



# Gender Responsive Public Services: Pathways to Equitable Economic Growth in Cities

Discussion Paper

Joint Work Programme for Equitable Economic Growth in Cities



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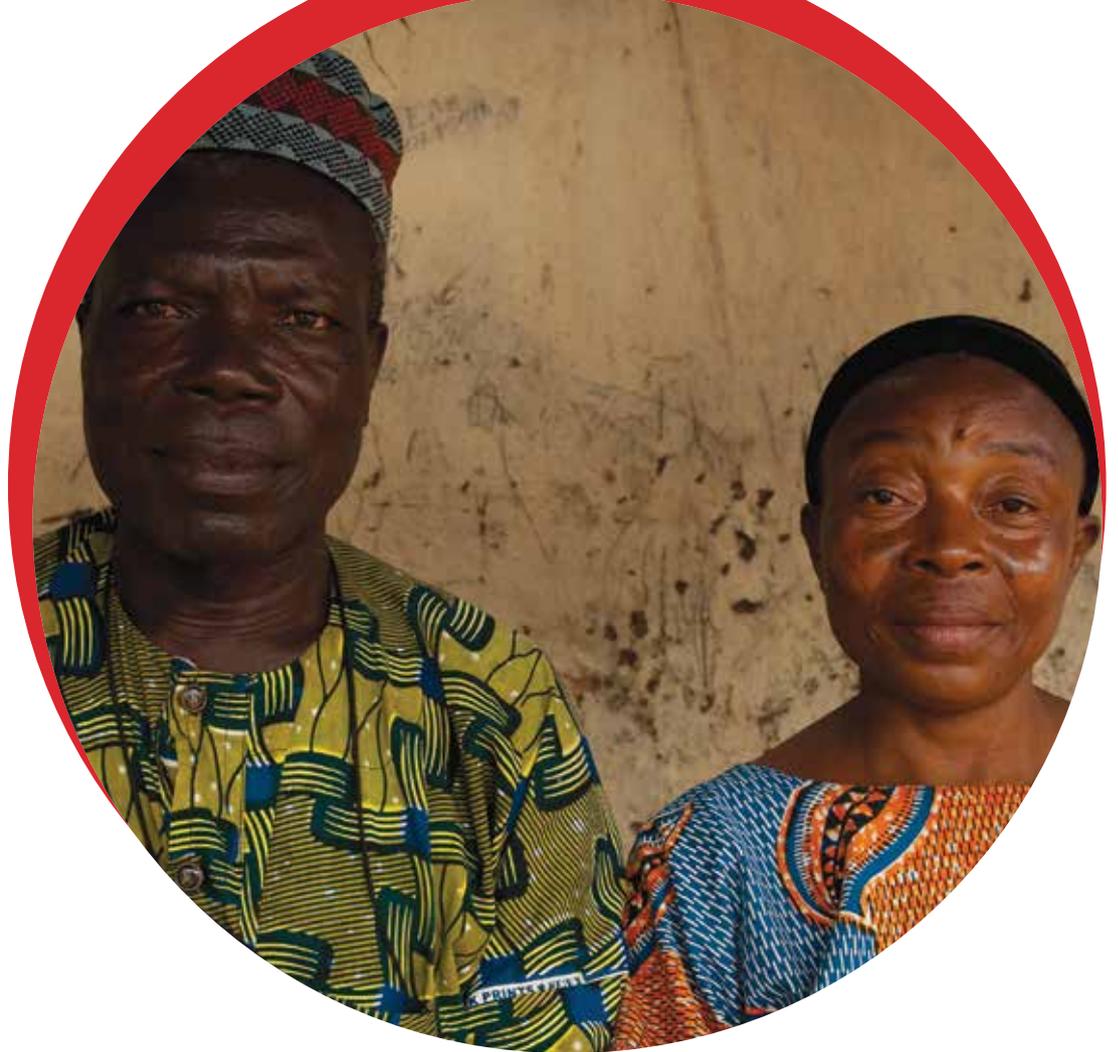
# EXECUTIVE SUMMARY

Gendered barriers to access public goods and services continue to constitute a major obstacle to the productivity and inclusion of individual women, men, girls and boys in cities around the world. Such barriers also undermine the economic and social functions of cities, challenging their potential as drivers of sustainable development in all its social, economic and ecological dimensions. However, in line with the trademark city characteristic of brewing innovation, these gendered inequalities have not gone unchallenged. Indeed, cities around the world have undertaken initiatives to ensure that basic goods and services respond to the needs of people of all genders.

This paper presents six cities - São Paulo, San Francisco, Kingston, New Delhi, Nairobi and Ouagadougou - examining how local interventions to support gender responsive delivery of key public services can contribute

to the economic empowerment and social inclusion of often marginalized and vulnerable groups and individuals. It suggests a framework for assessing gender responsiveness of public services in cities and identifies various enabling factors that are essential to establish these public services including gender analysis, political leadership and the existence of broad-based local coalitions and partnerships. The paper concludes with recommendations to national and local governments, community organizations and the private sector on how to create pathways to equitable economic growth in cities.

Key Words: Gender, Public Services, Cities, Economic Growth, Equity.



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# ABBREVIATIONS AND ACRONYMS

<b>AWCC</b>	Anganwadis-cum-creches	<b>JWP</b>	Joint Work Programme
<b>CAAP</b>	County Adult Assistance Programmes	<b>LGBT</b>	Lesbians, Gays, Bisexuals and Transsexuals
<b>CALM</b>	Cash assistance linked to Medi-Cal	<b>LGBTI</b>	Lesbians, Gays, Bisexuals, Transgender and Intersex
<b>CBC</b>	Community-Based Crèches	<b>LGBTQ</b>	Lesbian, Gay, Bisexual, Transgender and Queer
<b>CEDAW</b>	Convention to Eliminate All Forms of Discrimination Against Women	<b>LRC</b>	Legal Resource Centre
<b>COSW</b>	Commission on the Status of Women	<b>MBO</b>	Member-Based Organization
<b>CRDC</b>	Construction Resource and Development Centre	<b>MC</b>	Mobile Creches
<b>CRI</b>	City Resilience Index	<b>NGO</b>	Non-governmental organization
<b>CLGF</b>	Commonwealth Local Government Forum	<b>NUA</b>	New Urban Agenda
<b>DFID</b>	UK Department for International Development	<b>PHC</b>	Primary Health Centres
<b>ECD</b>	Early Childhood Development	<b>SDDirect</b>	Social Development Direct
<b>ECCE</b>	Early Child Care Education	<b>SDG</b>	Sustainable Development Goal
<b>EEG</b>	Equitable Economic Growth	<b>SENAC</b>	National Commercial Learning Service
<b>ENEM</b>	National Early Secondary Education Exam	<b>SLSJ</b>	Students for Law and Social Justice
<b>G&amp;I</b>	Gender and Inclusion	<b>UNCDF</b>	United Nations Capital Development Fund
<b>GBV</b>	Gender-based violence	<b>UNOPS</b>	United Nations Office for Project Services
<b>GDP</b>	Gross Domestic Product	<b>WCC</b>	Women's Construction Collective
<b>GRB</b>	Gender responsive budgeting	<b>WIEGO</b>	Women in Informal Employment: Globalizing and Organizing
<b>ICDS</b>	Integrated Child Development Services		
<b>ICED</b>	Infrastructure and Cities for Economic Development		



1

INTRODUCTION

Widespread and equitable access to basic goods and services is fundamental to foster equitable economic growth in cities. At the same time, gender norms, roles and inequalities shape the way urban residents access basic services. The resulting inequities constrain access and leave many women, men, girls and boys unable to participate in and benefit from the wealth of city life. Gendered barriers to access basic services restricts not only the opportunities available to women and gender minorities, but they also undermine the function of cities as drivers of equitable economic growth.

Gender-blind design and planning of key infrastructure and services (for example, roads and public transport) circumscribe the mobility of women and girls and hold back the productive potential of urban density and scale. Restricted access to public space in cities in low-income countries hits street vendors and market traders - the majority of which are women in the informal economy - the hardest. Women too are frequently excluded from entering traditionally male-dominated sectors of the labour market, such as construction and manufacturing. Such gender inequalities are generally the result of restrictive social norms, in turn, fuelling restricted access to relevant training and skills.

In the absence of more equitable, gender-responsive, delivery of basic goods and services, cities are unlikely to support the inclusion, empowerment and productivity of individual women, men, girls and boys, and ultimately to foster equitable economic growth. These situations are all the more so in an increasingly urban world. While urbanization and cities are increasingly regarded as drivers of sustainable development, the 'urban advantage' risks being offset by stark inequalities and corresponding gendered inequities in access to basic services.

However, in line with the trademark city characteristic of brewing innovation, these gendered inequalities have not gone unchallenged. Indeed, cities around the world

have undertaken initiatives to ensure that basic goods and services responds to the needs of people of all genders and identities. This paper presents initiatives from six cities - São Paulo, San Francisco, Kingston, New Delhi, Nairobi and Ouagadougou - exploring how local interventions to support gender responsive delivery of key public services can contribute to the economic empowerment and social inclusion of often marginalized and vulnerable groups and individuals.

By recognizing the way gender shapes realities in cities, gender-responsive services can address practical and strategic gender needs in order to empower people and transform societies. The initiatives in this paper highlights how such approaches, embedded in diverse contexts, can support the differing needs of women, men, girls, boys and people with different gender identities, how improved access to basic services may affect their ability to benefit from economic growth as well as to contribute to and participate in the social and economic life of the city. Capturing lessons, successes and limitations, the paper draws on existing experiences to stimulate discussion and inspire action in and by cities.

The following sections of this introductory chapter expands on the importance of gender responsive initiatives to tackle gendered barriers to basic goods and services, address gender inequality and foster equitable economic growth in cities. Chapter 2 introduces an analytical framework for analysing and understanding key characteristics, outcomes and levels of gender responsiveness in public goods and service oriented initiatives. Chapter 3 presents the case studies and a discussion of their respective approaches, merits and limitations. Chapters 4 and 5 conclude by synthesising lessons and providing actionable recommendations for policy makers and practitioners on how to strengthen gender responsive access to basic goods and services, as well as its links to equitable economic growth.

## 1.1 Gender equality and equitable economic growth

Cities play a critical role in promoting gender equality and equitable economic growth, contributing to a range of national and global commitments related to sustainability, equity and inclusion. To achieve these ambitious agendas, including the goal to *make cities inclusive, safe, resilient and sustainable* by 2030 as stated in Sustainable Development Goal (SDG) 11, future cities need to provide economic opportunities

for all their inhabitants, irrespective of gender. This means developing ways to create jobs and prosperity, while addressing such urban challenges as poverty, congestion, lack of funds to provide basic services, a shortage of adequate housing, and declining infrastructure.

The fundamental economic advantages of cities accrue from agglomeration and economies of

scale, particularly regarding the provision of public goods, infrastructure and services. Although cities play an important role in economic development by generating enormous wealth, providing infrastructure and services, and attracting labour<sup>1</sup>, these impacts do not benefit all city residents equally. Research shows that significant differences in the access to public goods and services persist across and within regions and cities, fuelling unequal distribution of opportunities.<sup>2</sup>

At the same time, gender equality and women's empowerment are prerequisites for equitable economic growth in cities. For example, an increasing female labour force participation often results in faster economic growth.<sup>3</sup> Indeed, one recent estimate puts the potential value of women's equal labour force participation at a staggering \$28 trillion – adding 26 per cent, or the equivalent of the China's and U.S. gross domestic product (GDP), to the global GDP by 2025.<sup>4</sup> Existing evidence also indicates that increasing the share of household income controlled by women, either through their own earnings or cash transfers, changes spending in ways that benefit children. This situation could give rise to greater investment in children's education, health and nutrition, which leads to economic growth in the long-term.<sup>5</sup>

Addressing the link between gender equality, gender responsive public service delivery and equitable economic growth in cities is key to achieving SDG 5, which focuses on achieving gender equality and empowering women and girls. For example, cities can play a role by recognizing

and valuing unpaid care and domestic work particularly through the provision of public services, infrastructure and social protection policies, and by ensuring women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life. Such actions would also support a range of other SDGs, most obviously SDG 8 (to promote inclusive and sustainable economic growth, employment and decent work for all) and SDG 10 (to reduce inequality within and among countries).

The New Urban Agenda (NUA) further promotes these principles, committing urban leaders to providing basic services for all citizens<sup>6</sup>, ensuring that all citizens have access to equal opportunities and face no discrimination, and that everyone has the right to benefit from what their cities offer. As part of its focus on just and inclusive cities, the NUA has encouraged discussion on understanding *how* cities and governments can be more gender responsive. According to Women in Informal Employment: Globalizing and Organizing (WIEGO), these discussions have emphasized a number of drivers of women's economic, political and social empowerment<sup>7</sup> including the following: importance of participatory processes involving urban planning and budget discussions at all government levels; support for women's organizing and capacity building, especially among marginalized communities; increased government accountability and transparency through the development of indicators; and the implementation of monitoring and evaluation mechanisms.

