreement among partner agencies
 4. Concrete knowledge of the law advocating women from different fora and training skills made the Barangay Council for Women vigilant of the 5% Gender And Development Budget Allocation in the full implementation of their identified programmes and projects

Identified Bottlenecks in the Implementation of Other Policies and Programmes

1. Limited resources of the city government have hampered the implementation of other gender related programmes such as:
 - a) Establishment of a separate temporary shelter or Women Crisis Center for women and children under crisis situations to meet their physical, emotional, psychological and social needs

- b) Bagsakan Center - where women products can be channeled through market linkage and product matching
- c) Naga City Council for Women personnel have enjoyed contractual and/ or job order status from the time of its inception
- d) Common service facilities (production area) remain a dream. If they have infrastructures, women can develop their own business ventures in their own homes
- e) Legal bureau which will attend to cases filed for and on behalf of women and children victims is a great want. One non-governmental organisation partner had stopped receiving cases endorsed to them by Bantay Familia.

It is clear that the city government has exerted great effort to meet these challenges confronting women. However, local government's resources are so limited that women have had to look for other sources of funding so that their dreams of empowerment will be realised.

NAGA CITY BANTAY FAMILIA, INC.
 SEC. REG. No. 2000 – 00016
 City Hall Compound, Naga City

REPORTED CASES SERVED BY THE NCBFI
 1999 – April 14, 2008

Category of Cases	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008 (As of April 14)	Total per Category
1. Abandoned	2	5	3	6	1	3	2				22
2. Neglected	4			1	1						6
3. Sexually Abused											
a. Rape / Attempted Rape	5	14	15	8	13	12	7	12	5		91
b. Incest	3	3	4	3	3	2					18
c. Act of Lasciviousness	6	3	2	1	2	1	1	1			17
d. Seduction		2							1		3
4. Sexually Exploited											
a. Victims of Pedophilia	2		1								
b. Victims of Prostitution											
c. Victims of Pornography											
5. Child Abuse											
a. Physical Maltreatment	15	21	14	8	17	16	11	10	3	2	117
b. Emotional Maltreatment	2	1	1	6			3				13
6. Victims of Child Labour and Illegal Recruitment				1		3		1			5
7. Child Trafficking / Abduction		1		2		1					4
8. Financial / Economic Support	8	11	14	12	19	24	29	38	19	3	177
10. Legal Separation	3	5	10	20	9	4	5	2	1		59
11. Child's Custody	4	10	9	12	6	14	4	14	10	1	84

Category of Clients	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008 (As of April 14)	Total per Category
12. Physical Injury	5	5	2	10	6	8	6	2	1		45
13. Grave Threats / Unjust Vexation	1	3	3	5	10	1	1				24
14. Family Conflict/Problem	2	5	5	16	48	26	27	19	12		160
15. Drug Related Cases	3		2	4							9
16. Street Children Related Cases			1	1	2						4
Related Cases											
17. Consultation	13	18	18	27	17	20	25	6	25	5	174
18. Frustrated Parricide					1						1
19. Missing					4	6	2	2			
20. Concubines					1	2		2			
21. Illegal Detention					2	1		1			
22. Real Property Case/Insurance					1	4	2				
23. Adultery					1		2				
24. Youth in Difficult Circumstances					1	4	1	1			
TOTAL	119	136	142	156	200	183	155	144	93	17	1,345

Prepared by

EMILYE. SAULON

NCCW Coordinator

I. Pursue an intensified and integrated advocacy program that addresses the needs of women in Naga City and effects policy changes at the city level towards building a peaceful, healthy, just, women- friendly and environmentally sustainable society.

KEY RESULT AREAS	INDICATORS	PLANNED ACTIVITIES	TIME FRAME	IN-CHARGE
A. Develop a unified advocacy agenda	A.1. All advocacy points and positions are clear and have been agreed upon by the council members	Conduct a series of consultation sessions for the different interest groups	Jan 2008	
	A.2. Advocacy positions do not conflict	Present minutes of interest groups consultations to the Board and harmonize all advocacy points agreed upon	Jan 2008	
	A.3. Existence of a coordinated plan of the different interest groups	Conduct a general planning session for all interest groups	Jan 2008	
	A.4. Involvement of barangay women leaders in formulating policy agenda for women	Train and assist Barangay Women leaders in formulating an Annual GAD Plan for their respective barangays that will define their policy agenda for women and their GAD plans for the year	Feb 2008	
B. Institutionalize participation of women in	B.1. Institutionalize the Barangay Council for Women	Draft, Advocate and lobby for the passage of the Implementing	Jan 2008	
policy and decision-making processes at all levels of governance		Regulations of Ordinance 2002-053	Feb 2008 Feb-March 2008	
		Draft and lobby for the passage of barangay resolutions in all the barangays of Naga City in support of the creation of Barangay Council for Women		
	Draft and reorganize all existing Barangay Council for Women			
	B.2. Assist the Barangay Council for Women in the development of Gender and Development Plans in every barangay	Conduct GAD trainings and GAD PLAN Workshops for the SB Chairmen of the Committee of Women of all barangays	Feb 2008	
	B.3. Membership of council members in the different committees of the SP	Lobby for the implementation of certain provisions of Ordinance No 2002-053 providing for membership in the different SP Committees		
C. Intensify the advocacy program with the following components:				

	<p>1.1. Clearly articulated policy agenda for women approved by members of the council</p>	<p>Present the consolidated policy agenda for women which was a result of the interest groups consultation sessions to the council members for their approval</p> <p>Committee by all council members as a symbol of their approval of the policy agenda for women</p>	<p>Jan 2008</p> <p>Jan 2008</p>	<p>NCCW Board</p>
	<p>1.2. Passage of local ordinances and resolutions addressing concerns of the women sector</p>	<p>Drafting, lobbying and passage of ordinances and resolutions in the city and barangay level that will address the concerns and issues of the women sector</p>	<p>Year-round</p>	<p>NCCW Barangay Reps</p>
	<p>1.3. Issuance of progressive orders by the Executive addressing women concerns</p>	<p>Drafting and lobbying for the passage of Executive orders by the City Mayor addressing the concerns of the Women sector</p>	<p>Year-round</p>	<p>NCCW Board</p>
	<p>1.4. Discussion sessions, fora or conferences on identified policy issues</p>	<p>Conduct at least one forum, focused group discussion or conference every quarter on an identified women policy issue</p>	<p>Quarterly</p>	<p>NCCW Board</p>
	<p>2. Effective paralegal formation and legal literacy program</p>	<p>- Master listing of all Paralegals in 27 barangays</p> <p>- General Meeting of all Paralegals</p> <p>- Conduct monthly legal clinics for all trained paralegals every 2nd Tuesday of the month</p> <p>- Conduct Refresher Course for Barangay paralegals</p> <p>- Conduct Basic and Advance Paralegal Trainings</p>	<p>January 2008</p> <p>March 11, 2008</p> <p>Feb-Dec 2008</p> <p>2nd -4th Quarter 2008</p> <p>2nd -4th Quarter 2008</p>	<p>Crisis Intervention interest groups</p> <p>Legal interest groups</p> <p>SALIGAN/PSB</p> <p>Crisis Intervention/Legal interest groups</p> <p>SALIGAN</p> <p>Crisis Intervention/Legal interest groups</p>
	<p>2.1. Train a pool of active paralegals from each of the 27 barangays of Naga City</p>			
	<p>3.3. Sponsor regular bazaars and trade fairs that will showcase products of women entrepreneurs</p>	<p>Coordinate with Women Empowerment through Enterprise Development (WEED)</p> <p>Provide assistance to members</p>	<p>Feb to Dec 2008</p>	<p>Business/Agricultural Interest groups</p>

