TOOLKIT FOR
MAINSTREAMING
GENDER
IN UN-HABITAT
FIELD PROGRAMMES

DRAFT
JUNE 2003

KOSOVO
URBAN PLANNING AND
MANAGEMENT PROGRAMME

UN-HABITAT
Acknowledgements:

The preparation of this toolkit was made possible through a grant with the Huairou Commission.

Thanks go to the Disaster, Post Conflict and Safety Section of UN-HABITAT, for both normative and logistical support on the project. This manual will further deepen the role of DPCSS in supporting field programmes in the practical application of gender mainstreaming in post conflict environments.

Valuable inputs were provided to the toolkit generally and the strategy in particular from the UN-HABITAT staff in the Kosovo office. The various agencies and NGOs that took their time to meet with the author during the preparation of the toolkit gave important insight into the needs, capacities and complexities of gender in the context of Kosovo.

UN-HABITAT
Urban Planning and Management Programme
Nazim Gafurri Street, Pristina, Kosovo
www.unhabitat.org

June 2003
**TABLE OF CONTENTS:**

**EXECUTIVE SUMMARY**  

**WHY IS GENDER RELEVANT IN THE URBAN PLANNING AND MANAGEMENT PROGRAMME?**  

**CONCEPTS AND BACKGROUND**  
- Gender Concepts  
- Gender and UN-HABITAT  
- Gender and the UN-HABITAT Kosovo Urban Planning and Management Programme  
- Requirements for Effective Gender Mainstreaming in the UN-HABITAT Kosovo Programme  
- The Gender Situation in Kosovo: A Brief Overview  

**UN-HABITAT KOSOVO GENDER MAINSTREAMING STRATEGY**  
- The Role of UN-HABITAT in Promoting Gender Equality in Kosovo: A Gender Mainstreaming Strategy  
- Implementing the Kosovo Action Plan for Achieving Gender Equality from an Urban Planning and Management Framework:  

**RESOURCES**  
- Strategies for Involving Men and Women Equally at all Levels of Participation In Urban Planning and Management  
- Exercise: Pairwise Ranking – A Method for Priority Setting with Men and Women  
- Applying Gender Analysis in Urban Planning and Management:  
- Exercise : Preparing a Gendered SWOT Analysis:  
- Developing Gender Sensitive Urban Indicators:  
- Exercise: Developing Gender Based Indicators Using a Logical Framework:  
- Gender Mainstreaming Concept Note  
- Gender Analysis: Concept Note  
- The Kosovo Action Plan and UN-HABITAT: Reference Sheet  
- UN-HABITAT: Gender in the Agenda
EXECUTIVE SUMMARY

This toolkit is designed to provide a conceptual grounding in gender and gender mainstreaming, a strategy for incorporating gender into UN-HABITAT’s programmes in Kosovo, and tools that will assist in turning the strategy into procedure.

This is part of the broader strategy by the Disaster, Post Conflict and Safety Section (DPCSS) to strengthen UN-HABITAT field programmes through normative assistance on important issues such as gender mainstreaming. Integrating gender in post-conflict situations has been identified as a priority area by DPCSS. This is in recognition of the importance of understanding the needs of men and women in post conflict circumstances, and of capitalizing on opportunities for positive change, which present themselves in the complex post conflict environment. The role of DPCSS in this endeavor is to support the movement from policy to practice with a view of improving the sustainability of UN-HABITAT field activities.

As such, it is clear that working towards greater equality between men and women is a critical component in developing sustainable human settlements. In recognition of this, UN-HABITAT’s commitment to gender equality is reflected in the Habitat Agenda, the Millennium Declaration and in the UN-HABITAT Gender Policy.

Gender issues address the social relationships between men women, boys and girls that shape the way in which societies function in terms of roles, responsibilities, access and control over resources. Both the structural and social aspects of human settlements will have a profound impact on men and women, how they live and interact.

The concept of participation is at the heart of UN-HABITAT’s promotion of norms of good urban governance and the goal of inclusive cities. Equal participation of men and women, equal access to decision making and resources, are essential for the realization of the inclusive city. As such, gender equality must be at the center of participatory strategies at every level.

Mainstreaming gender in field operations is a challenging endeavor. In the post-conflict context it becomes even more complex. The way in which men and women have been affected by conflict will differ, as will their needs, views and priorities in rebuilding their society after war. It is therefore critical that post-conflict interventions recognize these differences and develop gender mainstreamed activities to effectively address the needs of men and women, boys and girls.

All too often, policies and mandates are not translated into concrete action at the field level. It is crucial that gender-mainstreaming strategies outline clear goals oriented towards the desired results and actions. The purpose of this toolkit is to provide a strategy for incorporating gender perspectives in UN-HABITAT’s Kosovo programme and to offer both practical and conceptual tools for implementing this strategy.

UN-HABITAT has been engaged with the central and local governments in Kosovo through several key interventions. As the key UN agency with the mandate for ensuring sustainable human settlements development and participatory governance, UN-HABITAT works with central and local level institutions to:

1. develop new legislative and policy frameworks;
2. enhance capacity for good governance and inclusive planning in cities;
3. build and strengthen Kosovar institutions with support of experts and professionals from across the world.
The two ongoing initiatives which will be the focus of the gender mainstreaming strategy in Kosovo under the Urban Planning and Management Programme are the training and capacity development of municipalities in participatory urban planning and management and support at the ministerial level for the development of a Kosovo wide spatial plan.

**WHY IS GENDER RELEVANT IN THE URBAN PLANNING AND MANAGEMENT PROGRAMME?**

The objective of gender mainstreaming in UN-HABITAT’s Urban Planning and Management Programme (UPMP) in Kosovo is to ensure that men and women will have equal roles, responsibilities, access and opportunities in the strategic urban planning process being introduced at both central and municipal levels. In addition, it means that greater equality for women and men in Kosovo will be an overarching strategic objective of the programme.

The incorporation of gender perspectives in the UPMP will emphasize three important areas:

- The use of gender based strategies for promoting equal participation between women and men in all stages of urban planning and management;
- Employing gender analysis methods in key areas such as stakeholder analysis and impact assessments;
- The development of gender sensitive indicators to evaluate the impact of the activities on women and men.

This table provides a summary of how gender can be incorporated in UPMP activities:

<table>
<thead>
<tr>
<th>HOW CAN THE NEEDS OF MEN AND WOMEN BE ADDRESSED IN UPMP ACTIVITIES?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Stakeholder Analysis</strong></td>
</tr>
<tr>
<td>- Women and men should be equally recognized as stakeholders who often have different needs and perspectives on urban issues.</td>
</tr>
<tr>
<td>- Gender analysis methods can be used to better understand the situation of women and men, their needs, and their roles in the community as stakeholders.</td>
</tr>
<tr>
<td>- Promote strategies of participation that specifically encourage equal participation of men and women at all stages of the process.</td>
</tr>
<tr>
<td><strong>Urban Situation Profile</strong></td>
</tr>
<tr>
<td>- Collection of gender disaggregated data gives a clearer picture of the different situations of women and men</td>
</tr>
<tr>
<td>- Development of gender sensitive urban indicators will measure changes and impacts on men and women</td>
</tr>
<tr>
<td>- Pay special attention to the measurement of participation as a key indicator of the level of involvement of women and men.</td>
</tr>
<tr>
<td>STRATEGIC PLANNING AND ACTION PLANNING PHASES</td>
</tr>
<tr>
<td>---------------------------------------------</td>
</tr>
<tr>
<td>Use of gender sensitive indicators and disaggregated data to gain a clearer picture of the present situation and how the proposed activities will impact men and women.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Urban Consultations</strong></th>
<th><strong>Strategic Urban Development Plan</strong></th>
<th><strong>Action Planning</strong></th>
<th><strong>Local Resource Mobilisation</strong></th>
<th><strong>Public Private Partnerships</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote strategies of participation that specifically promote equal participation of men and women at all stages of the process.</td>
<td>Ensure the Municipal Gender Officers have a key role on the Municipal Planning Team in the process of finalizing the Urban Development Plan;</td>
<td>Ensure that the views of women are men are equally incorporated in the action plan through gender sensitive strategies in the working groups.</td>
<td>Examine ways in which women can contribute through in-kind contributions</td>
<td>Promote partnerships that address the needs of both men and women in the communities</td>
</tr>
<tr>
<td>Ensure women and men are equally involved in the working groups and other decision making mechanisms in the consultative process</td>
<td>Ensure that the plan is based on gender sensitive information and methodologies and takes into consideration the different needs and views of women and men.</td>
<td>Ensure the development of priorities takes women’s views into account through the use of specific priority setting methods in meetings and working groups</td>
<td>Ensure mobilization strategies do not have a disproportionate impact or burden on women in the municipality</td>
<td>Use gender as an entry point to greater support for PPP within civil society</td>
</tr>
</tbody>
</table>
| Overall Provision of Support to Municipalities | • Training of Municipal Gender Officers on Gender and Strategic Urban Planning  
• Ongoing support for activities of MGO’s  
• Promote involvement of MGOs on multisectoral teams such as MPT, Working Groups etc.  
• Development of gender and planning action plan with MGO’s  
• Facilitation of training of other municipal staff, particularly planners, in gender sensitive participatory urban management strategies.  
• Identification and mapping of groups in civil society working on gender issues  
• Support of civil society groups to be substantively involved in urban consultations, working groups and action planning from a gender perspective  
• Use of gender analysis to determine different impacts on men and women during impact assessment;  
• Promote strategies of participation that specifically promote equal participation of men and women at all stages of the process. |
| --- | --- |
| Strengthening Civil Society Participation | **KOSOVO WIDE SPATIAL PLANNING**  
• Training of Ministry staff on strategies to incorporate gender perspectives in spatial planning, including gender sensitive participation, gender analysis and the development of gender based indicators.  
• Training of Institute staff on gender and spatial planning including gender sensitive participation, gender analysis and the development of gender based indicators. |
| Provision of Support to Kosovo Institute for Strategic and Spatial Planning | **GENDER MAINSTREAMING**  
• Provision of Support to Ministry for Environment and Spatial Planning  
• Provision of Support to Kosovo Institute for Strategic and Spatial Planning |
CONCEPTS AND BACKGROUND

This first section provides a conceptual background to gender generally, in the context of Kosovo and in relation to the Urban Planning and Management Programme. These concepts will provide the foundation for implementing the UN-HABITAT Kosovo gender strategy and for using the tools found in the resource section of this toolkit.

Contents:

1. Gender Concepts
2. Gender and UN-HABITAT
3. Gender and the UPMP
4. Requirements for Effective Gender Mainstreaming in UN-HABITAT Kosovo
5. The Gender Situation in Kosovo: A Brief Overview
**Gender Concepts**

**Gender:**

Gender refers to the economic, social and cultural attributes and opportunities associated with being female or male. As such, gender is a concept that is rooted in the social dynamics between people in any given society. The different ways that men and women are perceived in a society will impact the roles, responsibilities, opportunities and access they have as a result.

Gender is not simply about biological sex. The concept of gender arose from the need to develop an understanding of the social roots beyond the biological distinctions between men and women. The definition of sex (as a biological term) did not give any insight into the social dynamics that developed as a result. Gender examines the social roles and relationships that arise as a result of this biological distinction. Men and women are expected to behave in certain ways, to take on responsibilities for certain spheres of life based on their biological sex. However, these roles do not necessarily have any link to male or female biological functions. For example, women are often expected to take greater responsibility in the domestic sphere (housekeeping etc) though there is no biological reason why men could not perform these functions equally well. It is therefore a socially defined tradition rather than a biologically defined one. Therefore, societies have created social identities for men and women that go far beyond the biological distinctions of their sex.

Ideas about men and women are not universal. This concept of the roles and responsibilities ascribed by society on men and women as a result of their gender has led to a very clear understanding that there is no universal vision of the roles of a woman or a man. Therefore, the concept of gender will play out very differently in different societies. For example, what it means to be a woman in Canada, and what it means to be a woman in Kosovo, in Guatemala or in Iraq will all vary considerably. In addition, within a society, gender perspectives will vary between cities and urban areas, as well as between women and men of different ages, ethnic groups and economic classes. It is clear that the social dynamics associated with gender are closely linked with other aspects of social identity, and provide a key insight into the understanding of a community, which is of particular importance when implementing programmes. Therefore, understanding the specific dynamics in a particular culture is essential rather than making universal generalizations.

Gender does not only involve women. One of the main confusions regarding the concept of gender is that it is only concerned with women's issues. This is misleading, and can result in misplaced strategies when incorporating gender. The concept of gender was in fact developed to ensure that there was a greater level of understanding of the social relationships between men and women and the inequalities that arise as a result. As such, gender focuses on the needs and roles of both men and women (and boys and girls). Both men and women can be treated preferentially or discriminatorily based on their sex and examining the situation of one vis-à-vis the other will highlight these differences. It is therefore both comparative and contextual and helps to develop a better understanding of social and cultural behavior.

Gender is an evolving concept. It is clear that gender roles and responsibilities evolve over time. The roles of a woman or man in Britain at the beginning of the 20th century are vastly different than the social norms around women and men today. Situations of social upheaval such as conflict can act as a catalytic factor in this
evolution, or conversely, can reverse much of the social evolution that has taken place. It is clear however, that notions of gender roles are closely intertwined with the evolution and social/political changes occurring in the society. This highlights the key point that gender issues are social processes that can be impacted and changed to improve the equality of people in a society. This is also important to consider in post-conflict societies, as the social/political upheavals which occur will have a marked impact on gender equality, as well as the general rate of social change.

**Gender Equality:**

Gender equality refers to the equal roles, responsibilities, access and opportunities of men and women, boys and girls in all aspects of society. This is the goal of all gender-focused work – to promote gender equality in all societies for all members of the society. It is important that gender equality be recognized as a strategic goal of developmental activities.

Gender equality implies more than merely numerical equality between men and women in a given situation, project or organization. It is about equal access to involvement, decision making and resources. This is important to highlight as many interventions focus on numerical representation while not adequately addressing the underlying power balance between men and women.

The goal of equality between women and men can be broken down as practical and strategic needs. This is an important distinction, as an effective gender mainstreaming strategy must address both. Practical gender needs focus on the immediate needs of men and women in a given situation – for example the need of women to have equal access to transport systems, or to educational services. Strategic gender needs refer to the longer term social evolution towards a belief in the inherent equality of women and men. Activities addressing practical gender needs should do so with a view to the longer term strategic needs for gender equality.

**Gender Mainstreaming:**

The idea of mainstreaming gender stems from the recognition that the differences and disparities between women and men are closely linked and impact all aspects of society. Therefore a gender perspective must be integrated at all levels and in all facets of urban planning and management.

This approach is not a set method - there is not one way in which to mainstream gender. Instead it is a conceptual approach, which will be implemented according to the particular institutional, social and cultural context within which the programme operates. Gender mainstreaming implies that a gendered perspective be integrated in every activity that is undertaken and informs decisions at both policy and operational levels. This is incredibly important as this differs from much of the focus on separate, women centred, projects. It is also important to clarify that gender mainstreaming is not a goal in itself. Instead, it is a way of working towards the goal of gender equality.