## 1.2 Why focus on gender responsive goods and services?

Gender responsive access to basic goods and services aims to ensure that the different needs (both practical and strategic) of women, men, boys and girls are met. Some of these needs are often otherwise not fulfilled because of the manifestation of injustices and inequities embedded in the status quo; gender responsive initiatives can begin to redress these unmet needs.

For example, cities provide sites for a range of gendered, intersectional, injustices, such as those in informal settlements and in the workplaces of informal workers. Informal settlements produce 'new kinds of urban spaces marked by destitution

and insecurity on a vast scale'.<sup>20</sup> Those who live within these informal spaces experience greater levels of income poverty and absent (or deficient) urban services and infrastructure that preclude them from accessing the opportunities provided by urbanization.

Informal sector workers also experience inequality and injustices. For new urban residents, the informal sector often provides the first entry-point into the job market. However, informal workers typically lack welfare benefits and protection through gender-sensitive legislation. They are also often unable to seek the support of institutions in

## Box 1: Jargon Buster

For the purposes of this discussion paper, a **city** is defined as a geographic area within a clearly defined administrative boundary within which an urban condition exists. One of the characteristics of an 'urban condition' is residents being highly dependent on the delivery of basic services (for example, residents in a city will rely on a water supply system to access potable water).

**Gender** refers to the socially constructed characteristics of women and men – such as norms, roles and relationships of, and among, groups of women and men. Men and women often have different needs and priorities and face different constraints, which this paper recognizes.

This discussion paper's approach to gender is **intersectional**. Specifically, the paper recognizes the differences that exist among groups and the ways in which different categories of social identity interact and operate simultaneously to produce experiences of privilege, disadvantage and oppression. As such, in looking at gender responsive access to public goods and services, the discussion paper considers not only women and girls, but men and boys, age, ethnicity and race, migrant status, slum dwellers, and informal economy workers.

A **public good** means a good that benefits all the members of a local community, which in the context of this paper are the residents of a city. The core characteristics of public goods are that they are 'non-rival', in that they can be consumed by one individual (or country) without diminishing availability of the good to another, and 'non-exclusionary' in that no individual (or country) can be excluded from its benefits.<sup>8</sup>

A **public service**, on the other hand, includes those basic services that support human rights, such as health, education services, employment and economic services, as well as those that are fundamental components of governance itself, such as electoral services, civil registration, and legal, justice and police services.<sup>9</sup> Services, such as infrastructure (including water, electricity, road, transport, sewerage and telecommunications) also play a crucial role in supporting economic and social rights, because when they do not function well, they can deepen gender inequalities, gender-based violence and exclusion.<sup>10</sup>

In any city, multiple urban systems are involved in the planning and delivery of these public services.

A **gender responsive public good** and service is one that considers practical and strategic gender needs.<sup>11</sup> This means providing the service itself (addressing the practical need) as well as addressing long term needs based on, for example, women's unequal position in society (addressing the strategic need), such as promoting legal redress to violence.<sup>12</sup>

To further explain this, gender responsive public transport would address women's practical needs if it is affordable, available, accessible and safe for women and girls to use.<sup>13</sup> It would address women's strategic needs, if women are able to play an active role in decision-making around transport policy and are able to fully access justice and recourse if violations against them are committed.<sup>14</sup>

**Social inclusion** is understood as 'an improvement in the terms on which people take part in society'.<sup>15</sup> This can happen by removing discriminatory exclusions such as denying migrants the right to settle in the city or buy property. It can also happen by ensuring that prevailing institutions (such as the provision of services) incorporate the voices and reflect the needs of disadvantaged groups; and by guaranteeing that the human rights of otherwise disadvantaged groups are fully met through, for example, provision of public services and access to the spaces of the city.<sup>16</sup>

Finally, **equitable economic growth**, which is 'characterized by rising incomes and reduced inequalities', can be understood as 'growth which is fairly distributed'.<sup>17</sup> Equitable economic growth generally involves greater economic opportunities and decent work for low-income groups – including informal workers who are often ignored when it comes to urban planning<sup>18</sup> – and benefits the poor by increasing opportunities. It is also 'directly related to equitable access to infrastructure and services provided by the public sector, and required by businesses to effectively and efficiently conduct commercial operations, and by communities and individuals to improve their living standards'.<sup>19</sup>

asserting claims, rights and justice. Both residents of informal settlements and informal workers are extremely vulnerable, with gender, age, sexuality and other factors exacerbating this vulnerability.<sup>21</sup>

Improved access to quality public goods and services can change the way cities and regions grow, foster economic growth and improve residents' well-being by increasing the opportunities available to them. Adequate provision of public transport, for instance, can improve access to jobs, contribute to diversifying

economic activities, reduce transportation costs, and positively impact the urban form.

There has already been a growth of such initiatives in many cities around the world, such as public transportation staff and police officers being trained to respond to gender-based violence (GBV) in public spaces.<sup>22</sup> In Cape Town and Egypt, for example, the city and national government have worked with the UN Women Safe Cities Global Initiative to conduct safety audits to make the city safer for women.<sup>23</sup> Such initiatives as SafetiPin

## Box 2: Equitable Economic Growth and Public Goods and Services

Equitable Economic Growth (EEG) is often promoted when infrastructure and services in a town or city are delivered and maintained in a manner that ensures and builds upon at least basic levels of access by citizens, formal and informal businesses, and the working poor of that town or city. For EEG to be achieved, access to these public goods and services must be delivered regardless of the economic status, gender, ethnicity, or residential location, and in a manner which directly improves life chances of the working poor, facilitates involvement in decent, productive employment, and enhances the productivity and commercial strength of all businesses. (Cities Alliance, 2016)

(further presented in Chapter 3) – a free mobile phone app launched in New Delhi and Nairobi – use mobile data to reduce the risk of GBV by enabling users to complete safety audits at any location in the city.<sup>24</sup> Some cities have implemented policy initiatives that focus on the establishment, or marketing, of areas that are gay-friendly, such as the Pink Map produced by the City of Cape Town’s tourism authority, similar to Manchester and San Francisco.<sup>25</sup>

Several cities have also introduced gender-sensitive transport interventions, such as women-only buses or train carriages in Mexico City, Cairo, Lahore, Jakarta, New Delhi and Rio de Janeiro.<sup>26</sup> In addition to women-only buses, the Viajemos Seguras programme in Mexico City includes separate subway cars for women during peak hours, and specialized information centres to facilitate women’s reporting of sexual violence on public transport.<sup>27</sup> These women-only initiatives aim to address practical gender needs that are often not met. However, addressing strategic gender needs also requires challenging the power relations and structures that sustain the status quo. Cases in this discussion paper, such as the Women’s Construction Collective (WCC) in Kingston and the Gender Responsive Budgeting in San Francisco, reveal the ways in which gender responsive public goods and services can begin to deal with unequal power relations (see Chapter 3).

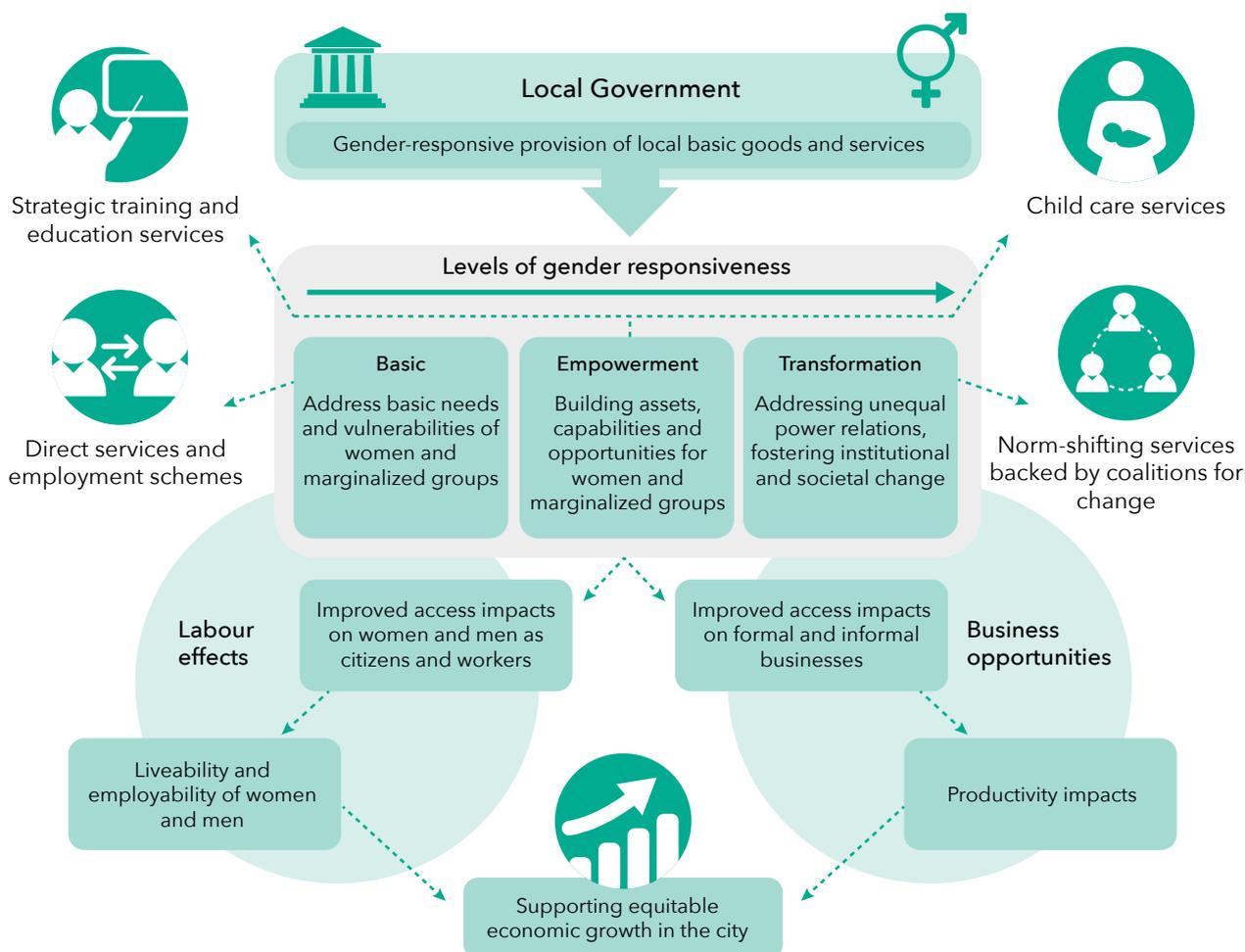
Gender inequality, as with all inequalities, is a relational term and equally concerns the roles

and norms affecting boys and men. Initiatives to engage men and boys to reduce gender-based violence (GBV) aim to change social norms towards masculinity and violence against women. Community-based interventions involve working with community members and leaders in awareness-raising educational workshops, community-wide campaigns and community-based programs aimed at gender equality. In Uttar Pradesh, India, a community intervention taught 1,500 youth and men about the negative impacts of GBV and about violence prevention tools. Subsequent evaluations suggest positive attitude changes in men and boys relating to gender equality and greater knowledge of laws against GBV.<sup>28</sup>

Street children, an example of a highly vulnerable and marginalized group, are predominantly boys living or working on the streets of the city.<sup>29</sup> Local authorities can address this issue by focusing on improving the living conditions of street children and gangs, along with helping children who live in poverty who may become street children. The City of Nairobi, for example, introduced the concept of informal schools, which did away with many of the requirements that make formal schooling unaffordable for poor children, and often inaccessible to street children.<sup>30</sup>

The intrinsic links between gender equality and economic growth are also becoming more evident, and cities can play a crucial role in achieving gender equality and, therefore, economic growth.<sup>31</sup> Accomplishing these goals does not always require extensive resources. For example, it could be done by helping women escape some of the demands on their time and labour associated with unpaid care and domestic work, or by providing them with greater possibilities for remuneration and a broader range of occupational choices.<sup>32</sup> Having access to quality and affordable childcare services can increase the opportunity for women to expand their choices and make decisions that are meaningful to their lives and livelihoods.<sup>33</sup> Thus in resource-scarce cities, providing regulated access to assets, such as public spaces for informal traders and the working poor, or offering day-care centres for female workers, can be effective ways to increase productivity and, in the long-term, revenue for more services.

For cities to contribute to gender equality and, in turn, equitable economic growth, they need to create a gender responsive urban environment that can make differences in the lives and livelihoods of *all* people living in cities. This can include the following:



- **Ensuring gender responsiveness** in the provision of both public and private essential services.
- **Rethinking the layout of cities** to reduce time burdens and multiply the opportunities for the full realization of women’s and girls’ human rights and fundamental freedoms.
- **Promoting accountability** to achieve gender equality, including national and local governments and all other stakeholders in society.<sup>34</sup>

Through the provision of public goods and services, city governments can be agents for gender-based change. Investment in public goods and services and the setting up of platforms for engagement with organizations of the urban poor and vulnerable around issues such as housing and

work can go a long way to addressing inequities and promoting equitable economic growth.