	<p>2.2. Establish a legal assistance desk in every barangay hall to be manned by the trained paralegals</p> <p>2.3. Sponsor fora, discussions, etc. to increase the level of awareness of women on prevailing laws addressing violence against women and children</p> <p>2.4. Provide counseling and legal assistance to victims of abuse</p> <p>3. Strategic livelihood programmes for women entrepreneurs in Naga</p> <p>Conduct skills trainings that are needs-based and market-driven</p> <p>3.2. Provide effective product development and marketing assistance to women entrepreneurs</p> <p>1. Pro-active policy agenda</p>	<p>- Pass Barangay Resolutions for the establishment of Women's and Desk in every barangay</p> <p>- Set up Women's and Children's Desk in every barangay</p> <p>Conduct at least one forum or discussion session on prevailing laws addressing violence against women and children once every quarter</p> <p>Members of Crisis Intervention and Legal Interest groups will coordinate with barangays and establish a referral system and protocol for giving assistance to victims streamline the system</p> <p>-Schedule Skills Trainings:</p> <ol style="list-style-type: none"> 1. Corsage Making 2. Flower Arrangement 3. Cacao Production 4. Pancit Making 5. Milk Processing (Quesong Puti) 6. Rice cake and lumpia wrapper 7. Bag and Picture Frame making 8. Bonsai and Origami Making 9. Sardines-making using Lalaw and Embutido-making using Tonto fish 10. Pili-Nuts Making 11. Charcoal Briquetting <p>Conduct Seminars on Bookkeeping & Auditing</p> <p>Conduct trainings on packaging and marketing</p>	<p>February 2008</p> <p>March -June 2008</p> <p>1st, 2nd, 3rd and 4th Quarters of 2008</p> <p>Year Round</p> <p>2nd Quarter 2008</p> <p>February</p> <p>March</p> <p>March</p> <p>March</p> <p>March</p> <p>March</p> <p>July</p> <p>August</p> <p>September</p> <p>September</p> <p>October</p> <p>April</p> <p>3rd Quarter 2008</p>	<p>Barangay Council for Wome</p> <p>Crisis Intervention interest groups</p> <p>Legal interest groups</p> <p>Legal interest groups</p> <p>Legal interest groups</p> <p>Crisis Intervention Barangays</p> <p>Business/Livelihood interest groups</p> <p>Agriculture Interest groups</p> <p>Business/Agricultural Interest groups</p>
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	<p>3.4. Linkages with government agencies and private financing institutions that can provide financial and other forms of assistance to women entrepreneurs</p> <p>4. Effective programmes to support women in agriculture</p> <p>4.1 Organize community-based support groups for women in agriculture</p> <p>4.2. Sponsor trainings designed to give women access to science and women-friendly farming and technology education</p> <p>4.3. Conduct needs-based skills trainings and provide assistance that will ensure women's equal access to economic resources</p> <p>5. Responsive adult literacy and continuing education programmes</p> <p>5.1. Profile literacy needs of women in every barangay</p> <p>5.2. Prepare a directory of available services offered by the different academic and vocational institutions in Naga City</p> <p>5.3. Enter into partnerships with academic and vocational institutions that may cater to the literacy and education needs of women</p>	<p>Memorandum of Agreement with private sector</p> <p>Enter into partnerships with WEED and others</p> <p>Coordinate efforts with special Committee for Livelihood Activities</p> <p>Prepare a directory of community-based agricultural cooperatives</p> <p>Invite organized agricultural groups with women programmes to join NCCW</p> <p>Establish a vegetable demo-farm at Mabolo & Panicuason</p> <p>Sponsor a Contest on Meat Processing using Indigenous Materials</p> <p>Seminar on Natural/Organic Farming - Gardening with actual demo</p> <p>Seminar on marketing of agricultural products</p> <p>Conduct research/survey to profile literacy status of women in every barangay</p> <p>Conduct study/research of available educational and vocational programmes being offered by schools and other institutions</p> <p>Meet with schools to explore possible partnerships</p> <p>Prepare checklist of available services and academic and vocational programmes</p>	<p>February 2008</p> <p>1st Quarter 2008</p> <p>Jan-Dec 2008 May 2008</p> <p>April 2008 June 2008</p> <p>2nd-3rd Quarter 2008</p> <p>1st Quarter 2008</p> <p>1st & 2nd Quarter 2008</p> <p>2nd-3rd Quarter 2008</p>	<p>Business/Livelihood Interest groups</p> <p>Agriculture Interest groups</p> <p>Agriculture Interest groups</p> <p>Business/Livelihood Interest groups</p> <p>Business/Agricultural interest groups</p> <p>NCCW Barangay Reps</p> <p>Education Interest groups</p>
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	5.4. Formulate special education programmes for differently-abled women	Survey to profile differently-abled women in every barangay	1st-2nd Quarter 2008	
	5.5. Formulate Alternative Learning Systems in identified pilot barangays in Naga City	Launch Literacy and Livelihood programmes in pilot barangays in Naga City	3rd-4th Quarter 2008	
	6. Effective and responsive delivery of health care to women			
	6.1. Adopt a reproductive health care approach at all levels of health care delivery	Formulate an integrated reproductive health care program for women	1st-2nd Quarter 2008	Health Interest groups
	6.2. Delivery of proper maternal health care services to all women	Provide free PAP SMEAR tests for indigent women in Naga City	March 2008	FPOP
	6.3. Sustained education campaign on women's health	Formulate and sponsor an intensified information campaign on women's health care	Year-Round	Health Interest groups
	6.4. Provision of regular health care to the elderly	Enter into partnerships with schools with Medical Science Courses to include pilot barangays in Naga City in their Community Extension services and provide regular health care to the elderly in these barangays Look for private donors in sponsoring the establishment of a Soup Kitchen for indigent the elderly	2nd-3rd Quarter 2008 3rd-4th Quarter 2008	Elderly Interest groups Elderly Interest groups
	6.5. Integration of the Healthy Lifestyle Program in the health program for women	Integrate the Healthy Lifestyle Program in the women health program in all barangays	1st-2nd Quarter 2008	Barangay Reps Health Interest groups
	7. Healthy and Gender-Fair Environment for the working woman			
	7.1 Organize working women	Coordinate with existing Labour Unions and Labour Organizations and prepare a database for Naga City	1st Quarter 2008	Labour Interest groups

	<p>7.2 Establish child-minding centers in workplaces</p> <p>7.3 Advocate and lobby for the passage of ordinances that will require the establishment of gender-responsive facilities in the workplaces</p> <p>7.4 Sponsor fora, seminars, discussions in workplaces on gender-related issues</p> <p>8. Integration of Environment Programmes in the comprehensive development program for women</p> <p>8.2. Conduct trainings to promote environmental awareness in the community</p>	<p>Organize an observation trip to observe their child-minding center and interview persons assigned thereto</p> <p>Conduct study on the viability of establishing one in the City Hall, Naga City</p> <p>Conduct at least one Sexual Harassment Training and one Gender Sensitivity training</p> <p>Training/Workshop on Hydroponics and backyard gardening</p>	<p>2nd Quarter 2008 2nd-3rd Quarter</p> <p>3rd & 4th Quarter 2008</p> <p>March 2008</p>	<p>NCCW Board</p> <p>NCCW Board</p> <p>Environment Interest groups</p>
D. Building strong constituency among women and men in advancing the complementary roles of women and men	<p>D.1. Encourage the formation of more community based organizations</p> <p>D.2. Encourage men to participate fully in all actions towards equality</p>	<p>Assist in organizing barangay chapters of the Bangkat Women for Peace</p> <p>Assist in strengthening the Persons with Disabilities Interest groups</p> <p>Make a survey of unaffiliated women in every barangay</p> <p>Sponsor at least one forum for men on gender issues</p>	<p>Feb 2008</p> <p>Youth Interest groups</p>	<p>Media Interest groups/ NCCW Execom</p> <p>Interest groups/NCCW Execom</p> <p>NCCW Barangay Reps</p>
E. Utilize media and other effective tools to popularize the advocacy agenda	<p>E.1. Radio/TV guests and interviews to popularize advocacy agenda</p> <p>E.2. Submission of news articles and/or features to various local newspapers on identified women's issues</p>			

<p>F. Strengthen strategic partnerships with other organizations and institutions</p>	<p>E.3. Operational NCCW website which posts the council's profile, programmes, activities and other materials and allow the council to receive questions and feedback</p> <p>F.1. Enter into Memoranda of Agreement with other organizations and/or institutions to complement advocacy programmes of the council</p> <p>F.2. Conduct joint stakeholders activities with identified strategic partners</p>			
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II. Ensure the council's sustainability by strengthening its membership and human resource and enhancing its financial base

MEMBERSHIP AND HUMAN RESOURCE

<p>A. Maintain existing membership of active and committed women organizations.</p>	<p>A.1. Conduct regular meetings and dialogues with member-organizations at least once every quarter</p> <p>A.2. Conduct regular stakeholders activities and jointly sponsor projects for women</p> <p>A.3. Involve member-organizations in all advocacy campaigns</p> <p>A.4. Assist member-organizations in resolving their issues and concerns concerning the implementation of their women programmes</p> <p>A.5. Membership policies that are clear, written and agreed upon by the council</p>	<p>Formulate Membership policies approved by the existing council members</p>	<p>Year-Round</p> <p>Year Round</p> <p>Year-Round</p> <p>Year-Round</p> <p>Feb 2008</p>	
<p>B. Expansion of membership</p>	<p>B.1. Invite all existing women groups to be members of the council.</p> <p>B.2. Organize barangay-based women's groups</p>	<p>Send out invitations to existing women groups that are not yet members of NCCW</p> <p>Make a directory of all existing barangay-based women's groups and assist them in their organizing and strengthening efforts</p>	<p>Year-Round</p> <p>1st-2nd Quarter</p>	

FINANCE				
A. Establish partnerships with donors for supporting the council's programmes	A.1 Solicit partnerships with other institutions that can provide financial support to the council's programmes	Submit project proposals for submission to prospective donors		
B. Complement existing finances with opportunities for partnerships in particular projects	B.1. Explore possible special projects with other local government units (LGUs), Government agencies, and other institutions	Meet with other government agencies to explore possible partnerships Send out letters inviting other offices to possible partnerships or joint undertakings		
C. Secure civil society partners' commitment in ensuring the council's financial sustainability	C.1. All partners are contributing to council's operations	Ensure counterpart system in all joint activities		

2. SEOUL METROPOLITAN GOVERNMENT'S WOMEN FRIENDLY CITY PROJECT

Women and Family Policy Bureau, Seoul Metropolitan Government

Policy Background

Historically, “women in need” have been seen as the primary targets of women’s policies in Korea. After the 1980s, Korea joined the United Nations Convention on the Elimination of All Forms of Discrimination against Women, and progressive women’s movements centering on labour movements began to emerge in Korea. This led to the enactment of laws and implementation of policies eliminating gender inequality and discrimination in all sectors of society such as employment, family, education and welfare.