For gender mainstreaming to be successful, clear goals must be established for the incorporation of gender issues and the practical impact that the programme can have on gender. The development of gender mainstreaming action plans is a useful way of setting out the goals in moving from policy to implementation for mainstreaming gender. Mainstreaming gender perspectives in all activities and promoting mainstreaming in the MESP and the municipalities will be the basis of the UN-HABITAT Kosovo gender strategy.
**Gender Analysis:**

Gender analysis is a method of social analysis, and is a key tool for gender mainstreaming. When incorporating gender perspectives into a programme, it is important that there is a concrete understanding of the gender dynamics of that society. As mentioned above, gender roles and responsibilities will vary between cultures, and will change over time. Therefore an analysis of these dimensions provides the basis for determining how gender can be effectively mainstreamed.

Gender analysis provides a tool for understanding the causal relationships leading to gender inequalities in a society. This is of particular importance as it allows for projects to address root causes rather than more superficial aspects of inequality, and therefore promotes a greater and more sustainable impact. When undertaking a gender analysis, certain questions must be asked such as:

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

These questions will help to develop a picture of the roles, responsibilities, access and opportunities of men and women, boys and girls, and through a comparison of these a better understanding of gender inequalities in the society will emerge. In addition, understanding the way in which the decision-making structures and processes, the legal frameworks and religious and social norms all operate will elucidate a better picture of the gender situation.

Gender analysis will be an important tool for incorporating gender perspectives into various activities of the UPMP including Stakeholder Analyses, Impact Assessments and Urban Diagnoses. This will provide a foundation for understanding and for incorporating perspectives of men and women in urban planning and management.
**Gender and UN-Habitat**

The mandate of UN-Habitat is to promote sustainable human settlements development and adequate shelter for all. This mandate places special emphasis on equality and inclusion in all processes relating to the settlements in which we live – in governance structures, in structural planning and design, in municipal planning, and in decision making at all levels.

The Global Campaign on Urban Governance is the main vehicle for UN-HABITAT’s promotion of norms of good governance. These norms address key governance issues such as participation, inclusiveness, equality and civic engagement. As such, the promotion of gender equality is a necessary element in good urban governance. As the UN-HABITAT definition of good urban governance states:

> Good urban governance must enable women and men to access the benefits of urban citizenship. Good urban governance, based on the principle of urban citizenship, affirms that no man, woman or child can be denied access to the necessities of urban life, including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety and mobility. Through good urban governance, citizens are provided with the platform which will allow them to use their talents to the full to improve their social and economic conditions.

In order to achieve this, gender equality must be an overarching goal, and an integral part of all aspects of urban governance.

Gender equality is a key priority in UN-HABITAT’s mandate. In the Habitat Agenda, it is made clear that gender equality is not viewed as a separate issue in terms of the achievement of the overall goals of UN-HABITAT; rather it is an integral part of sustainable development and poverty eradication. Paragraph 44 of the Habitat Agenda states:

> [We] commit ourselves to the goal of gender equality in human settlements development and resolve to promote gender equality and the empowerment of women as effective ways to combat poverty and stimulate the development of human settlements that are truly sustainable. We further commit ourselves to formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making.

Article 46 of the Habitat Agenda then lays out more clearly the commitments to gender equality through:

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

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

(b) Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of indicators;
(c) Collecting, analysing and disseminating gender-disaggregated data and information on human settlements issues, including statistical means that recognize and make visible the unremunerated work of women, for use in policy and programme planning and implementation;

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

(e) Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making.

In addition, the Millennium Declaration, to which UN-HABITAT is committed, highlights gender equality as one of the main goals for the new millennium.

The inclusion of the goal of gender equality in the key steering documents of UN-HABITAT is a clear message regarding the importance of this issue to sustainable human settlements. UN-HABITAT has developed a Gender Policy to guide the implementation of gender mainstreaming activities and promote gender equality throughout all programme activities.

There are other legal documents dealing with equality that UN-HABITAT, as a United Nations agency, has a responsibility to uphold and promote. The most important of these is the *Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)*. The CEDAW is the key international legal instrument promoting and protecting the rights of women.

Building on this document in a 1995 UN Conference on Women in Beijing China, States adopted the *Beijing Declaration and Platform for Action*, a document which focuses much more on the concept of gender equality, and outlines the approach of gender mainstreaming as the central approach in working towards gender equality. These documents, together with the UN-HABITAT steering documents provide the legal and normative framework for gender mainstreaming in UN-HABITAT activities.

The Disaster Post Conflict and Safety Section focuses on developing the linkages between these policies and practice in UN-HABITAT field activities in post conflict settings. This is viewed as an integral part of DPCSS’s broader strategy of enhancing the social fabric of areas affected by conflict in order to promote sustainable reconstruction activities that address the needs of both men and women.

Therefore, at all levels of UN-HABITAT’s work, gender equality is central, both as a goal as well as a condition for success in developing sustainable human settlements.
GENDER AND THE UN-HABITAT KOSOVO URBAN PLANNING AND MANAGEMENT PROGRAMME

As gender equality is a central principle at all levels of UN-HABITAT’s work, integrating a gender perspective in field level activities such as the programme in Kosovo, is the ultimate practical application of this principle.

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

Determining which services will be prioritized in a settlement will have different impacts on men and women, and they will have different perspectives and priorities about these services. Men and women will often have very different opinions regarding which services should be a priority, as well as how those services can best be provided. Timing of services, especially water and electricity provision will have a much greater impact on the daily lives of women and it is important that their views be taken into account when planning such services.

The structural/physical environment has a profound impact on the way men and women live, how they interact, and how they are able to access the services and resources in their communities. Men and women will use their structural and spatial environments very differently, based on their roles and responsibilities, and will therefore have unique views on how that space should be planned, developed and managed.

Land use planning is of particular importance, as the distances between various services will often have a greater impact on women than men. For example, the distance to markets, health centers and schools can create an additional burden on women as the main caregivers for children and the infirm. Taking these issues into consideration when developing a settlements plan can improve the accessibility of these services to women, and reduce their daily workload if they are readily accessible. Zoning regulations will also have different impacts on men and women in a community. Women are more likely to engage in informal, or home-based, economic activities. As such, zoning regulations and provision of electricity can impact the access of women to income.

Gender perspectives provide valuable insight into the needs and views of all members of a community on the way they want to be governed, how they interact with their structural/spatial environment and ultimately how they want their settlements to develop.
REQUIREMENTS FOR EFFECTIVE GENDER MAINSTREAMING IN THE UN-HABITAT KOSOVO PROGRAMME

There are a variety of different challenges for gender mainstreaming at both the policy and operational levels. These challenges give rise to a set of requirements for ensuring effective implementation of gender mainstreaming. Underlying these requirements is the need for both conceptual and practical tools for mainstreaming gender in urban planning and management. Practitioners need to have a thorough grasp on what gender is, as a concept, and then have the tools to apply these ideas and principles in practice.

This section outlines these broader requirements that need to be considered for effective incorporation of gender perspectives in the Urban Planning and Management Programme in Kosovo.

1. A Comprehensive Understanding of the Gender Situation in Kosovo:
Despite the large scale international involvement in Kosovo since 1999, a comprehensive gender analysis has not yet been completed. A report on the situation of women and men in Kosovo is under preparation by the UNMIK Office for Gender Affairs. This document will provide baseline information and analysis for gender mainstreaming activities of UN-HABITAT. Maintenance of contacts with different agencies, NGOs and community groups is also very important to avoid stereotypical views of gender in what is a very complex society.

One of the main challenges in the Kosovo context is that much of the data are either unavailable or conflicting. Rates of unemployment, literacy and so forth vary greatly depending upon the source, making clear analysis more difficult. The most recent census for the area was undertaken in 1981, though a census is being planned for 2004.

Within the existing information, another issue is the lack of disaggregated data in most areas. This issue will be addressed to a certain extent by the report underway by UNMIK, however promotion of the collection of gender disaggregated data should be a foremost priority of UN-HABITAT as well as other agencies, ministries and municipalities.

2. Developing a Clear Role for UN-HABITAT in Gender and Urban Planning:
It is very important for effective gender mainstreaming that a clear strategy is developed, understood and committed to by UN-HABITAT staff in Kosovo. Because of the political situation in Kosovo, and the large role of the international organizations, it is doubly important that UN-HABITAT develop a very clear niche in terms of providing support on gender issues within the purview of urban planning and management, and the development of the new spatial plan. This will facilitate coordination with other international agencies as well as the development of effective relationships at the municipal and ministerial levels.

The newly adopted Kosovo Action Plan for the Achievement of Gender Equality provides a framework for agencies, ministries, municipalities and civil society to promote gender equality in all their activities. Where this plan does not address urban planning and management specifically, it should be taken as a framework by UN-HABITAT as it has been agreed upon by all key actors in the area. In addition, this will facilitate better coordination on gender mainstreaming with other agencies, ministries and the municipalities.
3. Avoiding “Policy Evaporation” in Gender Mainstreaming:
The development of policy on gender issues is advanced, both within the UN system and in other development organisations around the world. However often this policy is not effectively translated into the implementation of gender mainstreaming activities. The OECD’s Development Assistance Committee has identified this as the phenomenon of “Policy Evaporation”. This is defined as the watering down of gender policy to, for example, superficial references to women in project documents, and indicators measuring the number of women involved in a certain project. While these are important, it is vital that the gender mainstreaming activities go much deeper than this. It is at this level that many of the interventions fail, and thus fall victim to a substantive evaporation of the gender policy they are meant to be implementing.

One of the main requirements is greater understanding and conceptual commitment to gender policy by all members of staff implementing a project. This can be addressed through sensitization and training, but it also needs to be a longer term process through which all staff gain a practical understanding of the applicability of gender concerns in project implementation. This can also be achieved through sensitization and training campaigns that go beyond general training on gender concepts, and focus more on specialized issues of gender vis-à-vis various technical areas – i.e. spatial planning, urban planning and management.

4. Ensuring Accountability in Gender Mainstreaming Implementation:
Another important aspect that often gets lost when translating policy into practical implementation is the level of accountability necessary to ensure that there is a clear commitment to incorporating a gender perspective at all stages of planning. Accountability and the effective monitoring and evaluation needed to support this provide the superstructure that will allow planners to determine the impact of their activities, to measure progress, and to ensure that substantive gender mainstreaming is taking place.

Monitoring is particularly important because the social nature of gender roles and responsibilities in a society means that the situation of women and men are constantly evolving. It is therefore important that within a gender mainstreaming approach, priority is given to monitoring of the gender situation as a key indicator of the success of the project. Monitoring can also assist in highlighting the link between the practical and strategic gender needs of the population.

For accountability to be successful, clear targets and objectives must be outlined to facilitate gender sensitive evaluations. Commitment must be sought for these objectives from all levels of staff within the agency. Therefore it is important that when developing gender dimensions for a programme, all staff are involved or informed of the activities and their purpose, in order to ensure clarity, understanding and commitment.

The tool that can be used to fulfill this requirement is the development of gender sensitive indicators. The development of urban indicators is already a key aspect of urban planning and management. Gender should be integrated into these indicators for all areas. The mainstreaming of a gender perspective into all urban indicators will facilitate the analysis of how gender is impacting, or being impacted by, all other facets of the activity.

---

It is important that the indicators developed measure the actual gender roles and relationships and how they are changing. The indicators must be designed in a way that they see past more superficial aspects such as the number of women involved in a particular project. While such information is valuable, there is much more that needs to be measured in order to determine whether real social change is taking place as a result, and whether the practical and strategic gender needs are both being addressed.

In this context, the training of staff in developing gender sensitive urban indicators is very important. Institutional capacity to evaluate a programme based on gender aspects must be prioritized so that the monitoring and evaluation is a true reflection of the gender dimension and not a token reference to women in the indicators.

5. Ensuring Sustainability of Gender Mainstreaming Initiatives:
The thrust of gender mainstreaming as an approach is to ensure that gender perspectives are included in all aspects of programming, and that they are incorporated at the core of the institutions, not only within the development agency, but more importantly, within the institutions of governance in the society itself. This is a clear departure from separate, women specific, activities, as it was found that these were not adequately sustainable, and were less effective in addressing strategic gender needs.

Sustainability is of critical importance at this phase of international involvement in Kosovo. As the international community prepares to hand over an increasing amount of responsibility to local actors, it is of utmost importance that the focus on gender mainstreaming is the development of local capacity and commitment to undertake activities that equally involve men and women. This is also important as a guiding principle in UN-HABITAT’s work with the MGOs. It is of particular importance to ensure that all activities undertaken reinforce the sustainability of those offices, while promoting a broad institutional impact – that gender is effectively mainstreamed in municipal activities.

Therefore, UN-HABITAT’s focus should be to provide training of key officers in strategies of involving men and women equally in urban planning and management, and then move to a supportive role to promote the application of these skills at the municipal level.
THE GENDER SITUATION IN KOSOVO: A BRIEF OVERVIEW

This section attempts to provide a brief outline on the gender situation in Kosovo, particularly as it relates to the mandate of UN-HABITAT programmes in the region. It is important to note that a situation report on women and men in Kosovo is being prepared by UNMIK’s Office of Gender Affairs, and will provide a more comprehensive analysis on the gender situation than is presented here. As UNMIK is undertaking this work, it is not necessary for UN-HABITAT to prepare a parallel analysis, however once the report is completed, it is important that it is analysed from a human settlements perspective.

OVERVIEW:

There is a debate about how to characterize the gender situation in Kosovo. Many reports that have highlighted the vulnerability of women and the dominance of men have aroused criticism for oversimplifying the situation and not raising the important opportunities that exist. It is clear that the status of women and men, their experiences and interactions are varied and present a more complex reality. This complexity should be addressed at the municipal level, where planners and other staff can further examine the situation at the local level. However, there are Kosovo-wide experience and analyses that can provide a useful starting point for UN-HABITAT and the municipalities to address gender issues in their activities.

The situation of men and women in Kosovo has been impacted largely by the social political history of the region, particularly the events that have unfolded over the past decade. The move from communist rule, the conflict and subsequent partition of the region have impacted the social relations between men and women in a variety of ways. Most markedly, the conflict, interruption in education and health services and high rates of unemployment have worsened the situation of women vis-à-vis men in the area.

Conflict will have different impacts on men and women, both in the short and long term. An interesting example of this in the Kosovar context is the plundering of women’s gold during the flight of refugees from the area. The one asset that is solely owned by women is gold. This is particularly important in the broader context of their general lack of access to inheritance and ownership of other forms of property. During the exodus, an estimated 41.6% of families were plundered and an average of 3000DM (approximately 1500 Euros) in gold was taken per family.2 As UNIFEM observes: “Given women’s reliance on gold/jewellery as a safeguard asset, this plundering during the war has enormous implications for women’s economic autonomy and vulnerability in this post war situation.”

There are also positive factors influencing Kosovo in the post-conflict phase, particularly in terms of possibilities for greater gender equality. The young demographic of the population is one of the most visible. Kosovo at present has the youngest population in Europe. A reported 63% of the population is under the age of 30.4 This has a positive impact on equal roles of men and women, as this younger generation tends to have a more open world view. In addition, they have been influenced by the large Albanian diaspora, some of whom remain abroad, others who are now returning to Kosovo. These people bring with them new ideas about gender

---

2 RIINVEST War Consequences on Family Economies and Businesses December, 1999
3 UNIFEM Women at Work, 2000 p. 91
roles and responsibilities, largely influenced by western European cultures.\(^5\) Another trend worth noting is the increased migration to cities since the war. This can have both positive and negative consequences and it an important factor to keep in mind in terms of urban planning and management, spatial planning, and gender.