Realizing equitable economic growth in cities requires creating just and equitable cities that consider the needs and interests of women and girls, men and boys from all backgrounds in the design, delivery and monitoring of services. Improved access to public goods and services benefits the poor and vulnerable, and strengthens the fundamental prerequisites for growth and productivity, enabling cities to benefit from economies of agglomeration and scale. The main challenges are often establishing strategic and transformative paths in local and national government discourses, policies and actions.<sup>35</sup>

## 1.3 Case study selection

Although there is no way of grasping the full scope and diversity of initiatives undertaken in cities around the world to address the broad issues of gender inequality, basic service access and economic development, the number of initiatives that connect all three issues is more limited. Such initiatives are particularly rare in resource-constrained cities in low-income countries. The selection of case studies in this paper reflects this reality. It also indicates the often limited information available on these initiatives, in such forms as robust evaluations.

Nonetheless, the case studies analysed here represents a sample of relevant cases out of a rich, albeit limited, universe.<sup>36</sup> By capturing diversity in terms of both contexts and approaches, the aim is to highlight common characteristics and enablers, along with showing the various pathways and strategies on the horizon. The primary aim is to facilitate learning and stimulate discussion.

Table 1 provides an overview of the four detailed case studies, for which sufficient information for a qualitative review was available, as well as two project snapshots to inspire further engagement.

The case studies display a number of characteristics, reflecting the two overarching criteria of relevance and diversity. They are drawn from different regions, including sub-Saharan Africa (Nairobi, Ouagadougou), Asia (Delhi), Latin America and the Caribbean (São Paulo, Kingston) and North America (San Francisco). The case studies also reflect diverse socio-economic contexts of the cities in which they operate and groups targeted, including, for example, migrant construction workers and slum dwellers in urban India, trans-persons in São Paulo, and low-income women in Kingston.

The goods and services targeted in each case have impacted in various extents and levels on the employability, productivity or economic empowerment of individuals and formal and informal businesses. These goods and service deficits have specific gendered causes and consequences, including access to education and vocational training (as with Transcidadania in São Paulo and the Women's Construction Collective in Kingston) and access to child care services (which is the focus of the Delhi Mobile Creche). The work of the San Francisco Department on the Status of Women, through its gender analysis and budgeting practices, exemplifies a potential enabler of gender responsive planning and service delivery across all service areas. As evident from Table 1, the initiatives also range from those recently initiated, such as Transcidadania - launched in 2014 - to the Mobile Creches programme in India, which has been running for almost 50 years.

Finally, as indicated in Table 1, the case studies highlight initiatives displaying different levels of gender responsiveness. Chapter 2 provides more details on the continuum of gender responsiveness and the analytical framework applied in this paper. In short, the level of gender responsiveness determines, and is determined by, the kind of change aspired to or actually achieved. These stylized categories reflect the ambition, aim and impact of the initiatives, ranging from those addressing basic needs to those catalysing transformative change by challenging power relations and structural norms. They help answer two key questions. First, *what makes each case gender responsive in the given city context?* Second, *how do these cases contribute to social inclusion and equitable economic growth in the city?*

Table 1: Overview of the Case Studies

City, Country	San Francisco, United States	São Paulo, Brazil	Kingston, Jamaica	Nairobi, Kenya	Delhi, India	Ouagadougou, Burkina Faso
Initiative	Gender Responsive Budgeting	Programa Transcidadania	Women's Construction Collective	Safety Audit using SafetiPin	Mobile Creches	Green Brigade from Ouagadougou
Region	North America/ OECD	Latin America and the Caribbean	Latin America and the Caribbean	sub-Saharan Africa	South Asia	sub-Saharan Africa
Programme Duration	1998 - Present	2014 - 2017	1983 - Present	2015 -2016	1969 - Present	1995- Present
Good/ service focus	Service delivery	Education and training, livelihoods	Education and training, construction, livelihoods	Safety in Public Space	Social services	Service Delivery
Area of Focus	Improving access to employment, livelihood opportunities and service delivery for all, through improved planning around budget, service delivery and employment practices.	Inclusion of trans persons in education and employment.	Increasing women's access to employment in the construction sector.	Improving accessibility of public spaces through identifying the sense of safety to women at night across the city.	Ensuring access to quality and affordable childcare services for migrant construction workers and urban slum dwellers.	Increasing women's access to employment in the maintenance of roads and public spaces.





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<sup>1</sup> UN-Habitat, (2011), *The Economic Role of Cities*. Nairobi: UN-Habitat.

<sup>2</sup> OECD, 'Accessibility to Services in Regions and Cities: Measures and Policies'. Available at: <https://www.oecd.org/gov/regional-policy/Workshop%20notes.pdf>.

<sup>3</sup> UN Women (2016), 'Progress of the World's Women 2015-2016: Transforming economies, realizing rights'.

<sup>4</sup> McKinsey Global Institute (2015).

<sup>5</sup> UN Women, 'Facts and Figures: Economic Empowerment'. Available at <http://www.unwomen.org/en/what-we-do/economic-empowerment/facts-and-figures#notes>.

<sup>6</sup> Including access to housing, safe drinking water and sanitation, nutritious food, healthcare and family planning, education, culture and access to communication technologies.

<sup>7</sup> Ogando, A.C., (2016), 'WIEGO: Gender-just Cities and the New Urban Agenda', Available at <http://www.wiego.org/blog/gender-just-cities-and-new-urban-agenda>.

<sup>8</sup> Blackden, M. 'Gender Equality and Global Public Goods: Some Reflections on Shared Priorities', OECD DAC Network on Gender Equality (GENDERNET). Available at <https://www.oecd.org/dac/gender-development/43882963.pdf>.

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- <sup>12</sup> Ibid.
- <sup>13</sup> ActionAid (2016).
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## 2 ASSESSING LEVELS OF GENDER RESPONSIVENESS

Figure 1: G&I Framework for Structural Transformation



Gender responsive programmes and initiatives – including service delivery arrangements, strategies and practices – are those in which gender roles, norms and inequalities have been considered, and measures have been taken to address them.<sup>37</sup> Gender responsive public services take into account practical and strategic gender needs and interests. These considerations mean providing the service itself as a response to immediate perceived necessities and rights (addressing the practical need), usually related to inadequacies in living conditions linked to water provision, social services and employment.<sup>38</sup> They also involve addressing long-term needs and interests based on, for example, women’s unequal position in society (addressing the strategic need). Strategic gender interests tend to relate to – and challenge – gender divisions of power, control and labour, as well as traditionally defined norms and roles.<sup>39</sup>

Although gender responsive service delivery always aims to address gender inequalities of various kinds, different approaches and strategies produce diverse outcomes and impacts – on individual women and men, as well as on society. Drawing on the DFID funded Infrastructure and Cities for Economic Development (ICED) programme’s Gender and Inclusion (G&I) Framework for Transformative Change<sup>40</sup>, these “levels of gender responsiveness” can be understood in terms of three broad categories: focused on basic needs; empowerment; and transformation, respectively. Essentially, the G&I Framework maps out a continuum from addressing needs and vulnerabilities at a minimum level, to interventions that build individual assets, capabilities and opportunities, through to those that are more focused on transformative change (see Figure 1).

Applying the G&I Framework to the case studies reveal important aspects not only in terms of their level of gender responsiveness but also regarding wider impact on the city and its inhabitants. First, the **basic level** of gender-responsiveness requires addressing the practical needs and vulnerabilities of people. The Transcidadania case study in São Paulo exemplifies this as it responds to the marginalization and social exclusion of trans-people through professional and technical courses managed and led by the city government, in turn having improved access to the labour market. Importantly, Transcidadania also exemplifies the non-exclusionary nature of the framework categories as it exhibits strong characteristics of transformative change, as discussed in Chapter 3.

At the next level, **empowering** involves addressing strategic gender needs through building assets and capabilities. The Women’s Construction Collective (WCC) in Kingston, Jamaica, is increasing employment opportunities for low-income women through training and workshops in construction, repair and maintenance, carpentry and basic masonry. The Collective also provides peer networking support concerning technical and gender issues in construction. This support has led to an increase in women in a traditionally male-dominated sector and is challenging perceptions around women in construction.

Finally, enabling **transformative change** requires addressing unequal power relations and structures. Transformative change is difficult to achieve and takes a long-term and skilled approach. It requires a change in attitude and perception within the wider community. The Mobile Creche in Delhi addresses unequal power relations through fostering institutional change.

Figure 2: Sample Mapping Drawing on ICED's G&I Framework and Arup's CRI



This support includes building coalitions of childcare advocates to lobby the government to improve the rights of children of migrant families to access good quality child care, education and nutrition and to ensure maternity entitlements for migrant female construction workers and urban slum dwellers.

To assess the level of gender responsiveness of each case study, key questions were applied to each category of the continuum (see Annex 1). Additionally, the City Resilience Index (CRI) developed by Arup<sup>41</sup> was used to provide a structure and breakdown of case study characteristics along a number of dimensions,

or “urban systems”. Figure 2 illustrates the methodology, which applies the G&I Framework and the CRI.

As explored in Chapter 3, the three levels of gender responsiveness indicate the different impacts of local goods and service initiatives on urban residents and businesses, and, subsequently, their link to inclusion and equitable economic growth. However, before turning to the questions regarding impact on productivity and economic empowerment, it is important to extract some lessons, based on the case studies, in terms of enablers for gender responsiveness more broadly.

## 2.1 Key features of basic gender responsiveness



Regardless of the level of gender responsiveness, all programmes point to three essential factors. First, gender responsive public goods and services programmes in cities can address basic needs

for city residents with different and intersecting forms of vulnerability, including, but not limited to, gender. For example, in Programa Transcidadania, a socio-economic evaluation was undertaken to determine the level of vulnerability and education of trans-people in the city. San Francisco’s gender responsive budgeting approach was able to uncover and address accessibility issues for the disabled. While the organization Mobile Creches in India focuses on female construction labourers, the high proportion of migrant workers active in construction ensured that economic, educational and health benefits of their programmes were spread across the low-income migrant community.

Second, strong gender analysis is important. Gender analysis aims to understand roles and conditions of men and women in a given context, including access to and control over resources, economic, social and legal constraints, and other

factors of identity that may further disadvantage them. All the case studies recognize this situation – each case included strong analysis of a particular gender issue: migrant construction workers’ and urban slum dwellers’ childcare needs; trans peoples’ social exclusion from the labour market and education; women’s limited presence in the construction sector; gender analyses of budgets, service delivery and employment practices; and urban planning that includes informal workers. Gender analysis provides the foundation for developing and implementing relevant and responsive initiatives.

Finally, a common thread through each case is how and to what degree city leadership engages with different actors and interventions. City governments can catalyse new approaches to gender responsiveness across different policy and service areas (for example, through gender responsive budgeting), encourage and support existing non-governmental initiatives (as with Mobile Creches in India) or lead innovative programmes themselves (which was done through Transcidadania in São Paulo).

## 2.2 Towards empowerment



To rise above gender responsiveness at the basic level, the case studies indicate the importance of factors such as data disaggregation and access to information, education, training, tools, and legal support services. In San Francisco, to ensure that city residents' basic needs are met, the City and County Department created and developed tools and initiatives to change government policy and practice to promote gender equality. Similarly, in undertaking and promoting its gender analysis, inclusive and participatory methods are encouraged.

Furthermore, all cases revealed the importance of education and training to build individuals assets and capabilities. The WCC in Kingston uses innovative strategies to teach construction skills to women and break down gender barriers

in a male-dominated employment sector, in turn empowering low-income women to attain living wage jobs. This assistance can also include peer-to-peer support, as demonstrated by the WCC where mutual support among the participants played a key role in breaking gender barriers in the male-dominated construction industry - by boosting both confidence and ability.

In San Francisco, men and women are empowered through public information initiatives, making government and gender-related information and analysis accessible to the public, through websites, reports and promotion of awareness of gender-related ordinances and conventions, such as CEDAW. In Kingston, the WCC has set up an advice line that provides technical, legal and financial assistance to low-income women in search of affordable housing.

## 2.3 Achieving transformative change



Cities can support a move towards transformative change through raising awareness of rights and building coalitions for change. Both factors are essential to shift attitudes and perceptions within the wider community. Cities can also enable opportunities for dialogue by promoting women's and men's participation and civic engagement, in urban governance and politics.

Involving marginalized and excluded groups in participatory processes of change can lead to transformation. The Mobile Creches' case study highlights the imperative to recognize the rights of informal and migrant workers in the city - and to do so through a variety of mechanisms and strategies for supporting small businesses and the self-employed.

The organization Mobile Creches illustrates that greater public investment in the provision of affordable and accessible public services for care-related needs is essential in recognizing and acknowledging care work. This recognition

is vital to both reduce women's time burdens and increase their access to sustainable livelihoods and productive economic activities. The WCC's work to provide training to women in construction enabled more women to enter the sector. The presence of women in the construction sector has helped challenge and change gender attitudes and roles, implying what women can and cannot do on a construction site and within the city economy.