Since the 1995 Fourth UN World Conference on Women in Beijing, the Korean government has made efforts towards building institutional infrastructure to increase the social involvement of women and to achieve gender equality. It has focused on developing women’s capacities, increasing women’s political representation and improving the welfare and civil rights of women. Such efforts have contributed to a measure of gender equality in legal and institutional spheres. However, there were few policies that directly affected the lives of the average woman, and few opportunities for women to participate in decision-making processes.

Gender policies have largely been promoted in a top-down structure. The central government establishes basic guidelines and then local governments carry out detailed plans based on those guidelines. Many policy makers assume that the power to make gender policy is limited to women’s departments. Local governments hardly deal with gender issues in areas such as education, labour, trade, environment, health, culture, transportation and housing.

In response, the Ministry of Gender Equality and Family adopted a gender mainstreaming strategy in 2000. Two significant examples are the Gender Impact Evaluation and the Gender-Sensitive

Budget system. Since 2003, the ministry has made it mandatory for 46 government offices and 16 municipal governments to annually select one to two Gender Impact Evaluation assignments for Gender-Based Analysis. The Seoul metropolitan government undertook several gender-based analyses on policies: welfare in 2004, culture in 2005, disabled employment in 2006, Seoul and an environment education policy in 2007. However, there are still many policy gaps at national level.

In this context, women-related policies in the Seoul metropolitan government seek to advance beyond national provisions. There are three fundamental considerations of the city’s new women-friendly policies. (i) the policies should deal with the reality of a diverse range of urban women, (ii) the policies should fully address women’s daily needs, (iii) they have an impact throughout the city and influence gender mainstreaming in other policies.

a. Women in Seoul

Women in Seoul live in a knowledge-based information society, undergoing various changes such as higher education, increasing aging population, greater economic disparity, diversity of household types, and migrant women population (through marriage). It is therefore necessary to have a city-specific gender plan. Women in Seoul have begun to demand more qualitative participation in all aspects of city life.

The Women Friendly City Project aims to tackle the changing needs of women in the city. The project aims to make the city women-friendly, to encourage equal participation and rights for women in all aspects of life such as the economy, employment, education, health, safety, child-care, culture, leisure and life-style.

b. Women and Rights to the City

Women account for more than half of the population of Seoul but are not guaranteed rights to the City: the right to appropriate and the right to participate. The right to appropriate is a right through which city dwellers can freely use public places and community areas. The right to participate is a right through which citizens can take part in the decision-making process. Unfortunately, for a long time city policies hardly recognised women as important members of society. Urban policy-makers considered a typical citizen as physically sound, working-man without children. With this perspective, city places are constructed around the needs and lives of men.

Women Friendly City Project

a. Concept of the Project

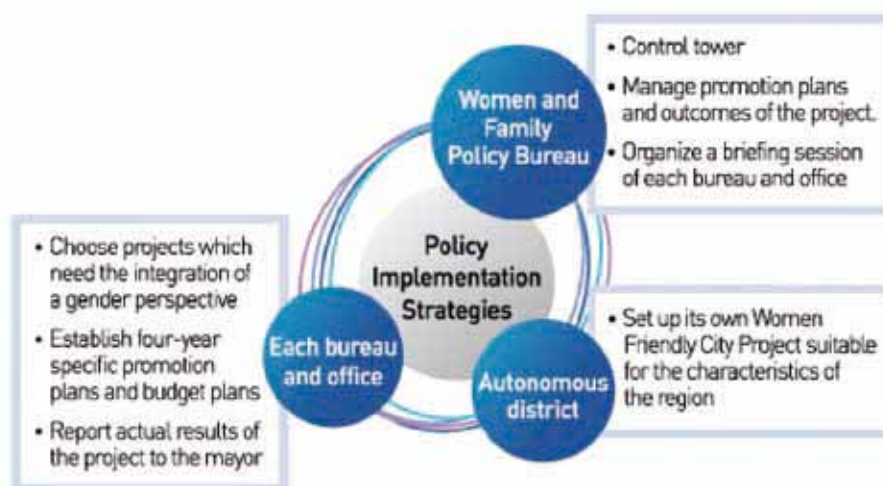
With the launch of the new mayor's tenure from 2006 to 2010, the Seoul metropolitan government established a city women's policy, the Women Friendly City Project. The project deals with some characteristic problems of women that occur in places like on public transport, on streets, in parks, at cultural facilities and in shopping centres. The project addresses areas not covered by national level policy provisions.

The object of the project is to provide more jobs for women and enable women to manage work and family matters, expanding women's involvement in the city and creating a women-friendly city environment. The project consists of five parts, 'caring Seoul,' 'work-conducive Seoul,' 'prosperous Seoul,' 'safe Seoul,' and 'convenient Seoul.' The main strategies of the project is to expand the boundary of women's policy into urban life in general,

b. Implementation Strategies Expansion of Gender Mainstreaming

The Women Friendly City Project is in charge of the Women and Family Policy Bureau in the Seoul metropolitan government. The bureau steers the project managing promotion plans and outcomes of the project. The project is executed by sixteen offices, investment institutions and government-funded institutions of the Seoul metropolitan government. In the past, women's policies were only implemented by the women's policy department, and it was hard to consolidate a gender perspective in the work of other departments. However, under the Women Friendly City Project, each office chooses projects that need the integration of a gender perspective and establishes action plans with the women's policy department. In addition, each autonomous district sets up its own Women Friendly City Project suitable for the characteristics of the region. In this regard, the Women Friendly City Project contributes to both the horizontal expansion of gender mainstreaming within Seoul and the vertical expansion throughout autonomous districts.

Policy Implementation Strategies of the Women Friendly City Project



Each bureau and office establishes four-year promotion and budget plans for the Women Friendly City Project, and the project is implemented according to the mid- and long-term master plans. Additionally, the mayor encourages non-women related departments to annually develop new projects. Each bureau and office is required to report actual results of the project to the mayor every quarter, and they also have to report proceedings, problems, improvement measures and future plans for the project.

To encourage the expansion, the government makes an annual evaluation of results of the projects and grants prizes to exemplary cases in each of the five categories. In the past, non-women related departments did not actively take part in Gender Impact Evaluation, and some were unwilling to address gender-related issues. However, the Women Friendly City Project shows a high participation rate among departments thanks to the encouragement by the mayor, and project incentives.

c. Women Friendly City Project Initiatives

‘Caring Seoul’

The Caring Seoul policy aims to strengthen the child-care responsibilities of society and to support social minorities. In the past, women usually took full charge of child-care and domestic chores, but the project helps women share these burdens with other members of society. According to the project, various services are provided for women to enable them to carry out work and family affairs at the same time. In addition, the project will realise

gender equality and establish society as a care giver by supporting social minorities such as the elderly, single parents, and the disabled.

Child-care projects include increasing the number of public child-care centres, providing total child-care services to women, aiding health insurance fees for children in child-care centres and installing child-care facilities in public places. The metropolitan government is planning to utilise newly-built or closed government office buildings as child-care centres and increase the number of dual-use facilities to include public child-care centres and resident administration centres. In 2007, the metropolitan government founded 21 public child-care facilities in Seoul. Also planned are breast-feeding rooms, day-care centers, and rest rooms in public places, like cultural facilities, subway stations and government offices.

The policy also supports the elderly, the homeless, the disabled, migrant women (through marriage) and single-parent households by implementing projects like ‘voucher plan for care givers for the elderly’, ‘installation and operation of rehabilitation centres for the female homeless’, ‘support for children with disabled family members’, and ‘support for school meal helpers.’ With the increasing number of migrant women due to marriage, the metropolitan government also plans to establish centres that aid families with migrant women and provide cultural experience opportunities for single-parent families.

Work-conducive Seoul

The Work-conducive Seoul policy goal is to encourage the economic activities of women. For this, it is necessary to provide job training, create decent jobs for women, support their working in and outside the home, and create work places where gender equality is guaranteed. Through this project, women in Seoul will be able to work without gender discrimination and improve their social and economic status.