Education has also been cited as a central priority for any efforts to improve gender equality in Kosovo. The levels of education and training of women and girls are closely linked with the economic problems and high levels of unemployment in the area. Together, these factors work to further disadvantage women vis-à-vis men in Kosovo. Education is a key foundation for gender equality, and therefore must be a priority in Kosovo.

Employment is another key sector that has been highlighted as a priority for promoting equality between men and women in Kosovo. Studies have shown that women are presently disadvantaged compared to men in terms of levels and scope of employment, which in turn impacts their access of other opportunities and choices in their lives. However several opportunities have also been identified to improve equality between men and women in terms of employment, and these should be capitalized on in municipal planning.

The rural/urban dichotomy is marked in Kosovo, particularly in these two areas of education and employment. The reasons behind this however, are more complex than simply higher levels of conservatism in rural areas. Issues of infrastructure and economic opportunities in rural areas compared with urban centers accounts for much of the discrepancy. This is an important point to note, as it highlights a key entry point for improving the equal representation of women in education and economic sectors, particularly for municipalities.

The diverse situations of men and women is another aspect that should be stressed. It is overly simplistic to identify one set of experiences for women or men in Kosovo. Women in particular demonstrate a range of interests, abilities and roles in the society. Their experiences vary between urban and rural areas, and through different ages brackets. It has also been highlighted that the barriers to equality between women and men are not only stemming from male resistance to women playing a more active role or having greater control over areas of her life. Women play a role in this as well, particularly in the context of the in-law relationship.\(^6\)

The role of the family structure is another striking feature impacting on gender equality in Kosovo. There is a tendency for greater constraints to be placed on women living in extended family situations. However, there is an increased trend in Kosovo towards nuclear family based households. Studies report that women in nuclear families tend to have greater access to land, decision making and control over savings or income.\(^7\)

---

\(^5\) UNIFEM Women at Work, 2000
\(^6\) See UNIFEM Women at Work, 2000 for elaboration on these issues.
\(^7\) Ibid
**OPPORTUNITIES FOR PROMOTING GREATER GENDER EQUALITY AT THE MUNICIPAL LEVEL:**

The municipal governance structures that have been set up in Kosovo give a great deal of responsibility to the level of municipalities. This decentralisation is an excellent opportunity for UN-HABITAT to promote concepts of gender equality within an urban planning and management framework – particularly with a participatory approach.

The institutional structures of the municipalities are the primary entry point where UN-HABITAT can have a positive role in the area of gender equality. The appointment of Municipal Gender Officers in each of the municipalities is an important first step in this process. It is critical that UN-HABITAT provide support for these officers in terms of promoting their role on the Municipal Planning Teams, and as effective gender mainstreamers in the urban planning and management process more broadly. This should be achieved through ongoing training and support for the MGO's on issues of gender and urban planning and management; and coordination and involvement in other training of the MGO's with other agencies (UNMIK et al).

The planning process itself is an entry point for increased involvement of women from various sectors and segments of the population to have a more equal voice in determining the way their urban spaces operate. The development of gender components for the training manuals in strategic urban planning is an important first step towards developing the capacity of municipalities to equally involve men and women in planning.

From a thematic perspective there are many opportunities for more equal involvement of men and women in municipal programmes and improving the impact of services on men and women, boys and girls. Promotion of equal economic opportunities is an important aspect in which strategies for gender equality can be implemented at the municipal level. In order to achieve this, municipalities must have a clearer view of the economic activities being undertaken by women and men as a starting point. This is of particular importance, as many of the activities undertaken by women are more hidden, as they tend to be concentrated in the informal sector.

Promotion of participation by women in all sectors of municipal planning and management is another theme that should be stressed, though it has already been mentioned in the context of the urban planning and management framework. Engaging women as equal participants in civic engagement will have great benefits for the development of the municipalities, for addressing the practical needs of women and men, as well as for addressing the strategic needs of greater gender equality in Kosovo.

**AVAILABLE INFORMATION ON GENDER ISSUES IN KOSOVO:**

Reliable information on the situation of men and women in Kosovo is difficult to come by. Much of the data that is presently available is contradictory, or not verifiable. At present, the UNMIK Office of Gender Affairs is coordinating a report on the situation of men and women in Kosovo. Hopefully the publication of this report will serve to clarify some of these issues. This report will combine qualitative and quantitative data and field research and analysis to provide a more comprehensive view of the gender situation. Three areas have been highlighted as the framework for the report – institutional basis for gender equality, life spheres of women and individual equal rights. Despite this upcoming report, there remains a grave need for reliable disaggregated demographic data on the population in Kosovo through a census or
other comprehensive survey. The disaggregation of data should be a common policy of all international organizations, NGOs and government agencies operating in Kosovo, as well as within the Provisional Institutions of Self Government.

The UNDP Human Development Report (2002) for Kosovo includes a Gender-related Development Index (GDI), which measures the same indicators of human development from a gender perspective. The report highlights women’s role in the economy as the most marked discrepancy between women and men in terms of human development in Kosovo. This report ranks Kosovo as the lowest in the South Eastern European region based on the analysis of their Gender-related Development Indicators.

LEGAL FRAMEWORK:

A gender equal legal framework enshrines the equal status of men and women in law, and provides the basis for the protection of that equality. Legal recognition of the equal rights of men and women in all areas of life creates an institutional foundation for systems promoting gender equality to develop in the society. In many cases the legal framework and the practical situation and implementation of those laws differs greatly. It is important therefore to gain a clear understanding of both the legal and practical aspects to understand the present status of women and men, and to identify opportunities for promotion of greater equality.

The development of a legal and constitutional framework in Kosovo is still in progress. The present constitutional framework sets out that:

“The Provisional Institutions of Self Government shall observe and ensure internationally recognized human rights and fundamental freedoms including those rights and freedoms set forth in:…[among other documents cited]
The Convention on the Elimination of All Forms of Discrimination Against Women”

The other reference made to gender in the framework is that it outlines Gender, Minors and Family as an area of responsibility for the Provisional Institutions of Self Government. Outside of these references, very little in terms of a legal framework for gender equality presently exists in Kosovo. However, moves are underway to bring a draft law on gender equality to the parliament as the first piece of legislation to be proposed by the Kosovo Assembly. It is expected to reach parliament in the autumn of 2003. The draft law will address issues of:

- Education  
- Labour  
- Social Welfare  
- Economy – including women’s property rights  
- Right to Heritage  
- Age of Consent  
- Child Custody  
- Abortion

Work is also being carried out by a Gender Equality Committee of the Kosovo Assembly to examine how the Convention on the Elimination of all Discrimination...
Against Women (CEDAW) can be applied and how the legislation that is being developed corresponds with this and other international instruments. Information and training on the CEDAW is being carried out with the support of UNIFEM in partnership with NORMA, a local NGO providing legal services and advocacy. Training is also ongoing in the Kosovo Police School to sensitize future police staff on gender issues, particularly in terms of domestic violence, trafficking in women and human rights.

The Kosovo Action Plan on the Achievement of Gender Equality was launched on May 27, 2003. This document provides an important framework for practical application of principles of gender equality in Kosovo, and has the commitment of government at the ministerial as well as municipal levels.

Traditional, or customary, law, though opinions differ on how widely it is accepted in Kosovar society today, does still have a degree of influence in the legal system. In the absence of a legal framework after the conflict, some communities are referring to traditional law for guidance. In addition, it is permitted for judges in the present system to use the traditional codes in their judgments.9

In terms of child custody, the legal framework is concerning, as it disadvantages women attempting to gain custody, either in cases of divorce or widowhood.

In terms of urban planning, the legal framework will provide the overarching context within which the municipalities operate. Understanding the legal system in terms of its impacts on men and women will help planners identify vulnerabilities as well as opportunities when planning services and other interventions in urban areas.

**LAW AND ORDER:**

Systems of law and order will impact men and women differently – particularly in post-conflict settings. The issue of a functional system of law and order has been identified by Kosovars as one of the most critical needs in Kosovo at present.10 As such, it is important to understand how the present system of law and order is impacting men and women.

The issue of insecurity has had a disproportionate impact on women since the conflict, most prominently in the spheres of employment and education. Women and girls have been more restricted in their ability to take certain types of jobs because of fears of security. Insecurity is also one of the underlying factors why many girls have not attended school, particularly at the secondary level. As such, the re-establishment of law and order and its continued functioning is critical for the promotion of equal access for women and girls in the society.

Training and mobilization of a national police force has been a key aspect of re-establishing a functional system of law and order in Kosovo. The Kosovo Police School has reported that 16% of their trainees have been women. This has been identified as a good example of a gender mainstreamed initiative in the post-conflict system in Kosovo.

The functioning of law and order, and issues of security in urban areas will have a great impact on the work of municipal planners. This is particularly important from a gender perspective, as providing services that consider men and women’s different

---

9 UNMIK – Information obtained during interview with Political Affairs Officer, OGA
needs in terms of security will improve the overall effectiveness of municipal services and increase equal access of women to these services and other opportunities.

**GENDER AND PROPERTY RIGHTS:**

The equal right to ownership of land and other forms of security of tenure is an issue that women around the world are dealing with. Security of tenure impacts many other aspects of life, and has served to marginalize women vis-à-vis men in many areas, particularly in post-conflict settings. It is an issue that forms an important part of the context of any municipality in urban planning and management.

Equal property rights is one of the most important issues in terms of the promotion of gender equality in Kosovo. Property rights provide a good example of the contradictions between the system of customary law and modern laws and the impact these both have. At present, the legal framework, enacted in 1989 by the Yugoslav government, does provide for equal ownership of property and inheritance. The issue therefore centers around the extent to which these laws are applied.\(^{11}\)

There are differing opinions within Kosovo as to the extent to which the customary laws are followed at present. Though it is likely that the application of these laws varies throughout the region, it is important to understand how the traditional legal system impacts women and men. This is especially relevant at the present time, for while the legal and constitutional system is being established, there are some reports that communities are referring to the traditional frameworks for guidance in this time of uncertainty.\(^{12}\) The traditional codes appear to be particularly influential in questions of property rights for women, which makes it especially relevant in this regard.

The traditional legal system in Kosovo is one of several regional legal codes that developed over centuries in the region. This particular legal code, known as the Kanun of Lek Dukagjin dates from the 15\(^{th}\) century. The Kanun lays out rigid laws on all facets of society, and in terms of the status of women, provides very few legal rights at all, including no right to property.

Concern cited by women about demanding rights to equal inheritance and land in terms of creating rifts with the family and recognizing the possibility of being ostracized when they were aware that in many ways they would still need the support of their families. Their conclusion was that the land was not worth the other negative impacts that demanding their rights would bring about.\(^{13}\)

One of the most important issues affecting women’s equal access to property is awareness of their rights, both by women and men in the communities. NGOs working on legal issues in the country have identified a critical need to educate communities about the legal frameworks and mechanisms and their legal rights so that they can become advocates on their own behalf.\(^{14}\)

Access to property for women will impact many other aspects, and can constrain women’s ability to participate in various spheres of life. It is therefore very important

\(^{11}\) See *Women’s Equal Rights/Access to Property in Kosovo: A Provisional Assessment*, Marjolein Benschop, UN-HABITAT, 2000 and *Housing and Property Rights in Post-Conflict Situations and During Reconstruction: Kosovo*, UN-HABITAT, forthcoming.

\(^{12}\) Information gathered from various staff of local NGOs in Kosovo

\(^{13}\) UNIFEM *Women at Work*

\(^{14}\) NORMA and Partners Kosova are two such organizations who address this issue.
that municipal planners are aware of these challenges, promote equal access in practice as well as within the legal framework, and ensure that all interventions serve to enhance equality between women and men in this regard.

**EDUCATION:**

Equal access to education for women and men, boys and girls is one of the central issues when considering gender equality. Ability to access education, from the primary to secondary and post secondary levels will improve the basic situation of women and men in terms of issues such as poverty, health, employment and so forth. In addition, equal access to education is key in addressing more strategic issues of gender equality as it tends to promote greater overall equality in roles and status of men and women, boys and girls in different societies.

The education system has suffered a great deal from the ethnic conflict in the region, with the closure of many schools, particularly in rural areas. Of the 1,050 schools in Kosovo, 266 were destroyed in the conflict, and of the remaining schools, 45% had suffered severe damage.¹⁵ This scarcity of education services impacted the enrollment rates of girls more intensely than boys, as girls were often held back from attending school because of the increased distance they would have to travel and the insecurity of the area. In addition, the economic downturn in the region forced families to prioritise schooling rather than sending all children to school. Girls invariably lost out in this system and the enrollment rate of girls compared with boys declined further. This is particularly marked in secondary school enrollment. An international organization operating in the area reports that only one in three girls attend secondary school in Kosovo.

The low levels of education of women is cited by many groups as one of the main priorities that must be addressed to improve levels of gender equality in Kosovo.

In the area of literacy, women are more disadvantaged than men – with 89.8% literacy among women compared with 97.7% among men according to the UNDP HDR. This information is important for the development of literacy programmes for both women and men.¹⁶

The provision of education services by municipalities will be a key intervention impacting equality between women and men, boys and girls in Kosovo. Therefore, awareness by urban planners of the needs for equal education of boys and girls to provide the foundation for equality in other spheres of life is critical.

**GENDER AND MINORITIES:**

The situation of men and women in any given society will be impacted by many other socio-economic factors. Ethnic minorities are subjected to various restrictions in many countries, including restricted freedom of movement, legal protection and so forth.

The situation of men and women in minority communities in Kosovo is expected to differ from that of the majority Albanian population as the general situation of minorities differs. Restrictions on freedom of movement is one key aspect of the minority situation in Kosovo that will have a different impact on women vis-à-vis men,

---

¹⁵ Chris Corrin *Gender Audit of Reconstruction Programmes in South Eastern Europe The Urgent Action Fund and The Women’s Commission for Refugee Women and Children, June 2000.*

particularly in terms of their personal security, access to information and other opportunities. Though little gender disaggregated information is available, it is likely that these restrictions in terms of movement and security have an extreme impact on women in minority communities. It is important to highlight the situation of minority women in particular as both their minority status and their status as women will influence their needs and perspectives on urban management issues.

This aspect should be considered by planners when carrying out stakeholder analyses and other diagnoses at the municipal level, as it highlights the fact that women in different segments of the society will face different challenges in participation and access to services provided by the municipalities.

**ACCESS TO INFORMATION:**

Equal access to information is one of the most basic issues in gender equality. It is so important that men and women are able to get information on their environment, their community, issues that impact them. Raising awareness of women equally to men in various issues including service provision, health related issues and legal rights has served, in many countries, to improve the overall functioning of the community as well as advancing equal status of women vis-à-vis men.

The accessibility of information for men and women equally has been an issue that has been raised as a concern by various groups examining the gender situation in Kosovo. The role of international agencies in this regard is crucial, and all efforts should be made to develop gender sensitive strategies for disseminating information to all sectors of the population, particularly women.