The organization Mobile Creches empowers migrant construction workers and urban slum dwellers to demand access to government services for young children. Encouraging and supporting such associations is a critical task for cities, in order to strengthen groups whose position, voice and activities are routinely marginalized. Strong collective action is often the foundation of transformational change. Multi-stakeholder collaboration, broad coalition building, and the creation of and engagement through inclusive venues are all hallmark traits of long-lasting and sustainable change in the making.



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<sup>37</sup> See for example World Health Organization (2009).

<sup>38</sup> UNDG (2014); ActionAid (2016).

<sup>39</sup> Ibid.

<sup>40</sup> The Infrastructure and Cities for Economic Development (ICED) Gender and Inclusion (G&I) Framework for Transformative Change, developed by Caroline Moser in association with SDDirect, was developed to guide gender mainstreaming in DFID urban and infrastructure programmes. See <http://www.sddirect.org.uk/media/1397/gi-march-2017.pdf>.

<sup>41</sup> The CRI was developed by Arup with support from the Rockefeller Foundation. More information on the CRI can be found at [www.arup.com/cri](http://www.arup.com/cri).



**3** PROVIDING GENDER  
RESPONSIVE  
SERVICES IN CITIES

This chapter presents four case studies and a number of additional initiative snapshots to explore what can and have been done to provide gender responsive goods and services in cities. It seeks to distil some insights concerning how these initiatives have been used to support pathways towards more equitable economic development and growth, what made them successful and which challenges they faced.

Each case study is analysed from the point of view of two questions to understand: i) what makes

the initiative gender responsive in the given city context; and ii) how it contributes to social inclusion and equitable economic growth in the city. Each case study concludes with a discussion on the challenges and limitations of the initiative. The answers provide some crucial insights as to what cities can do to support not only widespread and fairly distributed access to basic goods and services, but also long-term sustainable and inclusive economic growth. The link between these two policy objectives – each worthy in its own right – lies at the heart of the analysis.

### 3.1 Mobile Creches in India

The construction sector in India is valued at \$126 billion, employing more than 44 million people, and is India's second biggest employer (after agriculture).<sup>43</sup> This sector is expected to expand as rapid urbanization increases the number of people in cities to 600 million by 2030, compared to 377 million in 2011. The sector is characterized by a vast, largely migrant day labour force working for contractors. Women workers account for approximately 35 per cent of the total workforce in the sector – many of whom are mothers with their children accompanying them to the construction sites. Some 98 per cent work under 'informal' arrangements. The industry is characterized by casual work, long working hours, lack of basic amenities and welfare facilities – which negatively affect the children living with their families at worksites.

The Building and Other Construction Workers Act was passed in 1996. The Act sought to provide basic social security and improve working conditions by setting up a Welfare Fund and a Welfare Board, in every state. It requires contractors to provide a crèche if there are more than 49 women working on-site. Yet many construction companies do not provide these services. Mobile Creches, in turn, has tried to fill this gap.<sup>44</sup>

Established in 1969 in Delhi, Mobile Creches was set up to provide day care support to children of migrant workers in construction sites, and, over time, in urban slums. Over the course of its operation, it has worked across nine states in India, reached approximately 750,000 children, trained more than 6,500 childcare workers, established 650 day-care centres, and trained and supported

250 government creches. In Delhi, for example, it runs 21 day-care centres at construction sites and in urban slums for children aged between birth to 12 years. In 2008, it reached 5,705 children through its centres, with an average monthly roll of 1,318 children. Two-thirds of these children were under six years old.<sup>45</sup> In 2016/17, Mobile Creches reached out to 11,762 children from 16 construction sites in Delhi and surrounding areas, and other cities (Bangalore, Ahmedabad, Mohali and Chandigarh), and 878 children, in urban slum settlements in Delhi.



Women are not only engaged in a vast diversity of roles and tasks, but also work in ways that often render them 'invisible' as workers. Mobile Creches has always recognized this fact and integrated women as part of its comprehensive interventions. This in turn has enabled women to develop a sense of empowered understanding of their entitlements both at their work place and for their children.

- Sumitra Mishra, *Executive Director, Mobile Creche Delhi*

### 3.1.1 HOW DOES THE INITIATIVE ENSURE GENDER RESPONSIVE SERVICES IN INDIAN CITIES?

By generating awareness and responding to the childcare needs of migrant construction workers and urban slum dwellers, Mobile Creches has shown that quality childcare can be provided in difficult situations in multiple urban slum settings and construction sites in different cities. The provision of good quality childcare empowers women as it frees up women's times to engage in their paid work. Mobile Creches further empowers women by improving their access to decent employment and livelihood opportunities.

**Infants, older siblings and women workers benefit from the services provided at the centre.** The older girls (five or older) are relieved from sibling care and available to attend day-care or school. All children at the centre get opportunities for developing self-confidence and basic school readiness skills. The mothers who are also wage earners are free of the stress of childcare, relieved of time poverty and unpaid care work, and become more productive workers.

The centres are located close to construction sites and are divided into three areas: a crèche (for children aged 0 to 3 years), a balwadi or pre-school (3 to 5 years) and non-formal education (for children aged between 6 and 12 years). The centres operate six days a week during mothers' working hours - this enable mothers to feel secure that their children are safe at the centres while they go to work. Mobile Creches and their advocacy partners also negotiate with the contractors to secure permission for women to leave the construction sites to breastfeed their children at least two times a day without fear of punishment from their employers. As part of their policy, it only works on-sites if the contractor is willing to work in partnership with them. Therefore, before opening a crèche, on-site staff ensure that the contractors meet the requirements of the Building and Other Construction Workers Act through providing minimum wages to the childcare workers and providing adequate physical infrastructure (including clean water, three rooms and a toilet).

**Supporting construction workers to register with the Delhi Building and Other Construction Workers Welfare Board.** Through the Board, registered workers can utilize insurance services, scholarships for their children, maternity benefits and other provisions. Contractors are required to invest



Mobile Creches invests in building the capacities of local leaders' groups from the community by identifying two-three people at each site and enlisting their active participation in the programme. In fact, more participation by men in tasks, typically thought of as women's exclusive domain, is encouraged: like monitoring of malnourished children at home after the crèche timings; positive child rearing practices; motivating and mobilizing parents in the community. Mobile Creches has developed a pool of above 300 such community leaders who are active agents of change for service provisions in areas of health, nutrition, education and care and protection of the young child in their communities.

- Sumitra Mishra, Executive Director, Mobile Creche Delhi

1 per cent of the total project cost each year in to the welfare fund. At present, only 120,794 construction workers have been registered with the Welfare Board.

**Working closely with community leaders to raise awareness in the wider community,** which is particularly important within migrant communities working at construction sites, where community leader play a key role in recruitment and awareness raising.<sup>46</sup> Mobile Creches uses various forms of communication, including street plays, media campaigns and health camps to raise awareness, increase knowledge and promote positive behaviour change. Street theatre, for example, is used to influence people's practices, such as cleanliness, nutrition and immunization.<sup>47</sup>

**Building collective action for transformation by providing support at construction sites and**

**empowering communities in urban settlements to demand access to government services** for young children and their mothers. Mobile Creches has set up community-based organizations and women's groups to mobilize the community to demand government services, such as Integrated Child Development Services (ICDS) and Maternity Entitlements. As a result, 80 state-run ICDS childcare centres were operationalized. Mobile Creches provided support at 18 construction sites and empowered communities at eight urban settlements to demand access for government services for young children.

**Working in partnership with stakeholders - real estate developers, the community and other civil society organizations for long-term and inclusive planning.** For example, Mobile Creches trains community-based childcare workers and supports communities in setting up Community-Based Crèches (CBC) in their homes, communities or places of work with support from other stakeholders. While Mobile Creches trains local women in running crèches and provides matching grants for caregivers, infrastructural support and monitoring, the government provides children's nutrition and immunization through the ICDS and Primary Health Centres (PHCs). Community women are also trained to run and manage the programme and provide care to the children along with ensuring their safety, with community-based organizations providing supervision. In partnership with private corporations, Mobile Creches also provides technical assistance to private companies for setting up and running work-site crèches.

**Working towards institutional changes in policy and practice,** Mobile Creches has lobbied the government for changes in policy, increased budget allocations for programmes and better implementation on the ground, state provided crèches, maternity entitlements and ICDS centres with higher spending and improvement in design. It also ran a campaign for fair employment of all construction workers, women and children involved in the construction work for the Delhi Commonwealth Games 2010 (the CWG-CWC campaign).<sup>48</sup> The Alliance for the Right to Early Childhood, an informal policy network steered by Mobile Creches, approached the Law Commission, which has developed a report calling to extend the right to education to children under six, provide maternity benefit leave to all women for 180 days, and provide for training of teachers for pre-school education.

### 3.1.2 HOW DOES THE INITIATIVE CONTRIBUTE TO SOCIAL INCLUSION AND EQUITABLE ECONOMIC GROWTH IN DELHI AND OTHER CITIES?

Mobile Creches has been in existence for almost 50 years, focussing on improving the lives of an extremely vulnerable and marginalized population - migrant labourers in construction sites and urban slum dwellers. It does this by providing services for children who are typically excluded from public or private social and health services. Through a combination of day-care centres, community outreach, and connecting children and families with relevant social services, schools and health clinics, Mobile Creches' work has had a direct and long-lasting impact on the lives of an extremely marginalized population, contributing to social inclusion and equitable economic growth in a number of ways.

**The provision of quality childcare empowers women as it eases time burdens and limits their unpaid care work,** in turn enabling them to engage in paid work within the construction sector, the second biggest sector in India in terms of employment. Mobile Creches, thus, supports the economic empowerment of women by improving their access to decent employment and livelihood opportunities.

**Enabling women to continue their work as a part of the labour force,** while investing in building a cadre of professionally trained personnel in the area of integrated childcare among women from vulnerable and marginalized communities. Mobile Creches achieves two objectives through this approach: i) providing livelihood options to women in the form of childcare workers; and ii) extending the reach of childcare services to a broader segment of children of working mothers in the underprivileged sections, thereby improving the situation of children, as well as women.

**Increased understanding of childcare and development needs of children, supporting the education and livelihoods of vulnerable households.** While several construction sites had centres for childcare prior to Mobile Creches' interventions, the scope of these centres were limited. Mobile Creches' intervention in the crèches has brought about marked improvements in the quality of nutrition and education provided at the centres. There is now a greater focus on the overall



The Right to Education and the Right to Livelihoods are interlinked at multiple levels. Mobile Creches recognizes that it is the mother's ability to work and earn a living that helps keep the family secure, facilitating access to food and other basic needs. In the absence of adequate state provisions, the child care services provided by Mobile Creches become important to address these needs. Mobile Creches therefore provides evidence-based policy recommendations to government to trigger policy change in public service provision.

- Sumitra Mishra, *Executive Director, Mobile Creche Delhi*

development of the children, which has resulted in a greater number of children accessing the centre than earlier. Mobile Creches has also been able to bring different stakeholders together, such as local government and non-governmental organizations (NGOs), to focus on the needs of early childcare. In the slums, community mobilization and awareness



The key outcomes of this initiative are focused around **transformative change** on the gender responsiveness framework, by explicitly addressing unequal power relations and structures, levelling the playing field and challenging established norms through awareness raising, training, advocacy and collective action.

has led to increased demand for childcare services, resulting in the opening of 23 Anganwadi or crèches in Delhi, 100 in Madhya Pradesh, and 56 in Rajasthan, where Mobile Creches is working with partner organizations.

**Improved policies around the rights of children and migrant families.** Advocacy efforts are supported and encouraged throughout Mobile Creches - from grassroots community communication to building coalitions of advocates interfacing with the government - to improve the rights of children of migrant families to access good quality childcare, education and nutrition. Through years of advocacy, training, campaigning and community outreach, Mobile Creches has established a reputation as a powerful voice in the early childhood development arena. Recent highlights of its advocacy work include the following:

- Initiating a large-scale campaign leading up to the 2010 Commonwealth Games to address issues of inequity, social security and child welfare for construction workers and their families.
- Reviewing the Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers.
- Serving on the Working Group on Child Rights and the Working Group on the Development of Children for the Government of India's 12th Five-Year Plan, executed through the Planning Commission.

### 3.1.3 CHALLENGES AND LIMITATIONS

Despite its many successes, a 2008 assessment of the initiative indicated a number of challenges<sup>49</sup>, including providing support to migrant construction workers who are constantly on the move. This situation makes it difficult for either the mother or child to be at the receiving end of an intervention for any significant period (longer than six months). One way Mobile Creches aims to address this is by using day centres as field labs for generating best practice to share with other organizations, rather than as a direct 'service delivery' response.

The results of Mobile Creches' campaigning and lobbying work could also be impacted by 'the weak political will' of the Indian government to improve the conditions and working entitlements of migrant labourers who are often low-waged daily labourers, and not viewed as politically important.

Finally, while Mobile Creches' work in the community is impressive because of the context in which it works, it is not clear whether the long-term

institutional and behavioural changes in childcare practices can be scaled up and sustained.