To create more jobs for women and invigorate female employment, the project provides on-line education programmes for female business starters like the “mom-preneur” business school and support programmes for women business starters. Child-care services for women in the job training program are provided.

To improve the working conditions for women, the project offers more child-care leave in the public sector and implements a flexible working-hour system for government officials. As more women enter into the public sector, the percentage of women among newly employed government officials increased to 61.3%.

Prosperous Seoul

The Prosperous Seoul policy focuses on improving women’s quality of life by expanding cultural and leisure opportunities for them.

The main projects in the Prosperous Seoul include making women-friendly cultural facilities, establishing small gyms for women and providing cultural programmes for women. Also, the metropolitan government will increase the number of women’s rest rooms and establish day-care centres and breast-feeding rooms in cultural facilities like Sejong Cultural Center, Seoul Museum of Art, Seoul Museum of History, Cultural and Arts Center and Seoul Metropolitan Public Library. The Han River Renaissance Project, one of the biggest

projects in Seoul also includes establishing women-friendly culture and arts complex in Seoul.

With more cyber information education for female citizens, 30% of the classes are assigned to women and children. Web guides centered on women are provided for women and contents of women-related portals are assessed according to the policy. The government also plans to set up an individual-based information homepage for women that will provide comprehensive information about welfare, education, employment, cultural events and child-care information for women.

Safe Seoul

The Safe Seoul policy reviews the level of safety for women travelling at night and emphasises that sexual and domestic violence is prohibited. In addition, it conducts research on the impact of urban pollution on women and provides solutions.

The Safe Seoul policy boasts of the women-friendly New Town Construction Project (reconstruction and redevelopment). In the process of constructing residential complexes, safety is ensured through the design, creating a women-friendly apartment complex.

The government set standards for landscape architecture that ensured the safety of women in parks, squares and roads. One of the projects is to install lights at underground sidewalks and driveways.

Women-only and women-driven taxis are available with an option to send information about the taxi they are in to their family members via cellular phone through related services. Moreover, the government is planning a ‘daily-life safety experience programme’ that enables women to prepare for emergency situations.

Convenient Seoul

The Convenient Seoul policy helps women live conveniently in the city. Women often face inconveniences in the use of public facilities and transportation due to the burdens of domestic chores and child care. According to an online survey, women experience the biggest inconvenience in public restrooms, followed by public transportation, driving and parking, sidewalks, parks and public buildings.

The Convenient Seoul policy is for improving women's accessibility to public places and mobility on public transportation. The Seoul metropolitan government increased the number of toilets in female restrooms in subway stations, newly-build performance centres, stadiums and parks. It also installed diaper-changing tables for mothers and improved lighting in public restrooms.

The government designated parking lots for women in public parking zones and installed more CCTV cameras. It lowered the height of the sidewalk ledge and installed hump-type crosswalks. For more convenient use of public transportation, the government lowered the knobs in buses and subways and installed transportation facilities that can help women or the disabled. It promoted more convenient installation of ticket gates for baby carriages in subway stations.

The city planning committee added more women committee members to encourage women's participation in policy-making. The government executed a pilot project of in the Magok district, to improve the facilities in buildings.

Partners in Gender-Sensitive Urban Governance

Women participate in city policy-making in various ways: as experts, political representatives, employers, community activists as well as members of support groups or self-help organisations. Women reflect their experiences and lives in city policy-making by cooperating with city policy makers, city planning experts and policy beneficiaries in all these areas.

The Women Friendly City Project partner group consists of experts in various fields like women's issues, welfare, road, transportation, housing, architecture, city competitiveness and environment. It includes members of women's civic groups and relevant officials of municipal government organisations. In total, there are 187 members. Each department holds regular meetings, and works with officials in relevant departments. The group provides professional advice to policy makers from the planning stage to implementation. They also suggest new projects.

The government established an online network to promote the participation of the Women Friendly City Project partners¹². It provides an introduction to the Women Friendly City Project, outlines its key tasks, offers suggestion to the partners and reviews suggested opinions. Each bureau posts their operations and tasks to get feedback.

A 'gender consulting system' is under development, where Women Friendly City Project partners can fully support the planning and implementation process of the project. Under the system, each department will select its main projects, and the Women Friendly City Project experts will provide an intensive gender consultation for people in charge of each bureau. This system hopes to increase understanding of gender-sensitive city policies, and promote active participation.

12 <http://cafe.daum.net/womenhappyseoul>

During the implementation stage and after the completion of the Women Friendly City Project, officials in charge of the project and municipal institutions will analyse the extent to which the project has been successful and how many of women's demands were met. Results will be used to develop new projects and improve existing ones. Evaluation will be done by the metropolitan government and the women themselves .

Education and Training for Government Officials

The Seoul Foundation of Women and Family developed the Women Friendly City Project manual, 'City Designed by Women: Transforming the City through Women's Eyes,' to help relevant officials recognise gender issues in their work. The manual provides officials with simulation practice sessions. It also introduces cases from other countries.

The Seoul Foundation of Women and Family established an education programme for government officials. It trained the instructors for the programme. The programme consists of two parts. The first part is about gender mainstreaming in general. The second part consists of the action plan of the Women Friendly City Project which introduces the basic concept of the project, and its practical application. Instructors in Gender-Based Analysis, Gender-Sensitive Budget and Gender-disaggregated statistics will work for the education programme. Experts in housing, roads, transportation, culture, environment and welfare will also participate in the education programme.

Conclusion

The Women Friendly City Project is significant for three reasons. First, it provides policies that reflect women's daily lives, and it helps promote gender-sensitivity when it comes to utilising city space and city planning. Second, it is an independent women's policy of the metropolitan government, which reflects the characteristics of women citizens.

Third, it upgraded the city policy by establishing policies where women actively participated.

Noteworthy was the strong drive and interest of the mayor, the chief officer of city affairs. He emphasised the introduction of gender-sensitive perspectives in every city affair and consistently encouraged the participation of women in all divisions. At a time when the foundation for gender mainstreaming was weak, such strong will and interest from the mayor contributed to enhancing gender-sensitive perspectives.

The Seoul Foundation of Women and Family played a critical role in the success of the Women Friendly City Project. Through policy studies, the foundation laid out a theoretical foundation for the promotion of the project. The Foundation also participated in operating a project partner group, building women's participation. In 2008, the foundation will enhance the training and education programmes of government officials to improve the Women Friendly City Project. In addition, it is planning a cultural event that will advertise the project to women in Seoul. Such efforts of the foundation show the importance of close ties between municipal governments and women's policy institutions in developing and promoting women's policies.

Challenges to Overcome

Ongoing challenges and constraints include:

- Lack of interest by some city departments
- A need for accountability mechanisms that encourage a high level of voluntary participation
- Limited gender-planning competence of city official and professionals

3. THE EUROPEAN CHARTER FOR EQUALITY OF WOMEN AND MEN IN LOCAL LIFE ¹³

A Charter for Europe's local and regional governments to commit themselves to use their powers and partnerships to achieve greater equality for their people.

Drawn up and promoted by the Council of European Municipalities and Regions and its partners.

INTRODUCTION

The European Charter for Equality of Women and Men in Local Life is addressed to the local and regional governments of Europe, who are invited to sign it, to make a formal public commitment to the principle of equality of women and men, and to implement, within their territory, the commitments set out within the Charter.

To assist in the implementation of these commitments, each signatory authority undertakes to draw up an Equality Action Plan, which sets out its priorities, actions and resources to this end.

In addition, each signatory authority undertakes to engage with all of the institutions and organisations in its territory, in order to promote the achievement of real equality in practice.

The Charter was drawn up within the framework of a project (2005-2006) undertaken by the Council of European Municipalities and Regions together with many partners, listed below. The project was supported by the European Commission, through its 5th Community Action Programme for equality between men and women.

Equality of women and men constitutes a fundamental right for all, and an essential value for every democracy. In order to be achieved, this right needs not only to be legally recognized, but to be effectively applied to all aspects of life: political, economic, social and cultural.

Despite numerous instances of formal recognition and progress made, equality of women and men in daily life is still not a reality. Women and men do not enjoy the same rights in practice. Social, political, economic and cultural inequalities persist - for example, salary disparities and political under-representation.

These inequalities are the results of social constructs built upon numerous stereotypes present in the family, education, culture, the media, the world of work, the organization of society. So many domains in which it is possible to act, adopting a new approach and making structural changes.

As the spheres of governance closest to the people, local and regional authorities represent the levels best placed to combat the persistence and the reproduction of inequalities, and to promote a truly egalitarian society. They can, through their competences, and through co-operation with the whole range of local actors, undertake concrete actions in favour of equality of women and men.

Moreover, the principle of subsidiarity is of particular importance in relation to the practical implementation of the right to equality of women and men. This principle applies to all levels of governance - European, national, regional and local. Whilst Europe's local and regional governments have a diverse range of responsibilities, all of them can and must play a positive role in promoting equality in practical ways that impact on the daily lives of their population.