The literacy rate of women compared with that of men is cited as one of the obstacles for women accessing information. In addition, language barriers have created difficulties for many women in using information and participating in public meetings on issues that impact them.

Equal access to information will be a key issue for urban planners in Kosovo during the participatory urban planning and management process. Information is the first level of participation, and provides the foundation for the community to begin to develop greater levels of participation with the municipality. If women are not able to access the information equally, they will disadvantaged at the outset of the process.

**POLITICAL AND PUBLIC PARTICIPATION:**

Participation of men and women occurs in different forms based on the culture and context in which the interactions are taking place. Equal participation is both part of the process of promoting gender equality, as well as one of the ultimate goals. The ability of men and women to participate equally in public and political spheres will have a great deal to do with their levels of access and equality in many other areas of life. Level of participation will also be linked to the important issue of women’s equal access to decision making. Equal participation will also serve to improve equality between women and men in these different areas.

In terms of national political participation, of the departments that have been set up (to become Ministries), two are headed by women. Within the Kosovo civil service, data is presently being disaggregated to determine the gender balance. Gender Equality Committees are being set up at the level of the Kosovo Assembly focal points within the various ministries to promote strategies for greater gender equality in their institutions and the implementation of their work. The Ministry for Agriculture
has been particularly successful in devising strategies to promote gender equality through the work of the ministry. Finally, an Advisory Committee on Gender Equality has been set up in the Prime Minister’s office.

The elections, held in 2000, sought to promote greater representation of women in elected positions. A quota system was adopted by OSCE requiring one in every three candidates on the party lists to be a woman. The goal of this was to promote one third representation of women in the assembly. However, the final result brought only 8% women into the elected body. This was attributed to the open ballot, which allows the voters to select an individual candidate rather than a party. In the second election, closed ballots were enforced, raising the levels of women elected to the assembly.17

This experience highlights the reluctance of the general population to accept women in public political roles and can thus be viewed as an important lesson. Though the promotion of gender equality will undoubtedly be advanced by the roles these elected women will play, gender approaches require both top down and bottom up measures to be sustainable. This is of particular importance in the context of UN-HABITAT’s work in Kosovo, as integration of gender issues in urban planning must include real efforts to substantively involve women as well as men in order to lay a foundation for greater gender equality in the society as a whole.

It is also important to note that experiences of other agencies at the community level suggests that women in particular (though it was noted by both men and women in the communities) have less faith in the role of the municipalities, and therefore less confidence in the importance of their own participation. The token representation of women at the municipal and central level was cited by some women as a key factor in this perception.18 This is an issue that needs to be addressed in order to facilitate equal participation of men and women from the communities at the municipal level as well as ensuring equal representation of women at the municipal level.

In the municipalities, the Local Administrative Boards and Municipal Assemblies were, as of 2001, overwhelmingly male, with 90% and 87% representation of men respectively.19 These statistics highlight the importance of the appointment of Municipal Gender Officers and the emphasis that needs to be placed on training them and providing ongoing support to ensure that they are able to act effectively to promote gender equality in all areas of municipal governance.

---

17 OSCE Voters Voices, 2000
18 Interview with Visare Gashi, Team Leader Employment and Community Outreach Team, UNDP, May 2003.
Traditional participation of women is not common in the village council system. However, in some municipalities, the Municipal Gender Officers are setting up gender focal points at the village level. This will hopefully improve the involvement of women on the village councils.

Within the municipal structure, Municipal Gender Officers have been recruited through UNMIK OGA. These officers have received initial training on gender concepts, and are continuing to receive training on other aspects of gender and gender mainstreaming. These MGO’s are a critical resource and it is important that they are adequately and effectively supported by the international agencies to ensure their ability to mainstream gender, rather than having gender issues reside solely within their work in the municipalities.

In terms of public access, the high prevalence of women in public places manifests itself among the younger generations, who represent a disproportionately high percentage of the overall population. This social entry point is an important opportunity in terms of gender equality. Involvement of youth and reinforcement of norms of gender equality among this group should be prioritized through interventions at municipal and national levels.

Public participation for women and men equally will be at the heart of the participatory urban planning approach of the municipalities in Kosovo. This should be prioritized at all levels throughout the process. In terms of more formal political participation of women equally with men, municipalities should play a key role in promoting equal opportunities for women and men in their institutions. A greater focus on gender equality in the municipalities generally supported by UN-HABITAT will help to facilitate this.

**EMPLOYMENT AND ECONOMIC OPPORTUNITIES:**

The extent to which men and women are equally able to access employment and the resulting control they have over financial resources will have a huge impact on gender equality. The way that employment is measured is another key issue when examining gender roles and responsibilities in a society. On average, women tend to be employed in productive and reproductive tasks that take place outside the formal sector of the economy. As such, much of their contribution can often be hidden in traditional analyses. The role of municipalities in supporting the greatest possible productivity of their population should therefore ensure that both formal and informal forms of employment are considered.

The unequal involvement of women in employment and in economic life has been identified as one of the key concerns in terms of gender equality and development in Kosovo. It is also of concern as the high level of unemployment tends to have a more detrimental impact on women than men, both in direct economic terms as well as in indirect spheres such as education. However, it should not be viewed as being a fully negative picture in terms of the involvement of women in the economic sphere. A report by UNIFEM highlights the varied experiences of women in the employment sector, as well as opportunities to improve equality between men and women in this sector.

It is estimated that the unemployment rate in Kosovo as of January 2003 is 49%. This information, gathered by RIINVEST, differs from other employment figures – which list as high as 75% - as it accounts for informal employment through ownership

---

of land and informal agriculture. This will impact little on the rates of unemployment among women vis-à-vis men in this study, as few women in Kosovo own land. However, it is interesting to note the figures cited by RIINVEST, of a male unemployment rate of 40.8% and a female unemployment rate of 63.6%.21

The ratio of employment in urban compared with rural areas from the RIINVEST survey is also instructive. Other reports have given rates of employment of women in the total workforce at 37% of the workforce in urban areas are women compared with 21% in rural areas.22 Though this may appear to suggest a discrimination against women’s employment in rural areas, the overall differential between rural and urban employment, including male employment levels, also shows a reasonably high difference – urban unemployment is 43.6% while rural unemployment is 54.5%.23 What this information suggests, and has been supported by information from UNIFEM, is that though women are discriminated against based on their sex to a certain degree in terms of employment in rural compared to urban areas, there are also a variety of other mitigating factors impacting the access of both women and men to employment in rural areas.

Some of the key constraints identified by UNIFEM included lack of time/child care responsibilities, lack of education, lack of employment opportunities in their area, lack of capital/resources and lack of transport facilities. Each of these issues would be mitigated in some way through municipal programmes to promote equal employment opportunities. Family duties was also cited in the RIINVEST report by 48.8% of women as a constraint to employment.24 It should be noted that opposition by husbands/family to women’s employment has been found to be less of a barrier than in other countries.

One of the most important opportunities is the fact that there appears to be no set cultural barriers to women working outside the home, for example on religious grounds. This is important as it simplifies somewhat the issues to be addressed in promoting women’s equal access in the workforce. This is an area that should be prioritized in urban planning at the municipal level.

The types of employment that women are presently engaged in vary, though segregation of sexes in terms of employment remains quite common. This table, from UNIFEM’s report Women at Work, illustrates the diverse activities women are taking up outside the home in Kosovo.

---

The involvement of women in small businesses is an area that should be capitalized upon and promoted. This represents a possible opportunity for improved gender equality in Kosovo. Between September 2000 and September 2001, the number of women owned businesses in Kosovo increased by 113%.25

Because of the legal constraints around inheritance and ownership of property, access to credit in the formal sphere is also more difficult for women than it is for men. This is a particularly important issue for consideration at the municipal level in terms of promotion of small business enterprises, which women are presently involved in and indicate a desire to become more so. However, it should be highlighted that the system in Kosovo has focused on informal credit since the banking crisis in the 1990’s and women appear to be well represented in accessing credit through informal channels.26

Equal economic opportunities and employment for women and men in Kosovo will be an important consideration for municipal planners in a variety of ways. As women tend to be more engaged in the informal sector – particularly home based economic enterprises, zoning laws, and transport routes between residential and commercial areas will have a unique impact on them. As stated by UNIFEM:

Women’s economic situation at present is in a state of flux and women, the community and policy-makers must take advantage of the fluidity of the socio-economic situation in Kosovo to develop and enhance the economic opportunities of Kosovar women.27

**MARRIAGE, DIVORCE AND WOMEN HEADED FAMILIES:**

The rights and control that men and women have in terms of marriage and divorce vary broadly between cultures. This control will impact many other areas of life and the roles that they are expected – and forced – to play as a result. In post conflict situations, women headed families are becoming more common and are an area of concern for many interventions. However, it is very important to understand both the challenges and opportunities available to women headed families and to design interventions that promote their overall well being and equality in the context of equality in the community more broadly.

26 See UNIFEM Women at Work and RIINVEST Labour Market and Unemployment in Kosova for elaboration of this point.
27 Women at Work, 2000 p. 28
One phenomenon that is important to note is the high incidence of what are termed “white widows” in Kosovo. This refers to women whose husbands have migrated abroad – mainly for economic reasons, but also previously to avoid compulsory military service under Serbian rule. It is estimated that approximately 400,000 men between the ages of 25-45 have migrated, leaving wives and children in Kosovo. The husbands return generally once yearly, and regularly send money back to support the family. However, this leaves the women alone raising children and running the household. No information is yet available on their status (economically etc) compared with other families, both male and female headed.

Many cases have also been reported of men who have migrated remaining abroad and enacting separation with their wives in Kosovo. These women are particularly disadvantaged as they do not have legal recourse to claim property or custody of their children. NORMA, a local organization focusing on legal advocacy and services provides representation for women in these circumstances, as well as undertaking awareness raising in communities on legal rights of women. This highlights the need for a more comprehensive legal framework protecting equal rights of women and men, and for parallel programmes raising awareness of men and women about their equal rights.

An understanding of these issues and particularly how they may disadvantage women in society is very important for urban planners in Kosovo. This will help to create a comprehensive picture of the entire population, and will point to interventions that can improve both the practical and strategic positions of women vis-à-vis men in urban areas. The needs of women heads of households has been highlighted by many groups in Kosovo. These groups emphasize the need to provide means for these women to independently support themselves – in terms of economic opportunities and services, as well as access to property and legal rights. As such, this is a particularly important aspect in post-conflict Kosovo, and one that urban planners need to consider when devising strategies for participation, developing priorities, and planning services and other programmes in the communities.

**The International Community and the Promotion of Gender Equality in Kosovo:**

The impact of international operations on equality between men and women in the local culture will occur on a variety of levels, both formal and informal. This is an issue that deserves greater attention in all major international operations, particularly in post-conflict situations.

Several reports have been released examining the impact that the huge international presence has had on equality between men and women in Kosovo. There tends to be concern regarding the extent to which the international agencies have prioritized gender equality as an issue, and the effectiveness of the strategies that have been undertaken to truly mainstream gender throughout reconstruction and development activities in the area.

Many of these issues are alluded to in the preceding thematic sections of this paper, however there are some other aspects that relate directly to the operations of the international agencies that should be highlighted in relation to the work of UN-HABITAT.

---

28 Based on information from personal interview with Political Officer, Office of Gender Affairs, UNMIK
Coordination on gender related issues is a key aspect that has been criticized, and remains an area of concern in effectively promoting gender equality in all international activities in Kosovo. Despite the fact that the international presence in Kosovo is being scaled down, there remains a great deal of opportunity to positively impact the equal status of women in the region, and every effort should be made by all agencies in this regard.

A variety of offices exist within the UNMIK structure addressing gender issues, including the UNMIK Office of Gender Affairs, UNIFEM, and the gender advisor structures within the OSCE. In addition, most agencies have identified gender focal points to further promote gender equality in their activities.

These offices are involved in a variety of supporting activities, including providing inputs to the development of a national gender equality law, supporting the development of the Kosovo Action Plan for Gender Equality, establishing the offices of Municipal Gender Officers in the municipalities, and providing support at the ministerial level for gender mainstreaming.

One of the most important recent developments is the launching of the Kosovo Action Plan for Gender Equality. This is an important platform for international agencies to promote the practical implementation of gender strategies at the central and municipal levels. This Action Plan was coordinated by UNIFEM, with inputs from various agencies and organizations working on gender issues in Kosovo. It provides clear strategic objectives that touch on all different spheres of life, and therefore is a particularly valuable tool for implementation of gender strategies at the municipal level.

**Gender and Women’s Civil Society Organisations in Kosovo:**

There are many groups working on women’s issues at the community level in Kosovo, and a strong network of women throughout the region. This section profiles a few groups that may be important links and resources for future UN-HABITAT work in Kosovo. This list is by no means exhaustive, and efforts should be made to expand the network of contacts with women’s groups in Kosovo as the programme progresses.

Contact has been made with these groups, which should be maintained through the Gender Focal Point in the short term and through the national gender officer in the long term. These groups represent important avenues for strengthening civil society and municipal links in the next phase of the UN-HABITAT programme. For contact details of these groups please refer to the index of organizations in the UN-HABITAT office.

**Centre for the Protection of Women and Children**
The CPWC is one of the oldest NGOs in Kosovo. It was founded in 1993, and worked actively through the conflict and now in the post-conflict phase. The focus of the organization is on issues of women’s and children’s rights, and gender based violence. CPWC operates in 10 locations: Pristine, Skenderaj, Mitrovica, Peje, Decan, Gjakove, Rahovec, Malisheve, Suha Reke, and Kacanik.

**Motrat Qiriazi**
Motrat Qiriazi is one of the oldest NGOs on Kosovo, and operates to provide support and advocacy services to women and girls in rural areas. In addition, MQ facilitates the Kosovo Women’s Network, a network of women’s organizations throughout...
Kosovo. MQ operates at present in Has, Mitrovica, Krushe e Vogel and Prishtina. MQ has been operational since before the war, and has provided a variety of services, including trauma and recovery work – particularly in terms of providing aid and support to displaced women during the conflict. In addition, they have been involved in awareness raising and education programmes, particularly in terms of trafficking of women and girls. Since before the conflict, MQ has undertaken community development programmes that are continuing today including human rights education, skills training, health education and the establishment of libraries.

**Kosova Women’s Network**
The Kosova Women’s Network is a network of women’s groups from all different ethnic groups, both those that were established prior to the conflict, and those that have emerged after the conflict. These groups operate a variety of services including courses, trainings, aid, psychological support as well as working on social problems affecting women and girls such as violence against women, trafficking for prostitution, low enrollment of girls in school. Information about contacting the member groups can be found on the website.

**Kosovo Woman Initiative (IFK)**
IFK is based in Gjakova, with activities throughout Kosovo. They undertake training in a variety of areas, including advocacy, strategic planning, network development. IFK also has a variety of other programmes including awareness raising on issues of women in politics through public debates on women’s political participation, Albanian language courses for Bosniak communities, and awareness raising on issues of domestic violence. The organization was founded in 2002, but already has a wide range of activities.