## 3.2 Gender responsive analysis and budgeting in San Francisco

### **San Francisco has a history of city leadership in advocating and promoting gender responsiveness.**

In 1998, San Francisco became the first city<sup>50</sup> in the United States to adopt a local ordinance reflecting the principles of the United Nation's Convention to Eliminate All Forms of Discrimination Against Women (CEDAW).<sup>51</sup> The law was the result of several years of collaboration among local women's groups, the San Francisco Commission on the Status of Women (COSW) and the San Francisco Human Rights Commission.<sup>52</sup>

San Francisco has been implementing CEDAW by analysing the budget, service delivery and employment practices in the public sector from a gender perspective.<sup>53</sup> The San Francisco CEDAW Ordinance is also explicit in its treatment of budget issues, ensuring that the city does not discriminate against women in the allocation of funding, and that agencies integrate the human rights principles set forth in the treaty into local policies, programmes and budgetary decisions. However, it was not until the San Francisco Board of Supervisors' resolution in 2003 asking city departments to look at the gender impact of

potential budget cuts on their workforce and activities, that San Francisco became proactive in promoting the consideration of gender in budget decisions.<sup>54</sup>

In 2013, the Mayor of San Francisco, Edwin Lee, challenged 100 U.S. cities to become CEDAW Cities.<sup>55</sup> Becoming a CEDAW city has three key requirements: passing an ordinance (not just a resolution) that reflects the principles of CEDAW, including gender analysis; designating an oversight body (such as a Commission on the Status of Women); and identifying funding dedicated to women's services (San Francisco set a low bar of \$0.05 - \$0.25 per woman in the population). As an example, a city needs to quantify the funding that goes to serving homeless women.<sup>56</sup>

San Francisco's approach to advocating and promoting gender responsiveness also includes developing a range of gender-sensitive legislation and commissioning a series of reports documenting and monitoring issues, such as family violence, human trafficking and child abuse.



Our CEDAW work is based on an anti-discrimination framework supported by countries around the world. From the factory floor to the boardroom, working women everywhere face numerous challenges. CEDAW provides important tools to overcome these challenges in systemic ways and local governments are in the best position to use these tools successfully. While San Francisco led the way beginning in 1998, already we are being surpassed by Los Angeles and other cities that are making gender equity a policy priority. As more countries around the world face divided national governments, we need more cities to take action.

- Emily Murase, *Director, San Francisco Department on the Status of Women*

### Box 3: What is Gender Responsive Budgeting?

Gender Responsive Budgeting (GRB) was pioneered in Australia in 1984 with a federal government assessment of the budget impact on women. Since then, major gender responsive budgeting initiatives have been implemented in more than 40 countries, including South Africa, the Philippines, Uganda, Tanzania, Switzerland, the United Kingdom, and Sweden.

In broad terms, GRB examines funding allocations of public resources for biases that can arise because a person is male or female, and considers disadvantage experienced because of sex, ethnicity, poverty status, immigration, disability, age, or other demographic characteristics. It determines, for instance, where the needs of men and women are the same, and where they differ. Where the

needs are different, budget allocations should reflect these differences.

The ultimate aim of GRB is that a country has and implements budgets and programmes that take into account the needs of men and women, girls' and boys'. In this way, gender responsive budgeting redefines priorities and allocation of resources that better reflects the different needs and interests of men and women, explicitly taking into consideration the gendered division of labour (for example, around the burden of care) and the disadvantaged position of women. In this sense, it is also about social justice, and should pay special attention to marginalized groups and may be expanded to include them.

### Box 4: United Nation's Convention to Eliminate All Forms of Discrimination Against Women (CEDAW)

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979, provides a blueprint for national action to end discrimination against women. The CEDAW ensures women's equal access to, and equal opportunities in, political and public life, education, health and employment. States who have committed to the Convention are legally bound to put its provisions into practice and "agree to take all appropriate measures, including legislation and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms". This includes taking appropriate measures against all forms of trafficking in women and exploitation of women.

To extend the principles and actions of CEDAW from national to local level, the Cities for CEDAW campaign has been developed to advance political and economic equality for women in the United States. This is a civil society movement which frames local concerns of gender equality and inclusion in a human rights context, and underscores the importance of implementing gender responsive policies in cities. It aims to protect the rights of women and girls by passing legislation establishing the principles of CEDAW in cities and towns across the United States. Cities that have passed a CEDAW ordinance are San Francisco, Berkeley, Honolulu, Los Angeles, Miami-Dade County and Pittsburgh, while 20 cities have passed a CEDAW resolution.

#### 3.2.1 HOW DOES THE INITIATIVE ENSURE GENDER RESPONSIVE SERVICES IN SAN FRANCISCO?

San Francisco's CEDAW Ordinance requires city departments to **analyse operations using the gender analysis guidelines developed by the CEDAW Task Force**.<sup>57,58</sup> The analysis examines patterns of gender, race, and other identities in areas such as who is being served, hired, or awarded funds.<sup>59</sup> Since 1998, San Francisco has conducted gender analyses for 10 of the City's 54 departments to measure how policies - specifically those addressing employment, services, and budget - impact gender equality. The mandatory nature of the gender analysis is critical in shifting government policy and practice towards a more

equitable approach and helps to set the stage for more transformational change. In undertaking the gender analysis, inclusive and participatory methods are also encouraged, including conducting focus groups and interviewing community groups at the data collection stage, soliciting members of the public to comment on the analysis, and expanding training and recruitment programmes for under-represented groups.

San Francisco is also the first local government in the United States to **utilize the gender budgeting framework to review budget cuts and their impact**. In 2003, 16 departments conducted a gender analysis of budget cuts. The analysis showed the disproportionate impact of budget cuts on employment and services to the public (emphasizing vulnerable populations, such as

women, children, immigrants and the elderly) and anticipated potential discriminatory effects in advance. These impacts were also disaggregated by gender, race and other identities.<sup>60</sup> Department officials were also trained on how to proactively use the gender analysis tool, address discrimination in advance and create policy plans based on critical data and strategies.<sup>61</sup>

San Francisco expanded this work in 2008 when the Department on the Status of Women conducted a GRB training for the Mayor's entire budget staff. However, the Department was unable to get the Mayor's Budget Office to incorporate gender budgeting into the annual budget guidelines. It was found that the members of the County Board of Supervisors were more receptive than the Mayor's Office to structural change through implementing gender responsive policy-making. A charter amendment was drawn that called for the Department to conduct a gender analysis of commissions and boards every two years to ensure that appointments to key policy bodies by the Mayor and, in some cases, the Board of Supervisors mirrored the diversity of the people served (that is, San Francisco residents). The charter amendment reflected the theory of change that if diverse people were making key decisions, the decision would better serve the public.<sup>62</sup>

**The city and county departments collect gender and race disaggregated data for evidence-based policy making and strengthened accountability.** In March 2009, the Mayor's Office of Public Policy and Finance partnered with the Department on the Status of Women to conduct a survey of city and county departments asking what, if any, demographic data they collect to understand what data existed and how departments use these data to make policy and budget decisions.<sup>63</sup> This action represented the first step in moving towards creating performance-based budgeting to improve the city's ability to meet the needs of diverse communities through effective programme designs directed at specific client populations to effect change.<sup>64</sup>

**The inquiry focused on data about the provision of government services,** and what trends indicated about the impact of these services on men and women, as well as different demographic categories, such as race/ethnicity, immigration status, parental status, language ability, physical disability, and age.<sup>65</sup> Examples where client information was disaggregated by gender and race included the AIDS Surveillance Survey Annual Report issued by the Department of Public Health, and the monthly caseload reports by the Juvenile Probation Department.<sup>66</sup>

Several key reports have been commissioned that are publicly available<sup>67</sup>: the annual *Report on Family Violence in San Francisco*, the annual *Report on Human Trafficking in San Francisco for 2015*, *Annual Service Reports of the Violence Against Women Prevention & Intervention Grants*, and the *Report on Girls in San Francisco*.

### 3.2.2 HOW DOES THE INITIATIVE CONTRIBUTE TO SOCIAL INCLUSION AND EQUITABLE ECONOMIC GROWTH IN SAN FRANCISCO?

**Gender responsive approaches at planning and delivery stages improve service delivery for vulnerable and marginalized groups.** The CEDAW Ordinance raises awareness of the gendered impact of departmental policies and programmes for both local government and community members and demonstrates the existence of discrimination against women, placing a focus on addressing gender equality issues.<sup>68</sup>

Agencies have changed how they approach their overall work, delivery of services and the recruitment and retention of staff.<sup>69</sup> For instance, the 1999 CEDAW gender analysis of the Department of Public Works improved staff's understanding of the different impacts service delivery has on women and men. For example, a lack of curb cuts on sidewalk corners impacted women disproportionately. Curb cuts facilitate caregivers' work with the very young in



San Francisco has demonstrated the value of an international treaty instrument such as CEDAW to lay the foundation for important local work on such human rights issues as freedom from gender-based violence and the right to a workplace free of gender discrimination not only in terms of working conditions, but also in budgeting and providing services.

- Emily Murase, *Director of the San Francisco Department on the Status of Women*



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As a city-led and managed programme, the outcomes of this case are focused around the **empowerment level of the gender responsive framework** – explicitly addressing strategic gender needs and interests by increasing opportunities for marginalised and vulnerable groups.

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strollers, as well as the elderly or disabled who use wheelchairs.<sup>70</sup> Similarly, the gender analysis of the Juvenile Probation Department enabled senior management to create a specific “Girls Unit” in Juvenile Hall to provide gender specific, trauma-focused services for girls whose needs were not being addressed by programming that was originally created for boys.<sup>71</sup> Although this continues to serve as a good model, this grant funded program was discontinued after a few years because of lack of funds.<sup>72</sup> A contributing factor was a significant drop in girls on probation, as juvenile girls were no longer arrested for prostitution.

**Gender responsive programmes improved access to employment and livelihood opportunities for all.** A gender analysis of the Adult Probation Department identified workplace flexibility as a central issue. This helped both the employees and the department to create an efficient and productive work environment. Following the review, the Department **instituted telecommuting and flexible work policies** to the 18-member investigations unit, which made the department become one of the most productive units. Telecommuting, or the ability to have flexibility in work location, helped retain and recruit staff because it made it easier for those with caretaking responsibilities to manage their work and family lives.

**Providing proactive, concrete tools, frameworks and processes to assess effectiveness of initiatives and promote gender equality.**<sup>73</sup> San Francisco has spent almost 20 years creating and honing tools, policies, and best practices for implementation of CEDAW at a local level. These activities include the following: the gender analysis guidelines for assessment, recommendations, and implementation<sup>74</sup>; the CEDAW Task Force for advocacy and oversight<sup>75</sup>; the San Francisco Gender Equality Principles Initiative for engaging the private sector<sup>76</sup>; and the report, *Gender Responsive Budgeting: A Path to Accountability*

and *Data-Based Policy-Making*, which highlighted some departmental best practices in data collection. This process of creating and honing tools, policies and best practices has given birth to models to promote gender equality that can be used by local, regional and national governments everywhere.

**Introduced ground-breaking legislation to address key gender related issues.** Since 2010, the Department has developed various relevant pieces of legislation in partnership with County Supervisors: the Family Friendly Workplace Ordinance, the introduction of Fully Paid Family Leave for 6 weeks, and the Lactation Accommodation Ordinance, which requires dedicated space for lactating mothers in new building developments<sup>77</sup>.

### 3.2.3 CHALLENGES AND LIMITATIONS

Despite the success of the initiative, a number of challenges have been identified. First, as **many departments did not have disaggregated data collection practices in place**, recommendations to address this included forming a working group to create a plan for using disaggregated data to enhance performance-based and gender-responsive budgeting, and provide benchmarks for measuring the progress base. The data-extensive nature of this programme will be a significant challenge to cities in the Global South – many of which suffer from resource and data constraints. As such, replication might only be possible in a partial way, at least initially.

Second, the large share of informal sector enterprises in developing cities means that formal statistics typically only captures a fraction of the economic activity. Innovative forms of data collection will be required to understand how government budgeting is likely to impact on enterprises and people in the informal sector.

In addition to the above, San Francisco city and county **departments that are collecting data rarely analyse the data by gender together with other demographic characteristics**, a process that would further promote gender equality and cultural competency. They also did not look at these characteristics together when making budget and other policy decisions.<sup>78</sup> A recommendation from the San Francisco City and County Department on the Status of Women is for structural support, training, and guidelines to improve their data collection efforts and to fully implement performance-based and gender-responsive budgeting.