¹³ Adapted from: http://www.ccre.org/docs/charte_egalite_en.pdf

Closely linked to the principle of subsidiarity are the principles of local and regional self government. The Council of Europe's Charter of Local Self-Government of 1985, signed and ratified by the large majority of European states, emphasizes "the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population". Implementing and promoting the right to equality must be at the heart of this concept of local self-government.

Local or regional democracy must allow the most appropriate choices to be made concerning the most concrete aspects of daily life, such as housing, security, public transport, the world of work, or health.

Moreover, the full involvement of women in the development and implementation of local and regional policies allows their life experiences, know-how and creativity to be taken into account.

If we are to achieve a society based on equality, it is essential that local and regional governments take the gender dimension fully into account, in their policies, their organisation and their practices. And in today's and tomorrow's world, the real equality of women and men is also key to our economic and social success - not just at European or national levels, but also in our regions, towns and local communities.

The Council of European Municipalities and Regions, and its committee of women elected representatives of local and regional authorities, has for many years been active in promoting equality of women and men at local and regional levels. In 2005, CEMR launched a concrete tool for European local and regional authorities: the town for equality. By identifying good practices of certain European cities and municipalities, "the town for equality" provides a methodology for the implementation of policies for equality of women and men at the local and regional level. The present Charter builds on this work.

The role of local and regional governments in promoting gender equality was affirmed in the Worldwide Declaration of IULA (the International Union of Local Authorities) on "women in local government" adopted in 1998. The new world organisation, United Cities and Local Governments, maintains the equality of women and men as one of its principal objectives.

PREAMBLE

The Council of European Municipalities and Regions, representing European local and regional governments, in co-operation with the following partners:

National Association of Municipalities in the Republic of Bulgaria (NAMRB)

Union of Cyprus Municipalities (UCM)

Union of Towns and Communities of the Czech Republic (SMO CR)

Association of Finnish Local and Regional Authorities (AFLRA)

French Section of CEMR (AFCCRE)

German Section of CEMR (RGRE)

Central Union of Municipalities and Communities of Greece (KEDKE)

Hungarian National Association of Local Authorities (TÖÖSZ)

Italian Section of CEMR (AICCIRE)

Tuscan Federation of AICCIRE

Association of Luxembourg Towns and Municipalities (SYVICOL)

Association of Polish Cities (ZMP)

Spanish Federation of Municipalities and Provinces (FEMP)

Basque Association of Municipalities (EUDEL)

City of Vienna (Austria)

City of Saint Jean de la Ruelle (France)

City of Frankfurt am Main (Germany)

City of Cartagena (Spain)

City of Valencia (Spain)

House of Time and Mobility Belfort-Montbéliard (France)

Standing Committee Euro-Mediterranean Partnership of the Local and Regional

Authorities (COPPEM)

Recalling that the European Community and Union are founded on fundamental rights and liberties including the promotion of the equality of women and men and that European legislation has been the basis for progress achieved in this domain in Europe;

Recalling the international legal framework of human rights of the United Nations, and in particular the Universal Declaration of Human Rights and the Convention on the Elimination of all Forms of Discrimination against Women, adopted in 1979;

izing the essential contribution of the Council of Europe in the promotion of equality of women and men and of local self-government;

Considering that equality of women and men implies the will to take action on the three complementary aspects of its achievement, namely the elimination of direct inequalities, the eradication of indirect inequalities, and the construction of a political, legal and social environment supportive to the proactive development of an egalitarian democracy;

Deploring the continuing discrepancy between the de jure recognition of the right to equality and its real and effective application;

Considering that in Europe local and regional governments play, and must play, a crucial role for their citizens and inhabitants in the implementation of the right to equality, in particular of women and men, in all areas of their responsibilities;

Considering that a balanced participation and representation of women and men in decision-making and in leadership positions is essential for democracy;

Taking inspiration for our action in particular from the Convention on the Elimination of All Forms of Discrimination against Women of 1979, the Beijing Declaration and Platform for Action of the United Nations, of 1995, and the Resolutions of the 23rd Special Session of the General Assembly of 2000 (Beijing +5), the European Union's Charter of Fundamental Rights, the Council Recommendation of December 1996 on the balanced participation of women and men in the decision-making process, and the Worldwide Declaration of the International Union of Local Authorities of 1998 on women in local government;

Wishing to mark the twenty-fifth anniversary of the entry into force in September 1981, of the Convention on the Elimination of all Forms of Discrimination against Women of the United Nations;

has drafted this European Charter for Equality of Women and Men in Local Life, and invites the local and regional governments of Europe to sign and implement this Charter.

PART I

PRINCIPLES

The Signatories of this Charter for equality of women and men in local life recognise the following as fundamental principles of our actions:

1. Equality of women and men constitutes a fundamental right

This right must be implemented by local and regional governments in all areas of their responsibilities, including their obligation to eliminate all forms of discrimination, whether these be direct or indirect.

2. To ensure the equality of women and men, multiple discrimination and disadvantage must be addressed

Multiple discrimination and disadvantage based, in addition to gender, on race, colour, ethnic and social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age, sexual orientation or socio-economic status must be taken into account in addressing equality between women and men.

3. The balanced participation of women and men in decision making is a prerequisite of a democratic society

The right to equality of women and men requires that local and regional authorities take all the appropriate measures and adopt all appropriate strategies to promote a balanced representation and participation of women and men in all spheres of decision-making.

4. The elimination of gender stereotypes is fundamental to achieving equality of women and men

Local and regional authorities must promote the elimination of the stereotypes and obstacles upon which the inequalities in status and condition of women are based, and which give rise to the unequal evaluation of the roles of women and men in political, economic, social and cultural terms.

5. Integrating the gender perspective into all activities of local and regional government is necessary to advance equality of women and men

The gender perspective must be taken into account in the drafting of policies, methods and instruments which affect the daily life of the local population – for example, through the use of “gender mainstreaming”¹⁴ and “gender budgeting”¹⁵ techniques. To this end, women’s experiences in local life, including their living and working conditions, must be analysed and taken into account.

6. Properly resourced action plans and programmes are necessary tools to advance equality of women and men

Local and regional governments must draw up equality action plans and programmes, with the financial and human means and resources necessary for their implementation.

These principles constitute the foundation of the Articles set out in Part III below.

¹⁴ Gender Mainstreaming: In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows: “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.”

¹⁵ Gender Budgeting: “Gender budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.”

PART II

IMPLEMENTATION OF THE CHARTER AND ITS COMMITMENTS

The Signatory undertakes to carry out the following specific steps in order to implement the provisions of this Charter:

- 1) Each Signatory to this Charter will, within a reasonable timescale (not to exceed two years) following the date of its signature, develop and adopt its Equality Action Plan, and thereafter implement it.
- 2) The Equality Action Plan will set out the Signatory's objectives and priorities, the measures it plans to take, and the resources to be allocated, in order to give effect to the Charter and its commitments. The Plan will also set out the proposed timescales for implementation. Where a Signatory already has an Equality Action Plan, it will review the Plan to ensure that it addresses all of the relevant issues under this Charter.
- 3) Each Signatory will consult widely before adopting its Equality Action Plan, and will also disseminate the Plan widely once adopted. It will also, on a regular basis, report publicly on progress made in implementing the Plan.
- 4) Each Signatory will revise its Equality Action Plan as circumstances require, and will draw up a further Plan for each following period.
- 5) Each Signatory undertakes in principle to co-operate with an appropriate system of evaluation to be established to enable progress in implementing this Charter to be assessed, and to assist local and regional governments across Europe to learn from each other on effective means of realising greater equality of women and men. It will make its Equality Action Plans and other relevant public materials available for these purposes.
- 6) Each Signatory will inform the Council of European Municipalities and Regions in writing of the fact that it has signed the Charter, with the date thereof, together with a contact point for future co-operation in relation to the Charter.

PART III

DEMOCRATIC ACCOUNTABILITY

Article 1

- 1) The Signatory recognizes that the right to equality of women and men is a fundamental prerequisite of democracy, and that a democratic society cannot afford to ignore the skills, knowledge, experience and creativity of women. To this end, it must ensure, on a basis of equality, the inclusion, representation and involvement of women from different backgrounds and of different age groups in all spheres of political and public decision-making.
- 2) The Signatory, as the democratically elected body responsible for promoting the wellbeing of its population and area, therefore commits itself to promote and advance the practical application of this right in all of its spheres of activity – as democratic leader of the local community, provider and commissioner of services, planner and regulator, and as employer.