**NORMA**
NORMA provides free legal services in four offices around Kosovo. This service is provided to both men and women for a variety of cases. However, many of the cases deal with property and inheritance, issues that affect women in particular in Kosovo. NORMA is also involved in training of jurists and public officials, as well as training on legal issues at the community level. The organization also addresses the issue of missing persons, another aspect of post-conflict reality in Kosovo that has a specific impact on women. They are advocating to change the legal provisions to allow widows to claim rights of persons who disappeared during the conflict. NORMA also supports literacy training for women in communities as well as training at the municipal level on legal issues including the application of CEDAW.

**Partners Kosova**
Partners Kosova is an NGO focusing on conflict resolution, with a specific emphasis on training and advocacy for women and girls. They undertake organizational training in issues of conflict resolution, negotiation, mediation, strategic planning, facilitation and communication skills. The organization operates in 5 municipalities and assists in advocacy and mediation on issues of property and housing disputes, as well as family disputes.

**Edona**
Edona is an Ashkali women’s organization, based in Dubrave village near Feresaj. The organization was founded in 2000 and focuses on the provision of training for women in literacy, computer skills, women’s and children’s rights, domestic violence and family planning. The group is very active in the Feresaj area addressing Ashkali women’s issues.

**Kosovo Knot**
Kosovo Knot is based in Mitrovica, and addresses gender and environmental issues. They have worked on the development of support systems for victims of domestic violence in the municipality of Zvecan, among other activities.

**Centre for the Rehabilitation of Mothers and Children**
The Centre for the Rehabilitation of Mothers and Children has been operating in Kosovo since before the war. The focus of the organization is on the protection of women and children – particularly orphans – through provision of day care services, trainings and psycho social care. The executive director is a member of parliament, and therefore they are of particular interest as contact can provide insight from the community level as well as in terms of what women are doing in parliament and the issues of gender at the central level.
UN-HABITAT
Kosovo
Gender
Mainstreaming Strategy
THE ROLE OF UN-HABITAT IN PROMOTING GENDER EQUALITY IN KOSOVO: A GENDER MAINSTREAMING STRATEGY

UN-HABITAT’s Programme in Kosovo works closely with the Ministry for Environment and Spatial Planning (MESP). It is providing support for the development of a Kosovo-wide spatial plan, as well as supporting the establishment of an Institute for Strategic and Spatial Planning. In addition, the UPMP is engaged at the municipal level, providing training and on the job support on strategic urban planning and management. Within this framework, the promotion of gender equality in the urban planning framework is of great importance.

Urban planning and management is part of the broader framework of urban governance, and impacts all areas of social life. As such it is important that UN-HABITAT play an effective role in building the capacity of municipalities to develop systems of planning and management that positively reinforce gender equality within their structures and their communities.

Therefore, this strategy provides overall direction for mainstreaming gender in UN-HABITAT’s Kosovo programme. The strategy identifies key needs, opportunities and activities necessary to effectively integrate gender perspectives in urban planning and management. The guiding principle of this strategy is to provide support for the sustainable development of capacity to incorporate gender in all planning and management activities at all levels.

Tools to practically apply this strategy are incredibly important. The Kosovo Action Plan for the Achievement of Gender Equality should be highlighted here as the key framework within which UN-HABITAT should work to promote gender equality in Kosovo. The Action Plan has been developed through broad consultation with different actors in government, civil society and the international community in Kosovo. Tools should be developed with an eye to promoting the implementation of the Action Plan, as the Action Plan provides an important context for this strategy.

1. Gender Mainstreaming within UN-HABITAT Kosovo Office:

   It is important that UN agencies, when addressing gender issues, lead by example and are able to provide clear guidance on gender mainstreaming in their areas of expertise. As such, it is important that all UN-HABITAT staff are trained in gender concepts and in gender and urban planning. This will provide a greater institutional capacity to act as an effective resource on gender and urban planning issues at the municipal, ministerial and UN levels. Concepts and strategies around implementing gender perspectives can be confusing, and for that reason it is especially important that all staff have a clear understanding of the ideas and processes that underpin gender mainstreaming. One of the opportunities within the context of the UN-HABITAT office in Kosovo is the open and positive attitude encountered from the staff (national and international) in terms of gender issues thus far.

   It is also very important that the gender training be used as a mechanism to increase the awareness of staff of what is happening within municipalities and civil society from a gender perspective in Kosovo. As such, a portion of the training should be contracted to a local organization to provide gender training from a community perspective. This is particularly important considering the need, as UPMP progresses to its next phase, to ensure that the activities are strengthening the existing capacities and relationships between civil society and the municipalities.
It is very important that the philosophy of a “gender equal workplace” be discussed and understood by all staff in the UN-HABITAT office. In addition, mechanisms for addressing workplace gender issues and promoting a gender equal working environment should be developed and put into place. Developing a gender equal code of conduct can be an effective tool to promote understanding of gender issues and equality in the workplace and would help provide a basis for gender mainstreaming in all UN-HABITAT activities in Kosovo.

A gender officer should be a full time fixture in the UN-HABITAT office in Kosovo. For this officer to be most effective in addressing issues internally as well as providing external support at the municipal and ministerial level, it is recommended that a national staff person be recruited and trained by an international consultant.

In the interim, a gender focal point has been identified, and it is important that the duties of the focal point be incorporated into their terms of reference to ensure that adequate time and resources are allocated to allow the focal point to carry out key duties. This will include representation of UN-HABITAT at inter-agency gender meetings, liaising with other agency gender focal points, attendance of gender training sessions and inputs to integrated gender training for municipalities.

2. Promotion of the Implementation of the Kosovo Action Plan for the Achievement of Gender Equality:

On May 27, 2003, the Kosovo Action Plan for the Achievement of Gender Equality was launched by the Prime Minister of Kosovo, with the support and facilitation of UNIFEM, and the close collaboration of other agencies and women’s groups in Kosovo. This is a very important framework for the region, in line with the Beijing Platform for Action, and should be used as a guiding framework for the incorporation of gender perspectives in UN-HABITAT’s activities in Kosovo, and its implementation at the municipal level and within the MESP on issues relating to urban planning and management and spatial planning should be promoted through all of UN-HABITAT’s work.

Support should be given to the municipalities through the MGOs and in close cooperation with the municipal planners to develop urban planning frameworks that support the implementation of the 13 strategic objectives of the Action Plan. Tables outlining these roles in each of the strategic objectives in an urban planning and management context can be found at the end of the strategy in this section.

3. Promoting Gender Mainstreaming in the MESP and Municipalities in Kosovo:

The key to gender mainstreaming in the municipalities will lie with the Municipal Gender Officers, and the relationship between UN-HABITAT and these officers is extremely important (see next section for an elaboration of this role). However, it is extremely important for the support provided by UN-HABITAT to be institutional in nature. That is, the support must promote overall institutional capacity for gender mainstreaming in urban planning and management. This is the key to sustainable participation as international support in Kosovo is phased out.

Staff from the municipalities receiving training in any area relating to urban planning and management should have gender aspects incorporated into the training process. As the programme will expand its support in the next phase to training of other municipal staff as well as urban planners, these staff should also be targeted for providing gender and planning training. Urban planners in particular should receive specific gender training, prepared by UN-HABITAT in collaboration with MGOs to strengthen their roles in the municipality. Links between the urban planners and
MGOS should also be established and promoted to improve the overall sustainability of these activities.

Support should also extend to the municipal Gender Equality Committees, where they have been set up, to promote greater diffusion of gender perspectives and urban planning and management throughout the municipal structure.

It is also very important that greater examination is undertaken regarding the other avenues that exist in terms of gender mainstreaming initiatives at the community and municipal level. It is clear that many initiatives have developed organically between the municipalities and the communities, many of which remain outside of the work of the MGO’s, for a variety of reasons. Therefore, the specific situation in each municipality needs to be carefully assessed from the perspective of the municipal administration, the MGOs and the civil society groups. This assessment will then help inform the possible activities to be undertaken by UN-HABITAT to ensure that all existing initiatives are supported, that parallel structures are not being drawn up, and that when gaps do exist, they are addressed from an urban planning perspective.

The programme must also support the incorporation of gender into legal and administrative frameworks, by-laws and other legislative arrangements, particularly through assistance to the MESP.

The monitoring and evaluation of gender mainstreaming in the municipalities should also be promoted by UN-HABITAT in close coordination with other agencies supporting the municipalities. Gender perspectives should be incorporated into the M&E tools for each phase of the UPMF.

Identification of key planners in certain municipalities with whom to begin piloting gender and planning activities is another important step, as the progress shown by the municipalities varies, and the programme has been successful thus far in targeting their support to municipalities making particular progress.

In addition, information should be provided – through the MGOs as appropriate – to facilitate the practical application of gender issues into their activities. For example, providing tools to equally involve women in urban consultations. In addition, the possibility for expanding the municipal relationships to work more directly with them in the implementation process in terms of equal involvement of men and women and using gender analysis in impact assessments would be valuable.

At the Ministerial level, there appears to be some confusion as to whether a focal point has been set up, but at the time of writing, no gender focal point could be identified within the MESP. It is important therefore, that the UN-HABITAT gender focal point follow this up in the short term, and to cooperate and provide advice to the Ministry in the selection of the focal point. This feedback should come in terms of providing information to the Ministry regarding this strategy, and giving insight as to the role that the focal point should play in the mainstreaming of gender in the preparation of the spatial plan, among other activities.

4. Supporting the Municipal Gender Officers:
In terms of UN-HABITAT’s role in building the capacity of the municipalities, the MGO’s are critical and the relationships with these officers should be well defined and maintained. UN-HABITAT must play a prominent role in supporting these officers to act as agents for the mainstreaming of gender issues throughout all aspects of the municipal framework. This is of particular importance as experience has shown, in the context of Kosovo as well, that inadequate support of gender
officers can result in a marginalisation of the officers and the issue of gender as a whole. As such, ensuring that this support leads to the increased sustainability of these offices is critical. Therefore, targeted support for the MGOs should be combined with efforts to promote gender perspectives in all aspects of work with municipalities, and with support for all existing gender initiatives at the municipal level. This should be combined with support to other officers in the municipal framework to incorporate gender into urban planning and management.

There are several UN agencies that are providing support for the MGOs in various capacities, most importantly, UNIFEM and the UNMIK Office of Gender Affairs. It is therefore important that all UN-HABITAT efforts be closely coordinated with these offices to ensure that training and support is effective, and all needs of the MGOs are addressed.

As such, UN-HABITAT’s role must focus clearly on empowering the MGOs in the context of urban planning and management at the municipal level. The Municipal Planning Teams will play a central role in coordinating planning and management, and therefore the MGOs need to be supported as substantive actors on these teams. Efforts need to be made to integrate the MGOs into the MPT in a way that makes them key participants in the planning process, rather than a gender observer.

In terms of UN-HABITAT staff, in the short term, the role of coordinating this support should be undertaken by the Gender Focal Point, and on the job assistance be provided through the UN-HABITAT urban planners. In the medium and long term, a national gender officer should be recruited to fulfill this and other aspects of this strategy.

Therefore, it is very important that the MGOs have a clear understanding of the Urban Planning and Management Framework that UN-HABITAT has been promoting, and should undergo orientation by UN-HABITAT on the UPMF. UN-HABITAT should then coordinate with the MGOs to provide training on gender and urban planning for the planners in the municipalities. It is very important that these activities be undertaken in such a way that develops the capacity of the MGOs and promotes them as key players within the municipal structure. This is of particular importance in terms of the sustainability of their roles in the long term.

The situation in the northern municipalities is different from the rest of Kosovo, and they face specific constraints that have limited the involvement of these municipalities in UN-HABITAT’s training programmes thus far. Gender appears to be an opportunity for increasing UN-HABITAT’s contact with officers in these municipalities. An orientation meeting was held with the MGOs from Leposavic, Zvecan and Zubin Potok. This meeting has provided an introduction and possible entry point into these municipalities that should be capitalized upon to ensure that UN-HABITAT’s support generally and from a gender perspective specifically, is reaching the entire population of Kosovo.

UN-HABITAT should support the development of Municipal Gender Action Plans, in coordination with other agencies, and ensure that urban planning and management are a central aspect of these plans. These plans should support the integration of gender in urban development planning and action planning in the UPMF. Further, UN-HABITAT should provide support for the implementation of these actions plans through ongoing support in each municipality to address context specific issues of gender and urban planning.

5. Promoting Links Between Municipalities and Civil Society:
In the upcoming phase of the programme, UN-HABITAT will focus more on the strengthening the capacity of civil society to act as effective actors in promoting gender perspectives in urban planning and management. This will serve to improve links between municipalities and civil society as a key part of urban governance. This is very important in terms of participatory urban planning, and even more important in terms of mainstreaming gender into urban planning. Civil society groups are an invaluable resource, particularly in terms of gender issues in Kosovo. Every effort should be made to promote greater collaboration between civil society and MGOs in areas related to urban planning and management.

Gender provides an excellent entry point into this new aspect of the programme. Using gender as a new approach to promote deeper partnerships between civil society and municipal government will strengthen gender equality as well as mechanisms of participatory governance in Kosovo. As such, gender should be identified as a central mechanism in developing capacity of civil society, and civil society groups working on gender issues should be targeted during the initial stages of this new phase.

During the course of this initial mission, contact was made with various groups throughout Kosovo working on women’s and gender issues. It is important that these links be maintained throughout the process of gender mainstreaming in the programme. Sharing information is one important way of maintaining an open relationship – particularly in terms of the activities that UN-HABITAT undertakes with the MGOs. Secondly, these groups have a great deal to share in terms of experiences and suggestions for gender focused initiatives in Kosovo. Therefore, it is recommended that when gender training is prepared for the UN-HABITAT staff, community groups are involved in undertaking a section of the training on the gender situation in Kosovo from the community perspective.

Gender is also an important entry point for increasing involvement of civil society in the northern municipalities, where UN-HABITAT has had a limited role thus far. Efforts should be made to identify and contact civil society groups focusing on gender in these areas, and this component should be capitalized upon to increase UN-HABITAT’s support in these municipalities generally.

6. Promoting the Incorporation of Gender in Public Private Partnerships:

The training of municipal officers on public private partnerships provides an opportunity to further the integration of gender issues into all trainings offered by UN-HABITAT in Kosovo. This area is of particular importance, as involving women equally to men in economic activities and development at the municipal level is extremely important.

For example, municipalities should play a proactive role in examining what types of employment opportunities are needed and wanted by women. Partnerships should then endeavour to create an environment where men and women can equally access the types of opportunities that are relevant to them, and that will be economically sustainable in their communities. The past practice of focusing on training for women in skills such as sewing and hairdressing has failed to promote private enterprise growth and investment in communities for the benefit of men and women equally. Therefore such strategies should be a key component in PPP.

7. Providing Inputs to Gender Responsive Budgeting:

The issue of gender responsive budgeting has been identified by UNIFEM as a priority area for future gender programmes in Kosovo. This raises an important opportunity for UN-HABITAT to promote participatory budgeting in the framework of
gender sensitive budgeting. This issue should be taken up and a strategy developed in coordination with UNIFEM to provide training and support at the municipal level that addresses both issues of gender and participation strategies in budgeting. Contact with UNIFEM on this possible collaboration has already been established, and should be followed up as a priority in the short term.