Finally, **limited funding, training, and staff capacity** have limited the reach of the San Francisco CEDAW Ordinance and delayed completion of additional gender analyses.<sup>79</sup> To facilitate further progress in light of resource challenges, San Francisco has developed a new approach to assessing departmental policies and programmes. This approach includes streamlining departmental analyses<sup>80</sup> and focusing on particular areas of

concern within specific departments. For example, the Fire Department focuses on the equity of recruitment and testing within the department. Additionally, the department now has a greater emphasis on empowering department staff to drive the gender analysis and monitor progress, rather than relying on the Department on the Status of Women to do so.<sup>81</sup>

## Gender responsiveness at a glance: Using SafetiPin to build Safer Communities in Nairobi, Kenya

*"With these revelations, the county government will be able to plan and act to effect change through the formulation of informed policies, decisions, and investments that support the promise of a safer Nairobi for its citizens"*

Nairobi Governor Evans Kidero <sup>82</sup>

Women's safety perceptions can help in identifying and highlighting public service gaps in a city's public spaces. This is the key take away from the Safety Audit conducted by the Nairobi City County, Kenya, in 2015 to 2016 in partnership with a spearheading map-based mobile phone and online application called SafetiPin. SafetiPin has helped the country to identify women's sense of safety at night across the city. It is based on nine parameters - lighting, openness, visibility, crowd, security, walk-path, availability of public transport, gender diversity and feeling - 5,319 manual audits and night time photographs that were

shot from taxis in Nairobi. It covered around 744 km of roads throughout the city and revealed that only 18 per cent is considered as safe with around 56 per cent of roads only fairly lit.

But the mobile app does not only produce data, it also provides an alert button for SafetyPin users, an option to connect to a police hotline and to friends in close proximity in situations of need. The software developed by a social enterprise based in India has already been rolled out in cities in India, Indonesia, Colombia, the Philippines and Kenya and has been awarded numerous prizes and recognitions as an innovative tool based on crowdsourcing and geospatial analysis.

For more information on SafetiPin and its Safety Audit in Nairobi visit <http://safetipin.com/>.

## 3.3 Women's Construction Collective in Kingston

The Women's Construction Collective (WCC) is a national non-profit organization that trains and supports low-income women in construction, a non-traditional employment sector for women in Jamaica.

WCC was formed in partnership with the Construction Resource and Development Centre (CDRC), and its Director Ruth McLeod, in 1983 to help low-income women access the booming Jamaican construction industry, which at the time was benefiting from the expansion of the bauxite mining and tourism sectors. The growth of

**The women had jobs and an income, the construction industry gained skilled labourers, and the employers reported the positive influence of women on the building sites in terms of decreased violence and pilferage on-site and raised productivity.**

- UN-Habitat, 1997, on WCC

these sectors had resulted in an increase both in infrastructure projects and in factory and residential construction. Women, however, had been effectively excluded, because it is a non-traditional employment field for women, and as a result of a new national training policy that focused on all-male trainees in residential construction, providing no accommodation for females.<sup>83</sup> Consequently, out of the 32,000 employees, only 800 were women – none of whom had the status of trade worker.

With women being excluded from training and jobs in construction, WCC started with 10 women from Tivoli Gardens, an inner-city area of Kingston. The Working Group on Women's Low-income Households received a grant to select and train these women, to place them in jobs and to monitor and document their experiences.<sup>84</sup> The women were chosen by a community liaison officer, with help from local youth leaders, based on literacy and numeracy tests.

### 3.3.1 HOW DOES THE INITIATIVE ENSURE GENDER RESPONSIVE SERVICES IN KINGSTON?

**Increasing women's presence in traditional male sectors.** The WCC exemplifies how training and educational services can support the incorporation of women in the construction industry. WCC members are contractors, supervisors, project managers, tradeswomen, and labourers in Jamaica and abroad. Some women have furthered their education in construction, engineering, project management, and architectural technology, aspiring to master's degrees. Hundreds of rural and urban women have been trained in basic construction skills at the centre and have become economically independent in an industry to which they would not otherwise have had access.

**Developing innovative training methods to include women in construction.** The WCC used innovative strategies to teach construction skills to women and break down gender barriers in a male-dominated employment arena to make it possible for low-income women to attain living wage jobs. Trainees began with a basic five-week masonry and carpentry course. They had access to equipment without initial prohibitive cost outlays to customize training. They had adequate time to develop skills and confidence. Five weeks later, they were prepared to start work as trade helpers on large construction sites.<sup>85</sup>

A revolving-loan fund allowed the Collective to buy tools and two vehicles to take on jobs in other parts

of Kingston and surrounding areas. Contractors initially employed the women as labourers, but because of their training and owning their own tools, most were quickly promoted to being trade helpers, earning much more than they would in jobs conventionally dominated by women.<sup>86</sup> By 1988, the collective had helped train more than 144 women.<sup>87</sup> Over time, WCC activities have evolved and developed to also include small-scale building and repair and maintenance work.

**The initiative expanded the scope of its trainings as part of an "Institutional Strengthening of the Women's Construction Collective" project.** The WCC had strategically focused trainings within a particular neighbourhood, in order to foster a support network and solidarity among community women. The WCC's experience was that involving women from one community at a time offered compounding and visible community benefits that tended to be missing when trainees came from all over the city with no community ties.

At the request of a donor, WCC was asked to conduct trainings beyond inner city development – first throughout the greater Kingston area, and then in rural areas in an attempt to expand the program island-wide. This city-wide networking became successful, affording the WCC the opportunity to expand beyond partnerships within Kingston and Jamaica and join with international partners.<sup>88</sup>

**Providing a support network for women entering the construction industry.** The Collective provides peer networking support to help women deal with the transition from unemployment to non-traditional employment in the male-dominated field of construction and meet challenges, such as dealing with the long hours that do not correspond with most available childcare, the physically demanding manual labour and the high incidence of sexual harassment and discrimination. In the Collective, the women come together to discuss their problems and develop solutions through mutual support. Women have become conscious of their own capabilities and have an opportunity to put them to use. As a secondary benefit, the network sets a positive example for other women and girls in the community.

**Providing technical, legal and financial assistance for low-income women** in search of affordable housing solutions through the CRDC. Members of the Collective use the centre as a resource, training and drop-in centre.

**Moving towards transformative change.** The Collective undertakes construction industry advocacy for women, which includes encouraging female employment, sensitizing industry employers to women's concerns and needs, such

as equal pay, better on-site facilities, and non-discriminatory hiring practices. WCC has also been involved in policy development for the Bureau of Women's Affairs and documentation of women in traditionally male roles, including statistics and practices.

### 3.3.2 HOW DOES THE INITIATIVE CONTRIBUTE TO SOCIAL INCLUSION AND EQUITABLE ECONOMIC GROWTH IN KINGSTON?

With more than three decades of experience, WCC is respected and known for quality training and breaking barriers for women in construction.<sup>89</sup>

**Empowering through increased access to employment in the construction industry.** When it was formed, WCC offered free training without prerequisites to low-income women who, in turn, used their training to improve community infrastructure, such as building an addition to a women's health centre and crisis centre. The women have also helped others in their communities with home repairs, such as lock or plumbing problems, not only fixing whatever is broken but also teaching these skills, thereby building human capital in the process of providing service. WCC also assisted with promotion of women in the construction industry through membership in the Incorporated Masterbuilders Association of Jamaica.

**Challenging the male-dominated construction industry.** WCC has trained more than 500 women in construction trades, which has affected the industry: WCC members are contractors, supervisors, project managers, tradeswomen, and labourers in Jamaica and abroad. WCC members also tend to be hired more quickly and earn more than non-members. WCC enabled women to come into construction in greater numbers, while trainees helped in changing the image of what women could do by introducing a 'higher standard' on construction sites.<sup>90</sup>

**WCC has provided technical support to the construction industry** (WCC members are now part of the team used by the National Training Agency to conduct assessments). It has produced technical publications and trainings for water and sanitation, safe construction practices to mitigate hurricane damage and reducing injuries and deaths, and provided training in disaster mitigation and



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The key outcomes of this case are focused around the **empowerment level of the gender responsive framework** – explicitly addressing strategic needs by training women, increasing employment opportunities for marginalized and vulnerable groups and attempting to break down gender conceptions in and about the male-dominated construction sector.

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community resiliency-building to groups in other countries.

WCC is planning to **expand activities to include a social enterprise** that will generate income. One of these activities would include running a workshop equipped with tools for women to manufacture and sell products, such as furniture. Money from renting out additional space would also assure a steady source of income.

WCC is now examining the option to become an employment agency for women in non-traditional work and is considering starting its own construction company. These plans are natural extensions of the past successes of WCC and CRDC.<sup>91</sup>

### 3.3.3 CHALLENGES AND LIMITATIONS

A 1997 UN-Habitat report identified a number of challenges faced by the WCC 13 years after inception, which were mainly around operational problems. These challenges included the following: dependence on external funding, which meant that WCC activities were reduced when funding was low; WCC trainees not showing a sense of ownership and responsibility for the growth and development of the programme; and difficulties among WCC trainees with basic training to find more qualified and experienced trade jobs.

It also remains unclear to what extent the initiative has been successful in bringing about broader change in attitudes within the construction sector. Further evaluations would be needed to determine the initiative's impact on the gendered norms and discriminating practices fuelling exclusion within the sector.

## 3.4 Programa Transcidadania in São Paulo

Brazil has taken a global leadership role on lesbian, gay, bisexual, transgender and queer (LGBTQ) rights in multilateral platforms, such as the United Nations Human Rights Council, and in Inter-American regional bodies. At the municipal level, achievements include laws enacted by more than 70 municipalities to protect LGBT communities, by prohibiting discrimination at the workplace and on contractual agreements, such as renting property, as well as the repression of public displays of affection between people of the same sex.<sup>92</sup>

LGBTQ Brazilians however still suffer from extreme violence and transwomen, *travesties*<sup>93</sup>, are especially affected.<sup>94</sup> In fact, Brazil is said to have the world's highest number of reported cases of violence against trans-people.<sup>95</sup> Trans women only represent an estimated 10 per cent of the LGBTQ population in Brazil, but in 2014, accounted for a disproportionate 41 per cent of murders of LGBTQ people.<sup>97</sup>

In São Paulo, Brazil's largest city, it is estimated that trans-persons living in the city number in the thousands<sup>98</sup>, many of whom face greater marginalization, social stigma and danger than their cis peers.<sup>99</sup> In recent years, major progress on recognizing LGBTQ rights has occurred in the city. For example, four citizenship centres have been established that support victims of anti-LGBTQ violence. The city government also operates a paid scholarship programme for trans-students in City Hall to improve education outcomes, support career prospects and social inclusion.<sup>100</sup>

Transcidadania launched in 2014, with a \$417,000 budget to support 100 trans persons that lack fixed work.<sup>101</sup> It is a two-year programme aimed at addressing the lack of specific public policies responding to the needs and demands of trans persons living in the city. The programme offers scholarships and incorporates professional training to encourage trans-people to continue

their education and find a job.<sup>102</sup> The first class of Transcidadania graduated in 2015.

Transcidadania operates in a larger context of strong resistance from conservative groups towards LGBTQ rights. Even though the programme is part of the city's policy, the increasingly conservative agenda embedded in the current Brazilian political context has led to concerns and setbacks for the LGBTQ agenda.

### 3.4.1 HOW DOES THE INITIATIVE ENSURE GENDER RESPONSIVE SERVICES IN SÃO PAULO?

**Assessing the basic needs and vulnerabilities of trans persons.** The LGBT Citizenry Centre carried out a socio-economic assessment to evaluate the level of vulnerability and education of the people interested in participating in the initiative. This first step was crucial, as a lack of information remains a major obstacle for the tackling of discrimination and human rights breaches against trans people.<sup>103</sup>

**Providing livelihood and employment opportunities for trans people through education and training.** Participants are offered access to courses enabling them to obtain a school diploma, as well as citizen-related and professional training.<sup>104</sup> They are also offered scholarships that depend on their participation in the courses, as well as a monthly stipend of around \$250 in the first and second year, as long as participants show up to their classes. This stipend is complemented by incentives to ensure greater personal and financial independence, as well as enhanced capacity and skills to secure employment.

**Creating a safe space for solidarity, visibility and awareness raising about the rights of trans people.** The programme helps to bring trans people together with the potential to create greater awareness, understanding and potential for collective and political action. This can be considered as a progressive shift deriving from the very local level, initiating a change in social attitudes and increased political orientation towards human rights.<sup>105</sup>

**Collaboration with other municipal departments** – to provide comprehensive care and other services for trans people. Transcidadania collaborates with

It's like a second home ... If not for this opportunity, we would be considered alive only at night.

- Transcidadania participant<sup>96</sup>



Transcidadania works on the assumption that trans people have been socially excluded at many levels due to their trans identity. Social stigma has continuously deprived them of access to public goods and services to the extent that trans people are often unable to pursue life opportunities other than marginalized paths. Transcidadania has as its main purpose the reintegration of trans people into education, as a first step to regaining their full citizenship and having more options in life. Besides improving formal education, beneficiaries attend human rights trainings. It generates empowerment and information about their rights, including access to other public goods and services.

- Ivan Batista, *Coordinator for LGBT Policies at the Human Rights and Citizenship Secretariat of the City of São Paulo*

a range of municipal departments, such as the Department of Social Welfare and Development, which provides shelter for homeless trans people, and the Department of Health, which provides hormonal treatment free of charge at two primary care centres, as well as comprehensive medical care at nine primary care centres in the central region. Collaborations have also been initiated with the Department of Education and the Department of Work and Labour.