THE POLITICAL ROLE

Article 2 – Political Representation

- 1) The Signatory recognizes the equal rights of women and men to vote, to be a candidate for and to hold elected office.
- 2) The Signatory recognises the equal rights of women and men to participate in the formulation and implementation of policy, to hold public office and to perform all public functions at all levels of government.
- 3) The Signatory recognizes the principle of balanced representation on all elected and public decision-making bodies.
- 4) The Signatory commits itself to take all reasonable measures in support of the above rights and principle, including:
 - To encourage women to register to vote, to exercise their individual voting rights and to be a candidate for public office;

- To encourage political parties and groups to adopt and implement the principle of balanced representation of women and men;
 - To this end, to encourage the political parties and groups to take all lawful steps, including by adopting quotas where deemed appropriate, to increase the number of women selected as candidates and thereafter elected;
 - To regulate its own procedures and standards of conduct, so that potential candidates and elected representatives are not discouraged by stereotypical forms of behaviour and language, or by harassment;
 - To adopt measures to enable elected representatives to reconcile their private, work and public life, for example by ensuring that timetables, working methods and availability of dependent care allow all elected representatives to participate fully.
- 5) The Signatory commits itself to promote and apply the principle of balanced representation to its own decision-making and consultative bodies, and in its appointments to external bodies.

However, where the authority does not currently enjoy a balanced representation of women and men, it will implement the above on a basis no less favourable to the minority gender than its current gender balance.

- 6) It furthermore commits itself to ensure that no public or political post to which it appoints or elects a representative is, in principle or in practice, restricted to or seen as the normal role of one gender, due to stereotypical attitudes.

Article 3 – Participation in Political and Civic Life

- 1) The Signatory recognizes that the right of citizens to participate in the conduct of public affairs is a fundamental democratic principle, and that women and men have the right to participate equally in the governance and public life of their region, municipality, and local community.
- 2) In relation to the different forms of public participation in its own affairs, for example via advisory committees, neighbourhood councils, e-participation or participatory planning exercises, the Signatory commits itself to ensure that women and men are able to participate equally in practice. Where existing means of participation do not lead to such equality, it undertakes to develop and test new methods.
- 3) The Signatory undertakes to promote the active participation in its political and civic life of women and men from all sections of the community, in particular of women and men from minority groups who may otherwise be excluded.

Article 4 - The Public Commitment for Equality

- 1) The Signatory shall, as the democratic leader and representative for its community and territory, make a formal public commitment to the principle of equality of women and men in local life, including:
 - The announcement of the signing of this Charter by the Signatory, following debate in and adoption by its highest representative body;
 - An undertaking to fulfil its commitments under this Charter, and to report publicly, on a regular basis, on progress in implementing its Equality Action Plan;
 - An undertaking that the Signatory, and its elected members, will adhere to and uphold good standards of behaviour, in relation to gender equality.

- 2) The Signatory will use its democratic mandate to encourage other political and public institutions and private bodies, and civil society organisations, to take actions to ensure, in practice, the right to equality of women and men.

Article 5 – Working with partners to promote equality

- 1) The Signatory undertakes to co-operate with all of its partners, from the public and private sectors as well as the organisations of civil society, in order to promote greater equality of women and men in all aspects of life within its area. It will in particular seek to co-operate with its social partners to this end.
- 2) The Signatory will consult with its partner bodies and organisations, including its social partners, in developing and reviewing its Equality Action Plans, and on other major issues related to equality.

Article 6 - Countering Stereotypes

- 1) The Signatory commits itself to counter and, so far as possible, prevent prejudices, practices and use of language and images which are based on the idea of the superiority or inferiority of either of the sexes, or on stereotyped roles for women and men.
- 2) To this end, the Signatory will ensure that its own public and internal communications are fully in accordance with this commitment, and that they promote positive gender images and examples.
- 3) The Signatory will also help its staff, by training and other means, to identify and eliminate stereotypical attitudes and behaviour, and will also regulate standards of behaviour in this regard.

- 4) The Signatory will conduct activities and campaigns to raise awareness of the detrimental role played by gender stereotypes to the achievement of equality of women and men.

Article 7 – Good Administration and Consultation

- 1) The Signatory recognizes the right of women and men to have their affairs handled equally, impartially, fairly and within a reasonable time, including:
 - The right to be heard before any individual decision which might affect them adversely is taken
 - The duty of the authority to give reasons for its decisions
 - The right to relevant information on matters affecting them.
- 2) The Signatory recognizes that, across the range of its competences, the quality of its policies and decision-making are likely to be enhanced if all those who may be affected have an opportunity, at a formative stage, to be consulted, and that it is essential that women and men are given in practice equal access to relevant information, and equal opportunity to respond.
- 3) The Signatory therefore commits itself to take the following steps as appropriate:
 - Ensuring that arrangements for providing information take into account the needs of women and men, including their respective access to information and communication technologies.
 - Ensuring that where consultation takes place, those whose views are otherwise least likely to be heard are able to participate equally in the consultation process, and that lawful positive actions are taken to ensure that this happens.

- Conducting, where appropriate, separate consultation activities for women.

GENERAL FRAMEWORK FOR EQUALITY

Article 8 – General Commitment

- 1) The Signatory will, in relation to all its competences, recognize, respect and promote the relevant rights and principles of equality of women and men, and combat disadvantage and discrimination related to gender.
- 2) The commitments set out in this Charter apply to a Signatory only where they, or relevant aspects of them, fall within its legal powers.

Article 9 – Gender Assessment

- 1) The Signatory undertakes, in relation to each of its areas of competence, to undertake gender assessments, as set out in this Article.
- 2) To this end, the Signatory undertakes to draw up a programme for implementation of its gender assessments, in accordance with its own priorities, resources and timescales, to be included or taken into account in its Equality Action Plan.
- 3) Gender assessments shall include, as relevant, the following steps:
 - Reviewing existing policies, procedures, practices and patterns and volumes of usage, in order to assess whether they disclose any unfair discrimination, whether they are based on gender stereotypes, and whether they adequately take into account any specific needs of women and men;
 - Reviewing the allocation of resources, financial and other, for the above purposes;
 - Identifying the priorities and, as appropriate, targets in order to tackle the relevant issues arising from these reviews, and to bring about identifiable improvements in service delivery;

- Undertaking, at an early stage, an assessment of all significant proposals for new or amended policies, procedures and changes in resource allocation, to identify their potential impact on women and men, and to make final decisions in the light of this assessment;
- Taking account of the needs or interests of those experiencing multiple discrimination or disadvantage.

Article 10 - Multiple Discrimination or Disadvantage

- 1) The Signatory recognizes that discrimination on any grounds such as sex, race, ethnic or social origin, genetic features, language, religion or belief, political or other opinion, membership of a national minority, property, birth, disability, age or sexual orientation is prohibited.
- 2) The Signatory further recognizes that despite this prohibition, many women and men suffer from multiple discrimination or disadvantage, including socio-economic disadvantage, which has a direct impact on their ability to exercise the other rights set out and referred to in this Charter.
- 3) The Signatory commits itself, across the range of its competences, to take all reasonable actions to combat the effects of multiple discrimination or disadvantage including:
 - Ensuring that the issues of multiple discrimination or disadvantage are addressed in its Equality Action Plan and gender assessments;
 - Ensuring that issues arising from multiple discrimination or disadvantage are taken into account when undertaking actions or measures under the other articles in this Charter;
 - Undertaking public information campaigns to combat stereotypes and to promote equal treatment for those women and men who may

suffer multiple discrimination or disadvantage;

- Taking specific measures to address the particular needs of migrant women and men.

THE EMPLOYER ROLE

Article 11

- 1) The Signatory in its role as employer recognises the right to equality of women and men in regard to all aspects of employment, including work organisation and working conditions.
- 2) The Signatory recognises the right to the reconciliation of professional, social and private life and the right to dignity and security in the workplace.
- 3) The Signatory commits itself to take all reasonable measures, including positive action within its legal powers, in support of the above rights.
- 4) The measures referred to in (3) include the following:
 - a) A review of relevant policies and procedures relating to employment within its organisation, and the development and implementation of the employment part of its Equality Action Plan to address inequalities over a reasonable period of time, and inter alia covering:
 - Equal pay, including equal pay for work of equal value
 - Arrangements for reviewing pay, remuneration, pay systems and pensions
 - Measures to ensure fair and transparent promotion and career development opportunities
 - Measures to ensure a balanced representation of women and men at all levels, in particular to address any imbalance at senior management levels
 - Measures to tackle any sex-based job segregation, and to encourage employees to take on non-traditional employment

- Measures to ensure fair recruitment
 - Measures to ensure appropriate, healthy and safe working conditions
 - Procedures for consultation with employees and their trade unions ensuring a balanced participation of women and men on any consultation or negotiating body
- b) Opposing sexual harassment in the workplace by making a clear statement that such behaviour is unacceptable, by supporting victims, by introducing and implementing transparent policies to deal with perpetrators, and by raising awareness of the issue;
- c) Moving towards a workforce at all levels of the organisation which reflects the social, economic and cultural diversity of their local population;
- d) Supporting the reconciliation of professional, social and private life by:
- Introducing policies which allow, where appropriate, adjustments of working time and arrangements for care for dependants for employees
 - Encouraging men to take up their entitlement to leave to care for dependants.