8. Incorporating Gender in the Development of a Kosovo Spatial Plan:
The involvement of UN-HABITAT in spatial planning at the Kosovo level provides another avenue to ensure that gender perspectives are addressed at all levels of planning. This programme offers the important opportunity of linking between work at municipal and Kosovo-wide levels. Incorporating gender perspectives in spatial planning activities will also help to link the issues of urban planning and management, and governance as a whole, with issues from the built environment and will help to highlight the impacts on social roles, responsibilities and interactions that spatial planning will have.

Training of staff on gender issues and planning, both in the Ministry of Environment and Spatial Planning, as well as staff of the new Institute of Strategic and Spatial Planning is an important first step. This training should be integrated in the overall training support by UN-HABITAT towards ministry/institute staff. This integration has already begun in the first training sessions with the Institute for Housing and Urban Development Studies (IHS). This should continue and develop into ongoing support on gender issues and spatial planning, similar to the support provided in the municipalities on gender and urban planning and management.

9. Develop Mechanisms for Gender Focused M&E in the UPMP:
The monitoring and evaluation process is one of the most important for introducing accountability into the gender mainstreaming process and should be emphasized in the UPMP. Staff at all levels, UN-HABITAT, the MESP and the municipalities, should be trained in the development of gender sensitive indicators and in gender analysis for addressing gender issues in the M&E of the UPMP. The M&E tools in each phase should be used and built upon to reflect a gender perspective for the training.

Gender aspects must be incorporated into the preparation of project documents in order to ensure their consideration and application in the M&E stages. The collection of gender disaggregated data must be prioritized within UN-HABITAT, in the municipalities and the Ministry of Environment and Spatial Planning.

10. Ensuring Effective Coordination within International Agency Framework:
Coordination with other UN and international agencies on the issue of gender is absolutely central, particularly in the context of the operations in Kosovo. UN-HABITAT should play an active role in the development and implementation of training programmes on gender and urban planning and management for municipal staff in particular, and other national staff where appropriate. Coordination with other agencies will allow for UN-HABITAT to benefit from the expertise of other agencies while providing its own unique knowledge base for the benefit of other agencies, resulting in increasing the overall effectiveness of international interventions in the area of gender generally. This coordination will better place UN-HABITAT to promote other gender initiatives by international agencies from a human settlements perspective.

The UNMIK Office of Gender Affairs has indicated that it plans to take a proactive role in coordinating the activities of different agencies on gender, particularly in terms of the support provided to the MGOs. UN-HABITAT should actively support this process and participate fully to ensure that all activities outlined in this strategy are
undertaken in such a way that they support other ongoing initiatives, and are as effective as possible in providing an overall framework of support for gender mainstreaming at the municipal level.

Coordination with UNIFEM on issues of participatory and gender responsive budgeting is another key avenue for increased coordination. In addition, UNIFEM is developing a programme of training of trainers on gender issues in Kosovo, and UN-HABITAT should collaborate closely to integrate gender and planning training into the programme.

Coordination with UNDP to coordinate gender mainstreaming activities in participation at the community level and how that feeds into equal participation in urban planning would be a useful activity to promote more comprehensive and effective promotion of equal involvement of men and women.

Coordination with UNMIK Training Unit will also facilitate the training of all UN-HABITAT staff on gender issues. Such coordination will also enable UN-HABITAT’s trainings to develop a broader focus through incorporation of elements from UN-HABITAT’s training programmes into broader trainings undertaken by UNMIK.

Finally, possible avenues of cooperation with activities of international NGOs should also be explored, as these can provide a valuable mechanism for coordination from a different perspective than the international agencies. The upcoming work of Kvinna Till Kvinnna on women and politics is a possible entry point in this regard that should be further explored.

**Resources Required:**

- Budgeting for additional training to be carried out by UN-HABITAT for municipal staff (planners, MGOs and other staff involved in urban planning), MESP and Institute staff;
- Budgeting for travel to municipalities to provide support to MGOs and other municipal staff on gender and urban planning;
- Allocation of time in terms of reference of UN-HABITAT Gender Focal Point to carry out gender focused activities;
- Allocation of time in TORs for planning staff of the UN-HABITAT planning unit to undertake on the job support for MGOs;
- Budgeting for international consultant for 6 months;
- Budgeting for national Gender Mainstreaming Officer;
- Budget for training of GMO and GFP.

**Gender Mainstreaming Activities Undertaken to Date:**

1. UPMP Gender Toolkit prepared;
2. Gender Focal Point in UPMP identified;
3. Terms of Reference prepared for Gender Focal Point;
4. Gender perspectives in training materials incorporated;
5. Contact made with other agencies and organisations working on gender issues in Kosovo;
6. Contacts established with civil society groups working on women and gender issues in Kosovo;
7. Training undertaken as part of the overall training of new staff for the Kosovo Institute for Strategic and Spatial Planning;
8. Introductory meeting with Municipal Gender Officers to introduce the concepts of gender and urban planning and the Urban Planning and Management Framework;
9. Introductory training of gender within UPMF provided for municipal urban planners;

**RECOMMENDED ACTIONS TO BE TAKEN:**

*Developing UN-HABITAT Capacity to Incorporate Gender:*
1. Training of UN-HABITAT staff on gender and urban planning and management;
2. Development of gender action plan (based on this strategy) with UN-HABITAT staff to define issues, roles and responsibilities;
3. Development of gender code of conduct for UN-HABITAT office;
4. Training of UN-HABITAT staff on gender and spatial planning;
5. Recruit National Gender Officer to act as a trainer and resource person for all UN-HABITAT programmes in Kosovo;
6. Recruitment of international gender consultant for a period of six months to advance the implementation of the strategy and train national gender officer;
7. Prioritisation of the collection of disaggregated data in all activities within UN-HABITAT;
8. Development of accountability mechanism to measure progress of gender mainstreaming activities within UN-HABITAT.
9. Management of information on gender in the UN-HABITAT office to ensure the resources are available and useful for all staff.

*Coordination with International Agencies and NGOs to Incorporate Gender:*
1. Coordination with other international agencies to provide integrated support on gender at the municipal level;
2. Development of coordinated training of MGOs with UNMIK et al;
3. Training of MGOs and urban planners on participatory budgeting strategies in coordination with UNIFEM’s upcoming programme on gender responsive budgeting;
4. Training of Trainers, in coordination with UNIFEM, on gender and urban planning as part of a broader TOT on gender in Kosovo;
5. Collaboration with UNDP programmes on community participation and gender – to strengthen civil society and municipal linkages from a gender perspective;
6. Explore possibilities of coordination with women and politics programmes of Kvinna Till Kvinna.

*Developing Capacity at the Municipal Level to Incorporate Gender:*
1. Draft request to municipal CEOs, in conjunction with DLA, for the inclusion of the MGOs on the MPTs;
2. Regional orientations for Municipal Gender Officers on strategic urban planning;
3. Training of MGOs on strategies of incorporating gender into urban planning and management. Including developing a strategic action plan addressing all areas of UPMP and the role of the MGO’s in the MPT;
4. Training of municipal urban planners on gender – in coordination with MGOs;
5. Incorporation of gender into training on public private partnerships with municipal planners;
6. Support ongoing involvement of MGOs on MPT to mainstream gender in the urban consultations and other planning activities;
7. Training of MGOs and urban planners on the development of gender based urban indicators;
8. Development of integrated gender training for Municipal Gender Officers in process with other international agencies;
9. Provide individual support to Municipal Gender Officers based on the particular municipal context as required.

**Developing Capacity at the Civil Society Level to Promote Gender in Urban Planning and Management:**
1. Continued “mapping” of civil society groups dealing with women and gender;
2. Consultations with civil society groups on gender and urban planning issues;
3. Facilitation of dialogues and linkages between civil society groups and municipal planners on gender and urban planning and management;
4. Establishment of two way collaboration with civil society and UN-HABITAT to identify needs, priorities and existing capacities at civil society level.

**Developing Capacity at MESP and Institute Level to Incorporate Gender:**
1. Promote and give feedback on the identification of a gender focal point in the MESP;
2. Once appointed, liaise with MESP gender focal point on gender mainstreaming activities outlined in this strategy;
3. Training of Institute and Ministry staff in gender and spatial planning;
4. Develop tools on gender and spatial planning for use of Institute and MESP;
5. Promotion of collection of disaggregated data by municipalities, Kosovo Institute for Spatial Planning and MESP;
6. Ongoing on the job assistance to apply skills and tools;
7. Support for the incorporation of gender aspects into administrative and legal frameworks.
## Gender Mainstreaming Activities – Work Plan:

### Developing Capacity of UN-HABITAT:

<table>
<thead>
<tr>
<th>Activity</th>
<th>07-09/10-12 2003</th>
<th>10-12/01-03 2004</th>
<th>04-06 2004</th>
<th>07-09/10-12 2004</th>
<th>01-03/04-06 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Training of UN-HABITAT staff on gender in the UPMF</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Development of action plan with UN-HABITAT staff</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Development of gender code of conduct for UN-HABITAT office</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Training of UN-HABITAT staff on gender and spatial planning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. National gender officer</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. International Gender Consultant</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Training on gender disaggregated data collection and indicators</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Development of accountability mechanism to measure progress of gender mainstreaming activities of UN-HABITAT</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Gender based monitoring and evaluation within UN-HABITAT</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. Management of gender information in UN-HABITAT office</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Coordination with Int’l Agencies and NGOs to Incorporate Gender:

<table>
<thead>
<tr>
<th>Activity</th>
<th>07-09/10-12 2003</th>
<th>10-12/01-03 2004</th>
<th>04-06 2004</th>
<th>07-09/10-12 2004</th>
<th>01-03/04-06 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. General coordination with UNMIK et al.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Develop integrated MGO training with UNMIK, OSCE, UNIFEM.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Coordinated TOT with UNIFEM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Training of MGOs on participatory budgeting strategies in coordination with UNIFEM’s gender budgeting programme</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Coordination with UNDP on civil society participation and gender</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Coordination with women and politics prog. of Kvinna Till Kvinna</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Developing Capacity at the Municipal Level:

<table>
<thead>
<tr>
<th>Activity</th>
<th>07-09/10-12 2003</th>
<th>10-12/01-03 2004</th>
<th>04-06 2004</th>
<th>07-09/10-12 2004</th>
<th>01-03/04-06 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Intro letter to CEOs re MGOs on MPT</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Training MGOs on strategic urban planning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Elaboration on the implementation of the KAP within the UPMF</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Training of MGOs on incorporating gender into the UPMF</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Gender &amp; urban planning training for municipal planners with MGOs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Integration of gender into training on public private partnerships</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Ongoing support to MGOs for participation on MPTs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Training of MGOs and planners on gender based urban indicators</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Provision of ongoing support to municipal planners and other officers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. Provision of individual support to MGOs based on needs identified</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------------------------</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Developing Capacity at Civil Society Level:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Mapping of civil society groups</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Consultations with civil society groups</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Facilitation of dialogue on urban planning between civil society and municipalities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Collaboration between UN-HABITAT and civil society groups</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Ongoing support for civil society involvement at municipal level on gender and urban planning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| **Developing Capacity at the Ministerial and Institute Level:** |
| 1. Support the identification of gender focal point in MESP |
| 2. Liaise with MESP focal point on gender activities |
| 3. Training Institute and MESP staff on gender and spatial planning |
| 4. Develop tools on gender and spatial planning |
| 5. Promotion of the collection of disaggregated data by MESP and Institute in the development of the spatial plan |
| 6. Develop links with gender focal point in the MESP |
| 7. Ongoing support for gender mainstreaming during planning process |
| 8. Support for the incorporation of gender into admin/legal frameworks |
The recently launched Kosovo Action Plan for Achieving Gender Equality is an important framework for gender mainstreaming in Kosovo. The plan was developed through extensive consultations with different actors in government, NGOs, civil society and the international community.

The following tables provide an initial assessment of the different roles of municipalities, MGOs and UN-HABITAT in implementing the Action Plan from an urban planning and management perspective. The roles outlined here have been identified as a result of the preparation of this strategy, and should be discussed and further elaborated with all the actors involved to develop a consensus view on the different activities to be undertaken and the way in which different groups can work together on urban planning and management issues to advance issues of gender equality and specifically implement the 13 strategic objectives of the Action Plan.

The tables break down the activities into those undertaken by the municipalities generally, those which should be prioritized by the MGO’s, and the supportive activities to be undertaken by UN-HABITAT to facilitate the implementation. The activities are also broken down as direct activities – i.e. those activities focused specifically on urban planning and gender at the municipal level – and indirect activities, which focus more on highlighting broader practices required of municipalities, other functions of the MGOs and work within the UN-HABITAT programme that will provide a more supportive atmosphere for implementing the 13 strategic objectives.

The table also examines the practical and strategic implications for gender equality in each of the strategic objectives. This is an important conceptual link, as it examines how the different activities during the planning and management process will affect both the immediate needs of women and men in the municipalities (i.e. the practical gender needs) and the impact they will have in the longer term development of the society (i.e. the strategic gender needs). These tables should therefore be used as a basis for dialogue about implementation of the Action Plan within the UPMF and should be developed and revised as activities progress.
<table>
<thead>
<tr>
<th>Role</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Role of municipalities</td>
<td>Develop urban planning and management policies that reflect a gender perspective</td>
<td>Liaise with other municipalities and central administration on the incorporation of gender in all policies</td>
<td>The enacting of such policies will improve the ability for women in Kosovo to equally access important services, resources and opportunities at the municipal level, as it provides the framework for practical implementation.</td>
<td>The development of overarching policies that integrate the concept of gender equality will help to provide a long term framework within which the society will function and facilitate the development towards more embedded notions of gender equality at all levels of society.</td>
</tr>
<tr>
<td>Role of MGOs</td>
<td>Promote the inclusion of gender perspectives in all new policies developed at the municipal level.</td>
<td>Link these policies with other gender initiatives being undertaken at the municipal level.</td>
<td>Such policies will provide a supportive framework for the MGOs to operate at the municipal level to promote equal access and opportunities for women and men.</td>
<td>Such policies will provide a supportive framework for the MGOs to operate at the municipal level to promote equal access and opportunities for women and men.</td>
</tr>
<tr>
<td>Role of Gender Equality Committees</td>
<td>Feedback on gender and planning policy</td>
<td></td>
<td>The development of overarching policies that integrate the concept of gender equality will help to provide a long term framework within which the society will function and facilitate the development towards more embedded notions of gender equality at all levels of society.</td>
<td>The development of overarching policies that integrate the concept of gender equality will help to provide a long term framework within which the society will function and facilitate the development towards more embedded notions of gender equality at all levels of society.</td>
</tr>
<tr>
<td>Role of Civil Society</td>
<td>Provide support for the development of gender sensitive urban planning and management policies through the UMPF framework, other focused trainings and development and provision of tools</td>
<td>Coordinate with other agencies on the promotion of gender sensitive policies at all levels.</td>
<td>The support for such policies will improve the ability for women in Kosovo to equally access important services, resources and opportunities at the municipal level, as it provides the framework for practical implementation.</td>
<td>The support for such policies will improve the ability for women in Kosovo to equally access important services, resources and opportunities at the municipal level, as it provides the framework for practical implementation.</td>
</tr>
<tr>
<td>Role of UN-HABITAT</td>
<td>Participate in consultations on issues to be addressed in policy</td>
<td>Support for the development of policy on gender and planning at the Ministerial level.</td>
<td></td>
<td>Promotion of integrating gender in policy is an important approach from an international perspective towards advancing international concepts of gender equality.</td>
</tr>
</tbody>
</table>
**STRATEGIC OBJECTIVE 2:** GENERATE AND DISSEMINATE GENDER-DISAGGREGATED DATA AND INFORMATION