**Promoting inclusion of trans persons by engaging with the city leadership.** Creating a vision and showing strong leadership is critical in addressing practical needs and vulnerabilities, and in setting the foundations for longer-term transformative change. Transcidadania resulted from an expressed need by the former mayor to address the violence experienced by many trans persons in the city. Transcidadania is part of the City Targets Programme<sup>106</sup> and relates specifically to Target 21's goal to develop permanent actions for fighting homophobia and fostering respect for sexual diversity. As a testimony to some of its success, the programme has remained an institutional policy within the new administration.

**Training and sensitizing professionals working in key public services** (such as in schools, primary health care centres, social welfare centres and psycho-social care centres) to ensure that trans people are treated with respect and dignity when accessing basic services. Personnel working in educational work settings and health services, as well as media, police and law enforcement, are key to ensuring that trans persons feel welcome,

respected and professionally treated. Providing training regarding the needs and rights of transgender persons and the requirement to respect their dignity is paramount. It should be noted that Citizenship Centres with the role of sensitizing public servants in order to promote safe socialization spaces for LGBT people existed before Transcidadania was initiated. With Transcidadania, however, this role has become more pronounced.

### 3.4.3 HOW DOES THE INITIATIVE CONTRIBUTE TO SOCIAL INCLUSION AND EQUITABLE ECONOMIC GROWTH IN SÃO PAULO?

**Addressing the vulnerability of trans people.**

The programme works towards addressing the marginalization, social stigma and danger experienced by trans residents in São Paulo. It also aims to break down stereotypes and works towards ensuring trans people are treated with respect and dignity. While 100 places were initially available, a year into the programme - and because of the great demand - the number of places increased to 200. Indeed, more than 1,000 people registered for a place in the project.<sup>107</sup>

**Empowering trans people through education.**

Transcidadania provides professional and technical courses and promotes the empowerment of its participants, some of which, one year into the project were able to secure employment and



During the programme, beneficiaries receive a monthly scholarship to assure their autonomy and permanence in school. Through the completion of secondary school, adult trans people have more opportunities for economic empowerment. The programme also provides professional training to encourage the continuity of formal education and entry on the formal job market. If on the one hand, the programme is successful as an entrance to new life opportunities, on the other hand it should be complemented by programmes and policies to assure inclusion in higher education and access to diverse career paths.

- Ivan Batista, *Coordinator for LGBT Policies at the Human Rights and Citizenship Secretariat of the City of São Paulo.*



As a city-led and managed programme, outcomes of Transcidadania show characteristics of both the **basic level** of gender responsiveness and **transformative change** on the gender responsiveness framework. Transcidadania addresses the practical needs of trans people by providing education services, while having a transformative effect on society at large, by shifting norms and attitudes towards a highly vulnerable group.

contribute to the economy. Data indicates that only 9 per cent of Transcidadania participants did not attend their classes,<sup>108</sup> compared to 36 per cent in the general adult education population in São Paulo.<sup>109</sup> Additionally, with support from the Department of Human Rights and Citizenry, some participants have found jobs in supermarkets, the National Commercial Learning Service (SENAC) or the City Council itself, doing cleaning jobs, general services, administrative and reception desk support. The programme is now working with the business community to guarantee that trans people have access to the broader labour market. Finally, a number of participants have taken the National Early Secondary Education Exam (ENEM) and been offered places at Brazilian universities.

**Replicating the programme in other cities.** A number of cities in Brazil are currently considering replicating Transcidadania, and other countries have also taken notice of the programme. Uruguayan and U.S. government officials have contacted Transcidadania to see what they can learn from the programme, with the hope of potentially launching similar initiatives.<sup>110</sup>

### 3.4.4 CHALLENGES AND LIMITATIONS

Despite the success, a number of areas have been identified as challenges and limitations. First, the programme attracted low participation of trans men, only three out of the initial 100 participants being trans men - something that officials and participants attributed to the group's lack of visibility. Second, the programme costs of running Transcidadania are high. Transcidadania is relatively expensive considering that it was initially only a 100-person programme, with the city not having 'the money at the moment to expand the programme beyond the current number of participants.'<sup>111</sup>

Another challenge involves the need to consolidate better conditions of employment for students at the completion of the Program, including promoting non-discriminatory hiring and workplaces, as well as promoting access to higher education.

Additionally, any 'wins' of the programme will struggle to become permanent and long-lasting as a result of the current political context and increase in conservatism more generally in the country, with increasing calls to repeal laws that protect LGBTQ people. It remains somewhat unclear to what extent the programme managed to change wider perceptions about trans people. Some indications exist that it did - with more frequent public,

daytime appearances by trans people, for example. Nonetheless, to the extent that the programme did not build in processes to directly influence wider community awareness and acceptance, it is vulnerable to reversal or cancellation should the political support diminish.

Finally, there is need for a long-term and cautious approach. Transcidadania shows that addressing the inclusion of such a highly vulnerable group challenges not only people's prejudices but also their fundamental value systems. In this insight lies both its transformative potential and a great threat. It is important to take a long-term, cautious and strategic approach to avoid a potential backlash.

## Gender responsiveness at a glance: The Green Brigade from Ouagadougou, Burkina Faso

The international award-winning project of the '*Femmes de la Brigade Verte de Ouaga*' in Burkina Faso has demonstrated how employment generation for women from deprived urban areas can be enhanced by providing a key public service. Since 1995, the city of Ouagadougou has employed around 2,800 women to improve the city's environment and public spaces. Spearheaded by the municipal council and through a number of consultations, a green brigade has been created to regularly improve more than 120 km of public spaces and streets in the city.

While being employed by the council, brigade members also received access to social and health

care services benefiting around 6,500 children, while contributing to a better living environment in the city. An awareness-raising campaign around the brigade contributed to a changing public perception on the socio-economic situation, role and potential of women in the city and society. The programme has inspired other cities in Burkina Faso as well as neighbouring countries, such as Mali, Guinea and Benin, to replicate the initiative.

For more information of the Green Brigade, visit <https://tinyurl.com/yakjcy2v>.

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- <sup>43</sup> Mobile Creches (2015) Annual Report 2014 - 15. Available at [http://media.wix.com/ugd/57f05d\\_7cd06e3195e84e62a0fb89d8e0aec523.pdf](http://media.wix.com/ugd/57f05d_7cd06e3195e84e62a0fb89d8e0aec523.pdf).
- <sup>44</sup> Sharma, K., Raman V. with Dhawan, P. (2013) Need Assessment for Crèches and Child Care Services. India: Ministry for Women and Child Development; see also Miller and Gupta (2008).
- <sup>45</sup> Sharma, K., Raman V. with Dhawan, P. (2013).
- <sup>46</sup> In 2014-15, Mobile Crèches reached around 10,545 migrant people at construction sites (Miller and Gupta, 2008).
- <sup>47</sup> Miller and Gupta (2008).
- <sup>48</sup> Miller and Gupta (2008).
- <sup>49</sup> Miller and Gupta (2008).
- <sup>50</sup> San Francisco is both a city and a county, and is the only city that is also a county in the State of California. This means that rather than a "City Council," it is governed by an 11-member "County Board of Supervisors," representing 11 districts/neighbourhoods.
- <sup>51</sup> See <http://www.un.org/womenwatch/daw/cedaw/cedaw.htm>.
- <sup>52</sup> Columbia Law School Human Rights Institute (2017) Gender Equity Through Human Rights: Local Efforts to Advance the Status of Women and Girls in the United States. Available at [http://www.law.columbia.edu/sites/default/files/microsites/human-rights-institute/gender\\_equity\\_through\\_human\\_rights.pdf](http://www.law.columbia.edu/sites/default/files/microsites/human-rights-institute/gender_equity_through_human_rights.pdf).
- <sup>53</sup> Hofbauer, H. (2003) Gender and Budgets, Overview Report. Brighton: IDS.
- <sup>54</sup> Columbia Law School Human Rights Institute (2017).
- <sup>55</sup> [www.cities4cedaw.org](http://www.cities4cedaw.org).

- <sup>56</sup> Email correspondence, Emily Murase, San Francisco Dept. on the Status of Women, 20 June 2017.
- <sup>57</sup> The temporary “CEDAW Task Force,” comprised of local government representatives and community members, who partnered with the Commission to develop the initial gender analysis guidelines, review departmental analyses and action plans and make recommendations to departments for improvement. The Taskforce expired after five years, and the San Francisco Department on the Status of Women (DOSW) has since assumed implementation and oversight authority (see Columbia Law School Human Rights Institute, 2017).
- <sup>58</sup> The COSW worked with the international consulting group Strategic Analysis for Gender Equity in developing the gender analysis guidelines (see San Francisco Commission on the Status of Women and CEDAW Task Force, 1999. Available at [https://sfgov.org/dosw/ftp/uploadedfiles/dosw/projects/CEDAW/Progress\\_Reports/cedaw.pdf](https://sfgov.org/dosw/ftp/uploadedfiles/dosw/projects/CEDAW/Progress_Reports/cedaw.pdf)).
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**4** PATHWAYS TO  
EQUITABLE  
ECONOMIC  
GROWTH IN CITIES

There is no one-size-fits-all model of how to mainstream gender in cities. Nor are there any given generic solutions to the challenges associated with providing gender responsive goods and services that ensure that no one is left behind. Needless to say, what works varies from city to city with local contexts dictating what is possible. The initiatives presented in this paper provide examples of interventions in cities driven by mayors, local governments, NGOs, grassroots organizations – or a combination of the above – to address various types of gendered barriers.

Although adopting wildly different approaches, the initiatives all have the common characteristic of being decisively gender responsive: considering and addressing gender roles, norms and inequalities by working towards the fulfilment of practical and strategic gender needs. They do so as a response to the stark inequalities that have come to characterize many cities, accompanied by corresponding

inequities in access to basic goods and services. The discussion in this paper seeks to understand how initiatives in a number of cities have contributed to close these access gaps. It offers some clues as to what cities can do to either create an enabling environment or directly ensure that goods and services are accessible to all urban residents, independently of gender.

The cases show that investing in gender responsive access to public goods and services can support marginalized and vulnerable groups by enabling them to participate more fully and equally in cities. Doing so is crucial for economic empowerment of citizens and businesses, and, ultimately, equitable economic growth in cities. At minimum, these actions require addressing practical gender needs. Going beyond a basic level of gender responsiveness, however, entails considering strategic gender needs, while ensuring long-term transformative change.

## 4.1 Factors and levels of gender responsiveness

As discussed in Chapter 2, all initiatives point to **a few fundamental factors essential to successful gender responsive programmes at all levels**. The first is gender analysis. Strong gender analysis aims to understand the role and condition of men and women in a given context, including access to and control over resources, economic, social and legal constraints, and other factors of identity (such as gender, ethnicity, disability or age) that may further disadvantage them. All the case studies recognize this situation – each case includes a strong analysis of a particular gender issue: migrant construction workers' and urban slum dwellers' childcare needs; trans peoples' social exclusion from the labour market and education system; women's limited presence in the construction sector; women's safety in public spaces; gender analyses of budgets, service delivery and employment practices. Gender analysis provides the foundation for developing and implementing *relevant* and *responsive* initiatives.

The second fundamental factor is the way in which city leadership engages with different actors and interventions. As highlighted above, local governments and departments can catalyse change in several ways, directly or indirectly.

Third, the five cases show that efforts to provide gender responsive public goods and services in cities can address basic needs for city residents with multiple forms of vulnerability. Transcidadania's intersectional approach and San Francisco's work to improve accessibility for the disabled are both examples of this characteristic. Similarly, while the focus group of the Mobile Creches in India is female construction labourers (and their children), the high

proportion of migrant workers among that group ensures that economic, educational and health benefits of their programmes are spread across the low-income migrant community.

Generally, gender responsive service delivery at the basic level focusses on the practical needs and vulnerabilities of marginalized groups. Transcidadania, for example, addresses the practical needs of its participants by offering training, education and comprehensive care. This assistance, in turn, has improved the participants' access to the labour market and initiated the long-term transformative work of breaking down deeply rooted norms and relations.

**At the second level of the gender responsiveness framework**, empowerment entails addressing strategic needs by building assets, improving capabilities and abilities to make active choices, and increasing opportunities for marginalized groups. The case studies indicate the importance of data disaggregation, education, training, as well as legal services and advice to assist people in their ability to realize their rights, and demand access to urban public goods and services. In Kingston, WCC addresses strategic needs through training, providing low-income women with skills key to entering the construction sector. It has led to an increase in women in the traditionally male-dominated sector and challenged perceptions around women in construction. Indeed, all cases reveal the importance of education and training to build individuals assets and capabilities.

Applying disaggregated data and careful analysis, the CEDAW-based work in San Francisco raised

awareness of the gendered impact of departmental policies and programmes, opened the eyes of both local government and community members to the existence of discrimination against women, and focused on addressing gender equality issues. Evidence from the gender analysis of departments led to instituting flexible work policies in city and county departments, supporting employees with caretaking responsibilities to manage their work and family lives. The programme helped both the employees and the department to create an efficient and productive work environment.