PUBLIC PROCUREMENT AND CONTRACTS

Article 12

- 1) The Signatory recognizes that, in carrying out its tasks and obligations in relation to public procurement, including contracts for the supply of products, the provision of services, or the execution of works, it has a responsibility to promote equality of women and men.
- 2) The Signatory recognizes that this responsibility is of particular significance where it proposes to contract out to another legal entity the provision of an important service to the public, for which the Signatory is by law responsible.

In such cases, the Signatory will ensure that the legal entity that wins the contract (whatever its type of ownership) has the same responsibilities to ensure or promote equality of women and men as the Signatory would have had if it had provided the service directly.

- 3) The Signatory further undertakes to implement, wherever it considers appropriate, the following steps:
 - a) for each significant contract it proposes to enter into, to consider the relevant gender implications and the opportunities for lawfully promoting equality;
 - b) to ensure that contractual specifications take into account the gender equality objectives for the contract;
 - c) to ensure that the other contractual terms and conditions for the relevant contract take into account and reflect those objectives;
 - d) to use the power under European Union public procurement legislation to lay down performance conditions concerning social considerations;
 - e) to make its staff or advisers responsible for public procurement tasks and the letting of contracts aware of the gender equality dimension of their work, including via training for this purpose;
 - f) to ensure that the terms of a main contract include the requirement that subcontractors should also comply with the relevant obligations to promote gender equality.

THE SERVICE DELIVERY ROLE

Article 13 – Education and Lifelong Learning

- 1) The Signatory recognises the right to education for everyone, and further recognizes the right of access for all to vocational and continuing training. The Signatory recognises the vital role of education, at all stages of life, in delivering true equality of opportunity, in providing essential life and employment skills, and in opening up new possibilities for professional and vocational development.
- 2) The Signatory undertakes, within the range of its competences, to secure or promote equal access to education and vocational and continuing training for women and men, girls and boys.
- 3) The Signatory recognises the need to eliminate any stereotyped concept of the roles of women and men in all forms of education. In order to do this it undertakes to carry out or promote, as appropriate, the following measures:
 - The revision of educational materials, of school and other educational programmes and teaching methods, to ensure that they combat stereotypical attitudes and practices;
 - The undertaking of specific actions to encourage non-traditional career choices;
 - The specific inclusion, within courses of civic education and education for citizenship, of elements that emphasize the importance of the equal participation of women and men in the democratic processes.
- 4) The Signatory recognises that the ways in which schools and other educational establishments are governed represents important models for children and young people. It therefore undertakes to promote the balanced representation of women and men at all levels of school management and governance.

Article 14 – Health

- 1) The Signatory recognizes the right of everyone to the enjoyment of a high standard of physical and mental health, and affirms that access to good quality health care and medical treatment and preventative health care for women and men is essential for the realization of this right.
- 2) The Signatory recognizes that in securing equal opportunities for women and men to enjoy good health, medical and health services must take account of their different needs. They further recognise that these needs arise not only from biological differences, but also from differences in living and working conditions and from stereotypical attitudes and assumptions.
- 3) The Signatory commits itself to take all reasonable actions, within the range of its responsibilities, to promote and secure the highest levels of good health of its citizens. To this end, the Signatory undertakes to carry out or promote, as appropriate, the following measures:
 - Incorporating a gender based approach to the planning, resourcing and delivery of health and medical services;
 - Ensuring that health promotion activities, including those aimed at encouraging a healthy diet and the importance of exercise, include a recognition of the different needs and attitudes of women and men;
 - Ensuring that health workers, including those involved in health promotion, recognise the ways in which gender affects medical and health care, and take into account women's and men's different experience of that care;
 - Ensuring that women and men have access to appropriate health information.

Article 15 - Social Care and Services

- 1) The Signatory recognises that everyone has the right to necessary social services and to benefit from social assistance in the event of need.
- 2) The Signatory recognises that women and men have different needs which may arise from differences in their social and economic conditions and other factors. Therefore in order to ensure that women and men have equal access to social care and social services the Signatory will take all reasonable measures to:
 - Incorporate a gender based approach to the planning, resourcing and delivery of social care and social services;
 - Ensure that those involved in the delivery of social care and social services recognise the ways in which gender affects those services, and take into account women's and men's different experience of that care.

Article 16 – Childcare

- 1) The Signatory recognizes the essential role that good quality, affordable childcare, available to all parents and carers, whatever their financial situation, plays in promoting true equality between women and men, and in enabling them to reconcile their work, public and private lives. The Signatory further recognizes the contribution that such childcare makes to the economic and social life and fabric of the local community and of society at large.
- 2) The Signatory commits itself to make the provision and promotion of such childcare, directly or through other providers, one of its priorities. It further undertakes to encourage the provision of such child care by others, including the provision of, or support for, child care by local employers.

- 3) The Signatory further recognizes that the upbringing of children requires a sharing of responsibility between men and women and society as a whole, and undertakes to counter the gender stereotype according to which child care is seen as being mainly the task or responsibility of women.

Article 17 – Care of other Dependants

- 1) The Signatory recognises that women and men have responsibilities to care for dependants other than children and that this responsibility may affect their ability to play a full role in economic and social life.
- 2) The Signatory further recognises that such caring responsibilities fall disproportionately on women and are therefore a barrier to equality of women and men.
- 3) The Signatory commits itself to counter this inequality by, as appropriate:
 - Making the provision and promotion of high quality, affordable care for dependants, directly or through other providers, one of its priorities;
 - Providing support and promoting opportunities for those suffering social isolation as a result of their caring responsibilities;
 - Campaigning against the stereotype which assumes that caring for dependants is primarily the responsibility of women.

Article 18 – Social Inclusion

- 1) The Signatory recognises that everyone has the right to protection against poverty and social exclusion and furthermore that women, in general, are more likely to suffer from social exclusion because they have less access to resources, goods, services and opportunities than men.

- 2) The Signatory therefore undertakes, across the full range of its services and activities, and working with social partners, to take measures within the framework of an overall co-ordinated approach to:
 - Promote the effective access of all of those who live or risk living in a situation of social exclusion or poverty, to employment, housing, training, education, culture, information and communication technologies, social and medical assistance;
 - Recognise the particular needs and situation of women experiencing social exclusion;
 - Promote the integration of migrant women and men, taking into account their specific needs.
- b) To take steps to prevent homelessness, and in particular to provide assistance to the homeless, based on criteria of need, vulnerability and non-discrimination;
- c) To assist, according to their powers, in making the price of housing accessible to those without adequate resources.
- 4) The Signatory also undertakes to ensure or to promote the equal right of women and men to be the tenant, owner, or other form of property-holder, of their home, and also, to that end, to use its powers or influence to ensure that women have equal access to mortgages and other forms of financial assistance and credit for housing purposes.

Article 19 – Housing

- 1) The Signatory recognizes the right to housing, and affirms that access to good quality housing represents one of the most essential human needs, vital to the well-being of the individual and his or her family.
- 2) The Signatory recognizes further that women and men often have specific and distinct needs in relation to housing which must be taken fully into account, including the fact that:
 - a) On average, women have less income and resources than men, and therefore require housing that is affordable for them;
 - b) Women are the head of household in most single parent families, with consequent needs for access to social housing;
 - c) Vulnerable men are often over-represented amongst the homeless.
- 3) The Signatory therefore commits itself, as appropriate:
 - a) To provide or promote access to housing of an adequate size and standard and with a decent living environment for all, and accessible to essential services;

Article 20 – Culture, Sport and Recreation

- 1) The Signatory recognizes the right of everyone to take part in cultural life and to enjoy the arts.
- 2) The Signatory furthermore recognizes the role that sport plays in contributing to the life of the community and to securing the rights to health as outlined in Article 14. It also recognises that women and men have the right to equal access to cultural, recreational and sporting activities and facilities.
- 3) The Signatory recognizes that women and men may have different experiences and interests in relation to culture, sport and recreation and that these may be the result of gender-stereotyped attitudes and actions, and therefore commits itself to carry out or promote measures including, as appropriate:
 - Ensuring as far as is reasonable that women and men, boys and girls have equal provision and access to sporting, recreation and cultural facilities and activities;

- Encouraging women and men, boys and girls to take part equally in sports and cultural activities, including those traditionally seen as predominantly “female” or “male”;
- Encouraging artists and cultural and sporting associations to promote cultural and sporting activities which challenge stereotypical views of women and men;
- Encouraging public library services to challenge gender stereotypes in their stock of books and other materials and in their promotional activities.

Article 21 - Safety and Security

- 1) The Signatory recognizes the right of each woman and man to security of the person, and to liberty of movement, and that these rights cannot be freely or equally exercised if women or men are unsafe or insecure, whether in the private or public domain, or if they feel unsafe or insecure.
- 2) The Signatory further recognizes that women and men, in part due to different obligations or lifestyles, often face differing problems of safety and security, which need to be addressed.
- 3) The Signatory therefore commits itself:
 - a) to analyse from a gender perspective the statistics concerning the volume and patterns of incidents (including serious crime against the individual) that affect the security or safety of women and men, and if appropriate to measure the level and nature of fear of crime or other sources of insecurity;
 - b) to develop and implement strategies, policies and actions, including specific improvements to the state or design of the local environment (for example, transport interchanges, car parks, street lighting), or to policing and related services, to enhance the practical security and safety of women and men, and to seek to reduce their respective perceptions of lack of safety and security.