Function in Urban Planning:
- Gender disaggregated information provides a basis for urban analyses and diagnoses during planning

<table>
<thead>
<tr>
<th>Role of municipalities</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Collect disaggregated data during urban diagnosis phases of urban planning</td>
<td>Support the collection and dissemination of disaggregated data by other groups in the municipality</td>
<td>Gender disaggregated data allows for an analysis of the situation of men and women and can therefore enable the development of gender sensitive activities through urban planning and management. Therefore, the immediate needs of women and men will be better addressed because of the availability of disaggregated data.</td>
<td>Disaggregated data highlights the situation between women and men and facilitates analysis of the inequalities based on gender. This raises the awareness of practitioners, and the society as a whole, and assists in developing a better understanding of the need for greater equality between women and men.</td>
</tr>
<tr>
<td></td>
<td>Analysis of disaggregated data during urban profiling</td>
<td>Support the collection and use of disaggregated data by civil society institutions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of MGOs</td>
<td>Ensure gender disaggregated data is disseminated to all involved in the planning cycle</td>
<td>Support the collection of disaggregated data by other groups within the municipality. Act as a focal point for the dissemination of this information at the municipal level.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of Gender Equality Committees</td>
<td>Ensure gender disaggregated data is disseminated to all involved in the planning cycle</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of Civil Society</td>
<td>Collection of disaggregated data</td>
<td>Support to municipal systems collecting disaggregated data</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of UN-HABITAT</td>
<td>Provide training on the collection and analysis of gender disaggregated data in urban profiling to municipal planners, MGOs and other municipal staff.</td>
<td>Coordinate with other agencies on supporting the collection and dissemination of disaggregated data.</td>
<td>Gender disaggregated data will allow for a greater analysis in the municipalities of the gender inequalities, and therefore improve the ability of women to equally access resources, services and opportunities. It will also help to promote the connections between gender and urban planning and management.</td>
<td>The collection and use of gender disaggregated data has been identified as a key strategy by international agencies to improve social awareness of gender equality issues around the world. Promotion of the collection of disaggregated data in Kosovo will facilitate this goal.</td>
</tr>
<tr>
<td></td>
<td>Provide support for the analysis of the data and the development of gender sensitive urban indicators based on the disaggregated data.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Strategic Objective 3: Develop Gender Responsive Budgets

**Function in Urban Planning and Management:**
- Gender responsive budgeting will assist planners in prioritizing resources towards initiatives promoting equality between women and men, and will facilitate gender sensitive urban management.
- Gender responsive budgeting is an important aspect of participatory budgeting in the urban management process.

<table>
<thead>
<tr>
<th>Role</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Role of municipalities</td>
<td>• Enact participatory, gender sensitive strategies when preparing budgets in connection with urban priorities developed through the Urban Planning and Management Framework.</td>
<td>• Promote gender responsive budgeting practices by other private sector partners.</td>
<td>Gender responsive budgeting will assist in recognizing and addressing the immediate needs of women in terms of providing resources and prioritizing areas that may have previously been hidden or marginalised,</td>
<td>The provision of resources in a way that recognizes the importance of women’s needs equally to men’s will promote an overall belief within the society that the needs of women and men have equal value, and will thus promote a greater belief in gender equality in the long term.</td>
</tr>
<tr>
<td>Role of MGOs</td>
<td>• As members of the MPT, ensure that gender responsive budgeting is being practiced throughout the planning and management process.</td>
<td>• Promote a better understanding of the implications of gender responsive budgeting at the community level.</td>
<td>Gender responsive budgeting will also assist in ensuring that the functions of the MGOs are supported by some level of resource mobilization.</td>
<td></td>
</tr>
<tr>
<td>Role of Gender Equality Committees</td>
<td>• Provide support for MGOs in inputs to MPTs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of Civil Society</td>
<td>• Raise issues in Assembly</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Advocate for needs and priorities during participatory budgeting process</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of UN-HABITAT</td>
<td>• Provide training on gender and participatory budgeting as part of the Urban Planning and Management Framework (ensure training is provided both to MGOs and planning staff in the municipalities).</td>
<td>• Promote gender responsive budgeting practices within UN-HABITAT office in Kosovo.</td>
<td>Gender responsive and participatory budgeting will support greater access to resources by women equally to men, therefore addressing immediate needs for access to resources within the municipal budgeting structure.</td>
<td>Such equal access will support sustainability of gender mainstreaming by providing resources, institutionalizing gender equal resource sharing, and will therefore have a longer term impact on gender equality.</td>
</tr>
<tr>
<td></td>
<td>• Provide ongoing support to develop and manage these budgets to all municipal staff involved.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Strategic Objective 4:** Participation of Women in Decision Making

Function in Urban Planning:
- Promote equal participation of women and men in decision making related to the planning process
- Promote equal participation of women and men in the management process

<table>
<thead>
<tr>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
</table>
| **Role of municipalities** | • Employ participatory strategies for all levels of involvement in the planning process  
• Enact gender requirement in hiring in urban planning sector of 30%  
• Promote involvement of women from the communities in all consultations, working groups and in the development of action plans | • Promote participation in decision making of women in partner groups and stakeholder groups including civil society and private enterprise groups. | Participation of women in decision making in all aspects of urban planning will promote broader beliefs in the abilities of men and women to be equally involved in all areas of life, and will promote a more equal power balance between men and women which also helps to embed the concept of gender equality in the society on a long term basis. |
| **Role of MGOs** | • Liaise with communities to identify entry points for greater involvement of women  
• Participate on MPT to ensure use of gender sensitive strategies in all phases of participation in the urban planning process | • Promote involvement of women in decision making in other groups within communities. | |
| **Role of Gender Equality Committees** | • Support MGOs in work with MPTs  
• Raise issues on gender and planning from MPT in Assembly meetings | | |
| **Role of Civil Society** | • Provide support to MGOs regarding participatory strategies.  
• Facilitate reaching of women in rural areas to increase participation.  
• Participate as stakeholders throughout the planning process | | |
| **Role of UN-HABITAT** | • Provide training on gendered participatory strategies for municipal officers (planners);  
• Provide training and tools on gender and urban planning to MGOs.  
• Provide ongoing support for MGOs and other officers to apply gendered participation strategies | • Support role of other agencies and organizations at the community and municipal levels to involve women equally in decision making. | Increased participation of women in decision making will improve the situation of women vis-à-vis men in the short term and promote a better recognition of their needs and the services and policies in urban planning required to meet these needs. |

Involving women equally in decision making will help to ensure that the immediate needs of men and women within the society, such as the types and design of services required are being better addressed by municipalities.

Participation of women in decision making is a key aspect of good urban governance and promotes the longer term vision of the Inclusive City.
### STRATEGIC OBJECTIVE 5: MODIFY WORKDAY HOURS TO DESIGNATE 8PM TO 4PM

Function in Urban Planning and Management:
- Ensure that services exist, and urban space supports the ability of men and women to work effectively within these times.

<table>
<thead>
<tr>
<th>Role of municipalities</th>
<th>Role of MGOs</th>
<th>Role of Gender Equality Committees</th>
<th>Role of Civil Society</th>
<th>Role of UN-HABITAT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct interventions</td>
<td>Indirect interventions</td>
<td>How are practical gender needs addressed?</td>
<td>How are strategic gender needs addressed?</td>
<td></td>
</tr>
<tr>
<td>Ensure that working hours of all municipal offices are from 8-4</td>
<td>Promote these hours with other partners in the planning process including stakeholders and private enterprise</td>
<td>These working hours will better enable women and men to equally access employment. These working hours will address the different time use needs of men and women outside of areas of formal employment.</td>
<td>The promotion of gender sensitive working hours will promote more broadly the concept of gender equality in the society, and will reinforce the value of this for the well being of the community. Improving access for women to opportunities and addressing their particular needs in terms of daily time use will enable them to participate more broadly as citizens. This in turn will positively reinforce gender equality in the society.</td>
<td></td>
</tr>
<tr>
<td>Develop urban services that facilitate this for both women and men (eg. Transport services, kindergartens etc)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ensure all consultations and other meetings during the planning process correspond with these hours</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Participate on the MPT to develop strategies for supporting these working hours</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Liaise with groups in the communities to identify needs from a planning perspective that will support these working hours.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support to MGOs in participation on MPTs</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coordinate working hours accordingly</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Respect these working hours in all relations with the municipalities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adopt these working hours in the UN-HABITAT offices.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A recognition of women’s different time use needs will assist women in the municipalities, as well as in the UN-HABITAT offices, to better access opportunities in their areas and be actively engaged at the workplace.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>This strategy will improve the ability of women to equally participate in urban life, therefore promoting the aspects of women’s equal involvement and inclusivity in UN-HABITAT’s strategy.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Strategic Objective 6: Create Employment Opportunities for Vulnerable Groups

**Function in Urban Planning and Management:**
- Ensure that urban services and resources are geared towards greater access to employment for vulnerable groups

<table>
<thead>
<tr>
<th>Direct Interventions</th>
<th>Indirect Interventions</th>
<th>How are Practical Gender Needs Addressed?</th>
<th>How are Strategic Gender Needs Addressed?</th>
</tr>
</thead>
</table>
| **Role of Municipalities** | • Employ participatory strategies for all levels of involvement in the planning process  
• Enact gender requirement in hiring in urban planning sector of 30%  
• Promote this strategy as part of the Public Private Partnerships | • Promote adoption of similar strategies in the private sector and with other stakeholders. | Employment opportunities for vulnerable groups will improve equal access of women and men in municipalities. Improving the situation of vulnerable groups will positively reinforce ideas of equality in society. As their situations improve, vulnerable groups will be better able to advocate on their own behalf, impact decision making, and promote further steps towards gender equality. |
| **Role of MGOs** | • Participate on the MPT to devise priorities and strategies to support employment opportunities for vulnerable groups.  
• Act as a liaison with many such groups in the communities in order to bring their needs to the attention of planners and facilitate meetings where they can advocate on their own behalf  
• Raise issues of planning priorities to ensure greater economic activities for women as well as men at Assembly level | | |
| **Role of Gender Equality Committees**  
**Role of Civil Society** | • Participate in consultations during planning process to identify possible areas of support  
• Provide inputs to investment capacity teams and public private partnership working groups to give feedback on the needs of communities from a gender perspective | | |
| **Role of UN-Habitat** | • Provide training support for planners and MGOs on incorporating gender perspectives in PPP.  
• Facilitate greater involvement of civil society on gender and PPP. | • Coordinate with other agencies working at the community level to assist communication and participation on urban issues and gender | |
**STRATEGIC OBJECTIVE 7:** **INTEGRATION OF WOMEN INTO THE ECONOMY**

Function in Urban Planning and Management:
- Urban planning and management must be towards the goal of the Inclusive City. Providing equal opportunities for women in the economy is a key function of this. Services and resources should be planned and managed to promote this.

<table>
<thead>
<tr>
<th>Role</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
</table>
| Role of municipalities | • Urban diagnoses and analyses should highlight potential areas for greater involvement of women in the economy.  
  • Urban consultations should prioritise greater participation of women. | • Promote equal access to credit for women by private sector partners. |  | Integrating women into the economy will address their immediate needs in terms of greater access to credit, greater freedom and control over financial resources and reduce their vulnerability overall.  
Greater integration of women in the economy will improve their status in the society more broadly. More equal integration will improve the power balance between women and men. |
| Role of MGOs | • MGOs should liaise with women’s groups in the community to develop strategies for meaningful involvement of women in the economy, and advocate for these issues in the planning framework on the MPT and the urban planning working groups | • Encourage links between women’s groups and private sector partners. |  |  |
| Role of Gender Equality Committees | • In cooperation with MGOs, provide advice on inputs to MPTs  
  • Raise issues related to planning and women in the economy at the Assembly level. |  |  |  |
| Role of Civil Society | • Inputs to municipal planning teams through consultations and other meetings on opportunities and needs regarding economy and gender in communities |  |  |  |
| Role of UN-HABITAT | • Provide training and support (tools) to MGOs in generating strategies in the municipality to improve involvement of women in economic life. | • Coordinate with other agencies addressing this issue.  
  • Coordinate training with PPP training to encourage private partnerships that support this objective. |  |  |
### Strategic Objective 8: Human Rights and Violence against Women and Children

**Function in Urban Planning and Management:**
- Urban services must ensure that they promote equal rights of women and services need to be designed to address violence against women and children.

<table>
<thead>
<tr>
<th>Direct Interventions</th>
<th>Indirect Interventions</th>
<th>How are Practical Gender Needs Addressed?</th>
<th>How are Strategic Gender Needs Addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Role of Municipalities</strong></td>
<td><em>Coordinate closely with provision of police services that provide protection services for women and children.</em></td>
<td><em>Support women’s and community groups dealing with these issues.</em></td>
<td><em>Respect for and protection of human rights through sensitive urban services allows women to have equal access to the services and resources in the municipality. Urban planning that focuses on respect for human rights will better address the needs of women and men. Providing services for victims of violence against women and children will help protect women from further violence.</em></td>
</tr>
<tr>
<td><strong>Role of MGOs</strong></td>
<td><em>Participate on the MPT to ensure the equal rights of women are integrated in all aspects of planning.</em></td>
<td><em>Act as links with the Gender Youth and Family Unit at the Kosovo Police Training School.</em></td>
<td><em>Respect for human rights is a foundation for greater gender equality at every level of society. Actively promoting human rights through all urban planning and management policies will reinforce belief in gender equality in the society.</em></td>
</tr>
<tr>
<td><strong>Role of Gender Equality Committees</strong></td>
<td><em>Support MGOs</em></td>
<td><em>Implementation of programmes addressing human rights and violence against women</em></td>
<td></td>
</tr>
<tr>
<td><strong>Role of Civil Society</strong></td>
<td><em>Provide information on the issue for planners during consultative process</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Role of UN-Habitat</strong></td>
<td><em>Provide training on gendered participatory strategies for municipal officers</em></td>
<td><em>Coordinate with the Gender Youth and Family Unit at the Kosovo Police Training School</em></td>
<td></td>
</tr>
</tbody>
</table>
**Strategic Objective 9: Involvement of Women in Politics**

**Function in Urban Planning and Management:**
- Women’s political involvement is central in the overall operations of the municipality. Planning and management strategies must support women’s equal participation in all aspects of political life.