**Ultimately, fostering gender equality is about challenging unequal power relations.** In other words, upsetting the status quo. Gender responsive service provision that aspire to transformative change need to adopt long-term strategic and skilled approaches. Building strong coalitions for collective action is often key. The success of Delhi's Mobile Creche builds on long-term collective action driven by an NGO, in collaboration with a multitude of actors. The case reveals how investing in gender responsive provision of a key service – child care, education and training – can empower marginalized groups and contribute to the local economy.

Transformative change involves challenging gender norms and attitudes. By increasing the presence of

women in the construction sector, WCC is planting the seeds to slowly change attitudes and ideas of what women can do, in terms of manually intensive jobs on a construction site. Transcidadania has initiated similar shifts in attitudes towards trans people in São Paulo.

The deeply rooted social, political and economic conceptions and structures underpinning the gendered division of labour makes recognizing unpaid care and domestic work an important element of transformation. As indicated by the organization Mobile Creches, greater public investment in providing affordable and accessible public services for care-related needs works to both reduce women's time burdens and increase their access to economic activities.

But the progress in Delhi and other Indian cities would not have been possible without the thrust of the coalitions of childcare advocates lobbying government to improve the access to good quality childcare, education and nutrition, and to ensure maternity entitlements for migrant construction workers and urban slum dwellers. Encouraging and supporting such forces of change is critical in strengthening groups whose social position and economic activities are routinely marginalized.

## 4.2 Links to economic empowerment and growth

Gender equality and the equal access to basic goods and services are policy objectives crucial to achieve equitable economic growth, as well as broader sustainable development in cities. The review of the cases in Chapter 3 indicates a number of pathways through which gender responsive provision of goods and services can contribute to equitable economic growth in cities. The cases also demonstrate some of the measures cities can take to support this relationship.

**Providing critical support services to facilitate women's participation in the labour market reduces the time women spend on unpaid and care work.**

Often this means investing in child care services, which can then free up time for women to engage in paid work or educational opportunities and participate in community life and decision-making. These situations not only benefit individual women but increase productivity in women-dominated sectors in which women are both employed and active as entrepreneurs. They also ensure that young children whose parents are working benefit from appropriate childcare.

**Providing equal employment opportunities on the labour market and addressing social norms and stereotypes, such as women being employed in the**

construction industry, demonstrates women's ability to successfully break through gender barriers and enter traditionally male-dominated sectors. In this way, not only do excluded groups and individuals benefit but employers have access to a wider pool of talent. Labour force mobility of women and marginalized groups in particular, from low to higher productivity sectors is crucial for equitable economic growth.

Cities can **improve efficiency and competitiveness of the informal sector** by recognizing the sector's significance as a source of livelihoods and by providing the appropriate infrastructure, services and space in the city – which in turn contributes to local economies. Doing so will enable informal sector workers, such as those in the construction sector or others working as street vendors, waste pickers or home-based workers, to maximize productivity and contributions to the economy. City revenues are generated through increased tax base and fees, which in the long run supports additional services.

Cities can support women and marginalized groups by improving access to employment and livelihood opportunities and overcoming exclusion through **the provision of education and training**. Cities are

thus able to bring into the open and address one of the hidden and least talked about areas of exclusion and discrimination. As this often links directly to deeply rooted value systems, it requires a long-term, strategic and cautious approach to minimize the risk of a backlash.

**Providing appropriate tools and approaches** to municipal bodies can enable more effective implementation of gender responsive programmes,

including gender disaggregated data, gender analysis and budgeting. Gender analysis and budgeting are often data-intensive approaches that require adaptation to local contexts, especially in developing countries where much of the job creation may be in the informal sector. Gender budgeting, however, provides an important enabler for any city-driven gender responsive scheme to boost equitable economic growth.

## 4.3 Key actors and agents of change

The cases clearly demonstrate that gender responsive initiatives can – and often should – encompass a range of approaches that may be carried out by various actors: city-level officials, such as mayors in San Francisco and São Paulo; and NGOs, as with the Mobile Creches in India and the Construction Resource and Development Centre (CDRC) for the WCC in Kingston.

Different actors can drive change through an array of interventions, such as NGOs directly building capacity among stakeholders to scale up successful programmes (for example, Mobile Creches and WCC). Coalition building and long-term collaboration

among public, private and civil society actors are often key to transformative change.

The role of city governments, however, is decisive. City governments can catalyse new approaches to gender responsiveness, through advocating for gender responsive budgeting (as in the case of San Francisco), encouraging and supporting existing initiatives (for example, Mobile Creches) or leading innovative programmes themselves (such as Transcidadania). Worth noting is that Transcidadania's development and success has been helped in large part through collaboration with other municipal departments.

## 4.4 Challenges and limitations

Despite the different levels of success of the five initiatives, achieving gender responsive access to goods and services does come with a number of challenges. The cases indicate that the most pertinent one could be the lack of political will to undertake programmes and initiatives in the first place. City leadership is crucial to catalyse initiatives and engage different actors, because programmes, which often compete for scarce municipal funds, can be stalled or cancelled if they are not considered a city priority. In San Francisco, despite continuous efforts, the Department on the Status of Women was unable to get the Mayor's Budget Office to incorporate gender budgeting into the annual budget guidelines. Generally, the County Board of Supervisors were more receptive to structural change by implementing gender responsive policymaking than the Mayor's Office.

Furthermore, excluding key actors – all together or at various stages – brings the sustainability of initiatives under question. For Transcidadania, a key challenge is to integrate key actors, such as civil society actors working on trans issues in São Paulo, to ensure the programme is further responsive to the needs of trans participants, or encourage the media to spotlight the issues facing trans residents. City governments can be key drivers, but they can also be antagonistic

to gender responsive initiatives. It then requires concerted effort between other actors in the urban space to address the gap and build momentum for change.

Other challenges are high costs or limited funding to sustain or expand programmes. In San Francisco, for example, limited funding has reduced the reach of the San Francisco CEDAW Ordinance and delayed completion of additional gender analyses. In Kingston, dependence on external funding meant that WCC activities were reduced when funding was low. In many cities, particularly in low-income countries, the relatively data- and resource-heavy requirements of some gender responsiveness approaches will not be feasible. There are also issues of under-representation of the main recipients of these initiatives in urban-decision making processes and policies, which could further limit the benefits of the programmes. As this paper argues, this can be changed. Despite the challenges, one part of the solution – also to underrepresentation and resource-strained public accounts – is likely to be more gender responsive initiatives rather than less.



# 5 RECOMMENDATIONS FOR POLICY MAKERS AND PRACTITIONERS

The case studies presented in this discussion paper highlights gender-responsive initiatives with the potential not only to empower urban residents but also to achieve transformative change in the way that public goods and services are provided for and accessed within cities. It is important to

acknowledge that any attempt to ensure equality of opportunity must be coupled with effective monitoring and enforcement mechanisms, and sustained through broad citizen participation, particularly among marginalized and vulnerable groups, within institutions at all scales.



## National / regional level

- **Put in place robust systems for sex and age disaggregated data** for a deeper analysis and understanding of gendered needs to inform gender-sensitive policy-making and programming.
- **Use participatory planning methods** to include the voices of women, girls, boys and men to ensure that urban public goods and services reflect the needs and concerns of both women and men.
- **Put in place realistic budgets for gender mainstreaming** with training on how to analyse budgets from a gender perspective to ensure gender aspects are considered in budgetary decisions.
- **Ensure that policy makers in different departments work together** to guarantee the development and success of programmes, and to be able to share best practices.



## City / municipal level

- **Support awareness and understanding on gender responsive public goods and services** for a city's equitable economic growth so that city and municipal officers at all levels are aware and understand the linkages.
- **Strengthen the capacities** of city-level policy makers and practitioners at municipal levels, as well as collaborating agencies and organizations in terms of knowledge, skills, guidelines and tools to support, implement and sustain gender responsive public goods and services.
- **Enhance the gender mainstreaming capacity of municipal councils**, and support the development of gender responsive action plans, budgets and strategies in municipal departments.
- **Strengthen city commitment and mechanisms** in review processes of city plans to ensure that gender and inclusion considerations are properly and fully monitored and reported on.
- **Set clear targets around practical and strategic needs** at outcome and output levels, with quantifiable performance indicators in the log frame, and sex disaggregated information and data as a matter of course.
- **Foster collaborations with civil society organizations and municipalities** to support an enabling environment for advancing gender equality.



## Community level

- **Build the capacity of city residents, particularly marginal and vulnerable groups**, to be aware of their rights and articulate their concerns and needs.
- **Ensure city residents can participate** in all decision making - in the planning, budgeting, implementation, monitoring and evaluation to determine whether the service is gender responsive.
- **Strengthen existing associations, or groups at municipal levels** to enhance their participation and integration into municipal decision-making and action plans for gender responsive public goods and services.



## Private sector

- **Support alliance building and collective action** for communities to lobby for change, monitor service delivery, and bargain with developers and service providers so that their longer-term interests are met and help shift the ways public and private sector institutions respond to the needs and rights of all their citizens.
- **Incentivize the private sector to support employment of marginalized and discriminated groups** by including gender equality provisions and non-discrimination principles in hiring policies and practices. Projects developed through public-private partnerships provide opportunities to support positive action in this area.
- **Increase private sector awareness of the benefits of providing support services to employees.**
- **Build awareness in the private sector** of the potential consumer market represented by excluded groups of people, including the informal sector.
- **Empower the informal sector** to actively seek recognition of its needs and contributions by local authorities.
- **Provide technical assistance** support to municipalities to be able to respond to gender responsive requirements.

While this paper has highlighted relationships, factors and impacts that are key to understanding both gender responsive service provision and how it relates to equitable economic growth, it also reveals that many questions remain to be answered. We need to explore in detail the pathways for moving from a basic level of ambition, through empowerment, and to transformative change. Other questions regard the roles of mayors and city leadership, as in São Paulo and San Francisco, and what steps and strategies can be learned from these cities. The work in San Francisco, for example, although encountering obstacles, moved beyond a basic level of ambition. What does it take to advance to this level? And what can cities do to initiate and sustain such progress? Another area in need of further research is the private sector's role

in supporting the effective delivery of public goods and services in a way that is gender responsive and supports equitable growth. This is likely to become more important as an increasing share of public goods and services are provided through public-private partnerships.

The gender responsiveness framework can also be refined. Additional work needs to be carried out, not only to refine the understanding of gender responsiveness as captured in the framework but also to develop it into a practical tool to support the development of gender responsive programmes within cities. Further analysis could then be carried out, based on other initiatives where gender responsive public goods and services have been used to foster sustainable development in and by cities.

# ANNEX

## Annex 1: ICED Gender and Inclusion Framework: Assessment Tool

	Level 1: Basic	Level 2: Empowerment	Level 3: Transformative change
Defined as	Addresses <b>practical needs and vulnerabilities</b> of marginalized groups.	Explicitly addresses <b>strategic needs</b> by building assets, improving an individual's capability and ability to make active choices and increasing opportunities for marginalized groups.	Addresses <b>unequal power relations and structures</b> that underpin power relations often through collective action, negotiation and influencing the enabling environment.
Key Terms to identify	acknowledge, assess, enable	empower, include, involve	include, provide, representation, challenging, transform
Did the programme...	<p>acknowledge that barriers exist and then identify the barriers to access?</p> <p>acknowledge that a needs and vulnerabilities assessment is important?</p> <p>conduct an assessment of the different needs and vulnerabilities of marginalized groups?</p> <p>enable these needs and vulnerabilities to be taken into account?</p> <p>recognize the importance of disaggregated data</p> <p>enable the collection of disaggregated data?</p>	<p>include marginalized groups in planning and delivery processes?</p> <p>include and involve marginalized groups in the provision and maintenance of goods and services that meet their needs?</p> <p>empower women and youth by delivering training to build their skills and capacity?</p> <p>empower marginalized groups by providing employment opportunities?</p> <p>empower small-scale entrepreneurs by providing support to build their businesses?</p> <p>empower different groups by raising awareness about their rights?</p>	<p>provide support to collectives and organizations to negotiate changes in policies that assist marginalized groups?</p> <p>provide funding and/or training to build and grow organizations (such as women-led) to collectively bargain for improved public goods or services?</p> <p>work towards ensuring marginalized groups are represented on city governance and planning committees related to the public good and/or service?</p> <p>challenge existing social norms and gender divisions of labour (including addressing care)?</p> <p>work with wider society to bring about an understanding of marginalization and how marginalized groups can be involved in overcoming it?</p> <p>ensure that low-skilled and unskilled workers are able to exercise their rights?</p>

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# Cities Alliance

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## Cities Without Slums



## About Cities Alliance

Cities Alliance is the global partnership for poverty reduction and promoting the role of cities in sustainable development.

Partnerships are critical to achieving the 2030 Agenda for Sustainable Development. We bring together organisations with different perspectives and expertise on city issues around common goals: well run, productive cities that provide opportunities for all residents. Our members include multilateral organisations, national governments, local government associations, International NGOs, private sector and foundations, and academia.

The Cities Alliance secretariat is based in Brussels, and is hosted by the United Nations Office for Project Services (UNOPS).

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