Article 22 – Gender-Based Violence

- 1) The Signatory recognizes that gender-based violence, which disproportionately affects women, constitutes a violation of fundamental human rights and is an offence to the dignity and to the physical and emotional integrity of human beings.
- 2) The Signatory recognises that gender-based violence arises from the idea, on the part of the perpetrator, of the superiority of one sex over the other in the context of an unequal relationship of power.
- 3) The Signatory therefore commits itself to establish and strengthen policies and actions against gender-based violence, including:
 - Providing or assisting specific support structures for victims;
 - Providing public information, in each of the mainly-used local languages, on the assistance available in the area;
 - Ensuring that professional staff have training in identifying and supporting victims;
 - Ensuring that there is effective co-ordination between the relevant services such as the police, health and housing authorities;
 - Promoting awareness-raising campaigns and educational programmes aimed at potential and actual victims and perpetrators.

Article 23 - Human Trafficking

- 1) The Signatory recognizes that the crime of human trafficking, which disproportionately affects women and girls, constitutes a violation of fundamental human rights and an offence to the dignity and to the physical and emotional integrity of human beings.
- 2) The Signatory undertakes to establish and strengthen policies and actions to prevent human trafficking including as appropriate:
 - Information and awareness-raising campaigns
 - Training programmes for professional staff responsible for identifying and supporting victims
 - Measures to discourage demand
 - Appropriate measures to assist victims including access to medical treatment, adequate and secure housing and language translation.

PLANNING AND SUSTAINABLE DEVELOPMENT**Article 24 - Sustainable Development**

- 1) The Signatory recognizes that, in planning and developing strategies for the future of its area, the principles of sustainable development must be fully respected, involving the balanced integration of the economic, social, environmental and cultural dimensions, and also, in particular, including the need to promote and achieve equality of women and men.
- 2) The Signatory therefore commits itself to take into account the principle of equality of women and men as a fundamental dimension of all its planning, or development of strategies, for the sustainable development of its area.

Article 25 - Urban and Local Planning

- 1) The Signatory recognizes the importance of its spatial, transport, economic development and land use policies and plans in creating the conditions within which the right to equality of women and men in local life may be more fully achieved.
- 2) The Signatory commits itself to ensure that, in drawing up, adopting and implementing such policies and plans.
 - the need to promote effective equality in all aspects of local life is fully taken into account;
 - the specific needs of women and men, in relation for example to employment, access to services and cultural life, education and family responsibilities, based on relevant local and other data, including the signatory's own gender assessments, are properly taken into account;
 - high quality design solutions are adopted which take into account the specific needs of women and men.

Article 26 - Mobility and Transport

- 1) The Signatory recognizes that mobility and access to means of transport are essential conditions for women and men to be able to exercise many of their rights, tasks and activities, including access to work, education, culture and essential services. It also recognizes that the sustainability and success of a municipality or region depends to a significant degree on the development of an effective, high quality transport infrastructure and public transport service.
- 2) The Signatory further recognizes that women and men often have, in practice, different needs, as well as patterns of usage, in relation to mobility and transport, based on factors such as income, caring responsibilities or hours of work, and that consequently, women frequently form a greater proportion of users of public transport than men.

3) The Signatory therefore commits itself:

- a) to take into account the relevant mobility needs, and the patterns of transport usage, of women and men respectively, including those from urban and rural communities;
 - b) to ensure that the transport services available to citizens in the area of the authority assist in meeting the specific as well as common needs of women and men, and in realising the real equality of women and men in local life.
- 4) The Signatory further commits itself to promote the progressive improvement of the public transport services in and for its area, including intermodal connections, in order to address the specific and common needs of women and men for regular, affordable, safe and accessible transport, and to contribute to its sustainable development.

Article 27 - Economic Development

- 1) The Signatory recognizes that the achievement of a balanced and sustainable economic development is a vital component of a successful municipality or region, and that its activities and services in this field can contribute significantly to the advancement of equality of women and men.
- 2) The Signatory recognises the need to increase the rate and quality of employment of women, and further recognises that the risk of poverty linked to long term unemployment and unpaid work is particularly high for women.
- 3) The Signatory commits itself, in relation to its activities and services in the field of economic development, to take fully into account the needs and interests of women and men, and the opportunities to advance equality between them, and to take the appropriate actions to this end. Such actions may include:

- Assistance to women entrepreneurs;
- Ensuring that financial and other support to enterprises promote gender equality;
- Encouragement to women trainees to learn skills and achieve qualifications for jobs traditionally seen as “male” and vice versa;
- Encouragement to employers to recruit women apprentices and trainees in relation to skills, qualifications and positions traditionally seen as “male”, and vice versa.

Article 28 – Environment

- 1) The Signatory recognizes its responsibility to work towards a high level of protection and improvement of the quality of the environment in its area, including local policies in relation to waste, noise, air quality, biodiversity and the impact of climate change. It recognizes the equal right of women and men to benefit from its services and policies in relation to the environment.
- 2) The Signatory recognizes that in many places the lifestyles of women and men differ, and that women and men may tend to differ in their use of local services and public or open spaces, or confront different environmental problems.
- 3) The Signatory accordingly commits itself, in developing its environmental policies and services, to have full and equal regard to the specific needs and lifestyles of women and men respectively, and to the principle of solidarity between the generations.

THE REGULATOR ROLE

Article 29 - Local Government as Regulator

- 1) The Signatory, in carrying out its tasks and competences as regulator of relevant activities within its area, recognizes the important role that effective regulation and consumer protection plays in ensuring the safety and well-being of its local population, and that women and men may be differentially affected by the relevant regulated activities.
- 2) The Signatory commits itself, in carrying out its regulatory tasks, to take into account the specific needs, interests and circumstances of women and men.

TWINNING AND INTERNATIONAL CO-OPERATION

Article 30

- 1) The Signatory recognizes the value of twinning and of European and international cooperation by local and regional governments, in bringing citizens closer together, and in promoting mutual learning and understanding across national frontiers.
- 2) The Signatory commits itself, in its activities in the fields of twinning and European and international co-operation:
 - To involve women and men, from different backgrounds, on an equal basis in these activities;
 - To use its twinning relationships and European and international partnerships as a platform for exchange of experience and mutual learning on issues relating to equality of women and men;
 - To integrate a gender equality dimension into its decentralised co-operation actions.

The Council of European Municipalities and Regions (CEMR) is the broadest association of local and regional in Europe.

Its members are national associations of local and regional governments from over thirty European countries.

The main aim of CEMR is to promote a strong, united Europe based on local and regional self-government and democracy; a Europe in which decisions are taken as closely as possible to its citizens, in line with the principle of subsidiarity.

CEMR's work covers a wide range of themes, including public services, transport, regional policy, the environment, equal opportunities...

CEMR is also active on the international stage. It is the European section of the world organisation of cities and municipalities, United Cities and Local Governments (UCLG).

THE EUROPEAN CHARTER FOR EQUALITY OF WOMEN AND MEN IN LOCAL LIFE

A Charter for Europe's local and regional governments to commit themselves to use their powers
and partnerships to achieve greater equality for their people

I the under-signed [name of signatory]
holding the office of
in [name of local / regional government]

by this my signature confirm that the above-mentioned authority has formally agreed to adhere to
the European Charter for Equality of Women and Men in Local Life, and to comply with its provisions,
and that I am duly authorized to act on its behalf in this matter.

Signed

Dated

I agree to send a signed and completed copy of this form to the Council of European Municipalities
and Regions, as promoter of the Charter, at the following address:



The Secretary-General
Council of European Municipalities and Regions
15 rue de Richelieu
F-75001 Paris - France

List of signatory countries and local governments as of 03/10/2008¹⁶

Italy	321
Portugal	117
Spain	90
Switzerland	79
France	43
Norway	28
Sweden	27
Cyprus	21
Austria	17
Germany	13
Finland	8
Greece	5
Hungary	4
Belgium	3
Romania	3
Iceland	2
United Kingdom	2
Latvia	1
Malta	1
Moldova	1
Poland	1
Serbia	1
Slovakia	1
TOTAL	789

¹⁶ Source: http://www.ccre.org/docs/list_local_and_regional_governments_cemr_charter.pdf

Since the 1980s, there has been growing recognition of the need to ensure women's equal access to urban public spaces. Many initiatives to mainstream gender by local governments have been documented. Some are comprehensive and are based on supportive policies. Others are ad hoc and address specific issues, sometimes due to crises. Whatever the context, the initiatives provide lessons that others can learn from. This book documents such initiatives.

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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

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