<table>
<thead>
<tr>
<th>Role of Municipalities</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Ensure that urban planning and management strategies promote equal employment of women in the public sector.</td>
<td>• Ensure women have equal access to participate throughout the municipality.</td>
<td>Greater involvement of women in politics will increase women’s access to decision making, increase their roles in public life, and improve the ability therefore of women to equally advocate for their needs at the municipal level.</td>
<td>Greater involvement of women politically will improve general attitudes about the roles that women play in society. If women are more publicly involved, this will serve to alter stereotypical perceptions of women, and improve the understanding of gender equality in the society more broadly.</td>
</tr>
<tr>
<td></td>
<td>• Ensure that planning prioritises services supporting the equal access of women to participation in political life.</td>
<td>• Promote greater involvement of women during elections at the municipal level.</td>
<td></td>
<td>In addition, greater involvement of women in politics increases their level of control of decision making and resources, thus raising their overall status in the society in the long term.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Role of MGOs</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Promote planning that prioritises services supporting the equal access of women to participation in political life through role on the MPT.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Promote initiatives at the Assembly level to promote greater involvement of women in politics.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Advocacy at the municipal level</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Participation of women from civil society during the planning process on consultations</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Role of Gender Equality Committees</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Promote initiatives at the Assembly level to promote greater involvement of women in politics.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Role of Civil Society</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Participation of women from civil society during the planning process on consultations</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Role of UN-HABITAT</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Provide training and tools to MGOs in participatory methods of planning and management that will promote equal involvement of women in political life.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ongoing support to develop capacity of civil society to have a greater role</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Facilitation of linkages between civil society and municipal planners</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Provide focused support to women involved in politics at the municipal level through training and other support.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Support goals and quotas during municipal elections.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Involvement of women in political life will address not only the immediate need of equal access to public life, but also decision making and services that address women’s needs. This promotes the needs of women in the context of the norms of good governance and the concept of the inclusive city.
### Strategic Objective 10: Equal Education for Women and Men

**Function in Urban Planning and Management:**
- Planning and management should ensure that education services are available equally for girls and boys, and that ancillary supporting services exist to ensure that there are no barriers to equal education.

<table>
<thead>
<tr>
<th>Role</th>
<th>Direct Interventions</th>
<th>Indirect Interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
</table>
| Role of municipalities | - Ensure that schools are accessible in terms of distance and transport for boys and girls throughout the municipality.  
- Devise planning strategies to support this.  
- Planning for supporting services such as janitorial services, transport, daycare.  
- Liaise with communities to identify entry points for greater involvement.  
- Participate in MPT and working groups on education services to promote gender needs in the planning and management of these services.  
- Promote equal access of women in consultations and on working groups dealing with education services.  
- Promote the adoption of planning strategies and priorities at the Assembly level to ensure equal education for men and women. | - Support civil society groups working to promote equal education. Involve such groups in urban consultations etc. | Greater access to education will fulfill the basic needs of women to have equal education opportunities with men. Gender sensitive education services will also address other needs of women such as security and sanitation. | Equal education for women and men is a basic precondition for promoting gender equality in the society. Equal access to education will enable women to play more equal roles in all spheres of society, thus positively reinforcing the concept of gender equality in the long term. |
| Role of MGOs | | | | |
| Role of Gender Equality Committees | | | | |
| Role of Civil Society | | | | |
| Role of UN-HABITAT | - Provide tools and training for MGOs on the planning and design of education services from a gender perspective.  
- Ongoing support for MGOs and planners to implement planning initiatives that promote equal access to education  
- Support for participation of civil society groups to advocate for needs of girls as well as boys in education through the planning process. | - Liaise with other agencies promoting gender equality in education to facilitate the most effective implementation of this objective. | | |

Promoting of equal education services in the municipalities will address the immediate needs of women regarding education, security and sanitation, and will also promote more effective inclusive governance from a gender perspective.
**Strategic Objective 11: Health and Social Welfare**

Function in Urban Planning and Management:
- The provision of health and its subsidiary services is a key function of urban management at the municipal level. Welfare is an important aspect of urban management that will have a unique impact on women.

<table>
<thead>
<tr>
<th>Direct Interventions</th>
<th>Indirect Interventions</th>
</tr>
</thead>
</table>
| Role of Municipalities                                                               | • Prioritise welfare strategies that consider the unique needs of women outside the formal employment sector.  
• Prioritise gender responsive health care services in planning.  
• Liaise at the ministerial level to promote policies supporting equal access to health care at the municipal level.  
• Coordinate these initiatives with other aspects of gender focused planning at the municipal level.  
• The basic needs of health of women will be addressed through the provision of gender sensitive health services.  
• Welfare needs of women are often marginalized because women are less represented in the formal sector, and often their needs from a welfare perspective are greater. Gender focused welfare systems will improve women’s basic access to services throughout the municipality.  
• Improved access to health care that recognizes the unique health needs of women is an important step in raising the long term equality of women and men. |
| Role of MGOs                                                                         | • Liaise with communities to identify entry points for greater involvement.  
• Participate on MPTs and working groups addressing health and welfare services.  
• Ensure equal participation of women in consultations to promote specific health issues of women.  
• Promote broader definition of welfare services in order to recognize the unique needs of women in this area.  
• Promotion of strategies at the Assembly level to support planning of services providing equal access to health and social welfare services for women. |
| Role of Gender Equality Committees                                                   | • Identification of needs and participation on consultations and working groups addressing health services  
• Provide training and ongoing support (and tools) for the planning and design of health and welfare services from a gender perspective. Support the role of the MGOs in promoting these issues in the MPT and throughout the planning process. |
| Role of Civil Society                                                                |                                                                                                                                                                                                                                                                                                                                                           |
| Role of UN-HABITAT                                                                  |                                                                                                                                                                                                                                                                                                                                                           |
**STRATEGIC OBJECTIVE 12: CULTURE AND GENDER EQUALITY**

Function in Urban Planning: Cultural services play a part in the planning and management process as they are a key aspect of the services provided by the municipalities.

<table>
<thead>
<tr>
<th>Role of municipalities</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Employ participatory strategies for all levels of involvement in the planning process</td>
<td>• Support cultural institutions throughout the municipality who promote equality of women and men in their programmes.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Prioritise cultural programmes that equally recognize the skills and needs of men and women.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Role of MGOs</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Liaise with community groups to identify cultural groups promoting concepts of gender equality.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Participate on the MPT to promote prioritization of cultural support by the municipality that recognizes the needs of women and men.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Role of Gender Equality Committees</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Promote strategies at the Assembly level that support planning of services to enhance gender equal cultural activities in the municipality</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Role of Civil Society</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Provide support to MGOs to participate on MPTs and promote cultural programmes that support gender equality.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Strategic Objective 13: Ensure effective implementation, monitoring and evaluation of KAP**

Function in Urban Planning and Management: The implementation of the Action Plan is the key framework for measuring progress towards gender equality in urban planning and management. UPM will provide a major entry point for the application of the objectives of the Action Plan, and the evaluation through the use of urban indicators.

<table>
<thead>
<tr>
<th>Role of municipalities</th>
<th>Direct interventions</th>
<th>Indirect interventions</th>
<th>How are practical gender needs addressed?</th>
<th>How are strategic gender needs addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Employ participatory strategies for all levels of involvement in the planning process</td>
<td>• Enact gender requirement in hiring in urban planning sector of 30%.</td>
<td>Ensuring that the Action Plan is effectively implemented will address the various basic needs of women and men through the implementation process itself. Monitoring and Evaluation will also encourage greater analysis of the situation and highlight other immediate needs that may not have been addressed during the implementation.</td>
<td>The Action Plan outlines the key requirements in the Kosovar context for achieving gender equality in the society. The implementation of the Action Plan will raise the consciousness of the society to the unique needs of women and men, and will raise awareness of gender equality. Ensuring that women’s needs are equally addressed through the implementation of the Action Plan will improve the status of women in the society in the long term.</td>
</tr>
<tr>
<td></td>
<td>• Enact gender requirement in hiring in urban planning sector of 30%.</td>
<td>• Develop and use gender sensitive urban indicators throughout the planning and management process.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Develop and use gender sensitive urban indicators throughout the planning and management process.</td>
<td>• Promote the development and use of gender based urban indicators. Ensure the implementation of these indicators.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Promote the development and use of gender based urban indicators. Ensure the implementation of these indicators.</td>
<td>• Ensure required action is taken by MPTs based on the information gained through the M&amp;E process.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ensure required action is taken by MPTs based on the information gained through the M&amp;E process.</td>
<td>• Support the MGOs in preparing monitoring and evaluation frameworks in line with gender sensitive urban indicators</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of MGOs</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of Gender Equality Committees</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of Civil Society</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of UN-HABITAT</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
RESOURCES

This section provides some practical and conceptual resource sheets to assist practitioners in mainstreaming gender in urban planning and management and in spatial planning. The resource sheets focus on three key themes of gender mainstreaming in the UPMP, rather than on specific activities in the programme. These thematic areas are gender equal participation, gender analysis, and gender sensitive indicators. It is hoped that these resources will be applicable in a variety of contexts through the planning and management processes.

The concept notes provide a conceptual framework on gender and gender analysis, which are critical when applying gender in specific contexts such as urban planning. These can be used in trainings and workshops as well as general reference guides to the concepts.

Finally, a reference guide has been provided that highlights some useful tools prepared by other organizations and governments, most of which are available via the internet or in the UPMP office, as well as websites on gender, and Kosovo specific gender documents.

CONTENTS:

Resource Sheets:
1. Gender and Participation
2. Exercise – Setting Priorities with Men and Women
3. Applying Gender Analysis in Urban Planning and Management
4. Exercise – Preparing a Gendered SWOT Analysis
5. Developing Gender Sensitive Urban Indicators
6. Exercise – Using a Logical Framework to Develop Gender Sensitive Indicators

Concept Notes:
7. Gender Mainstreaming
8. Gender Analysis
9. The Kosovo Action Plan and UN-HABITAT: A Reference Sheet
10. Gender and the Habitat Agenda
11. The Gendered Impact of the Built Environment

References
1. Useful Gender Resources
2. Gender Websites
3. Kosovo Gender Resources
STRATEGIES FOR INVOLVING MEN AND WOMEN EQUALLY AT ALL LEVELS OF PARTICIPATION IN URBAN PLANNING AND MANAGEMENT

Participation is a long term process, and involvement in all levels of participation is extremely important. Therefore, having practical strategies to ensure equal involvement of men and women is critical.

Strategies to involve men and women equally must be rooted in an understanding of the different constraints that they might face in becoming actively involved in the process. As such, all strategies must be context specific, and might vary greatly between cultures, or slightly depending on the context (e.g. urban or rural) within a society.

These gendered participation strategies will be useful at various stages of the urban planning and management process, including stakeholder analysis and the urban consultation.

GENDER EQUAL PARTICIPATION AT DIFFERENT LEVELS:

Access to Information:
Information is one of the most basic aspects of participation. If stakeholders are not informed about the urban planning process, the door to involvement is not open to them. However, the means by which information reaches different segments of the community will have a great deal to do with their gender roles. Issues such as daily time use, access to media, literacy, and access to public discourse in communities will impact the ways that men and women can access information on the urban planning process. Information is also an important tool to facilitate equal participation at other levels including consultation and decision making. Targeting women in the provision of information at early stages will help to better acquaint them with the issues and the process and facilitate their inputs in later stages of consultation.

Strategies to ensure that men and women are equally able to access information may include:

- Ensure information is disseminated in forms accessible to both men and women (eg radio and TV as well as newspapers);
- Timing of adverts to ensure that they reach women while they are at home as well as men;
- Announcing consultation meetings in communities directly rather than going through village councils – to ensure that people are not selectively informed;
- Presenting information in all local languages as well as working language (if relevant);
- Coordinating with locally based women’s groups to facilitate dissemination of information to women as well as men;
- If community meetings are going to be held to disseminate information, consider holding separate meetings for women, or meeting women in the home, if this can facilitate greater access to the information by women;
- Involving working or educated women in the communities to act as focal points to reach women is also effective;
- Attempt, wherever possible, to reach women directly, rather than through husbands or fathers, to promote a more equal status of women as stakeholders in urban issues.
Consultations:
As consultation implies a more two way communication it is important to involve men and women equally in this communication. Developing means by which men and women can express their views in an open consultative process will require a clear understanding of the gender dynamics in the society. In particular, the constraints to speaking out and any limits to accessing consultative meetings must be highlighted.

Some strategies for ensuring that women and men have equal access to involvement in such consultations include:

- Timing of meetings – often daily responsibilities of women at certain times of the day will exclude them from attending meetings. In addition, holding meetings at night can cause problems in terms of transport at night for women, and for security considerations.
- Location of meetings – particularly when constrained by other domestic responsibilities, and due to cultural constraints, it is often a burden for women to travel a great distance for meetings. Where possible, plan meetings close to a community, or provide transport for women to reach the meetings in a reasonable time;
- Child care facilities – often women are unable to attend due to child care responsibilities – providing an informal crèche at the meeting location can enable women’s involvement without increasing their burden of work.
- Provision of transport – again, women’s domestic workload often means that they have little time available to attend meetings – providing transport can cut down on the time involved in participating and make it more accessible in terms of distance and safety as well.
- If there are cultural sensitivities about men and women meeting together, plan for separate meetings for women;
- Consider seating arrangements when planning meetings with men and women together;
- Consider different time constraints of men and women – often attendance at meetings will keep women from undertaking domestic chores such as meal preparation. Plan to provide meals if this is a constraining factor;
- Community attitudes may constrain women from participating – ensure that the consultation process includes an element of awareness raising to educate all community members of the importance of equal participation of men and women;
- Planning meetings with women in a home environment often addresses several of these constraints and may be an alternative to promote women’s involvement, particularly in early stages of the planning process;
- Involve men and women equally when planning meetings so that all the possible constraints can be identified beforehand and addressed.

Consensus Building:
Consensus building is an important process, not only for urban planning, but also for the promotion of gender equality in the society. Assisting groups to discuss differing viewpoints and negotiate common aims and methods for achieving them will impact on the interactions between men and women in the group. This is traditionally a difficult approach for women and other marginalized groups, who often tend to remain silent and go along with majority viewpoints rather than pushing for issues to be addressed from new perspectives. For this reason, gender sensitive facilitation of consensus building is extremely important.

Methods to ensure equal participation of men and women in consensus building may include:

- Using facilitators trained in gender awareness;
• Using small group work to allow women to represent their views in a less intimidating atmosphere;
• Brainstorming is a good method for gaining participation of all members of a group – ensure that all views are recorded and recognized as a foundation for further discussion towards consensus building;
• Work in male only and female only groups to start and then bring groups together;
• Holding introductory meetings to introduce women to the issues and process will often help women to voice their opinions more confidently in mixed consultative meetings;
• Examine seating arrangements at meetings to ensure one group is not marginalized;
• Promote mixed representation of men and women from different segments of the population and stakeholder groups. When focusing on men and women as key social groups it is also important to remember that there will not be a homogenous perspective of women – views will vary depending on various other social factors such as age, socio-economic status, ethnicity and so forth. Therefore, involving a representative cross section of women and men is important.
• Use participatory exercises in the meetings to encourage input from all actors – for example have rounds where each person makes a comment, or allow participants to write opinions on index cards which are then read and discussed.

Decision Making:
The different roles of men and women in decision making is perhaps the most important aspect of participation, as it addresses issues of power in decision making, and is an area in which women tend to be much more marginalized. The roles of men and women in this stage will depend largely on their ability to participate substantively during consensus building and therefore it is important that the gendered strategies for participation extend to all levels of the participation process.

Strategies to improve gender equality in decision making are more complex, and will involve many of the strategies listed above. Some of the most key strategies include:
• Involving women at every stage of the participatory process – carrying out the strategies discussed above will provide a foundation for greater involvement of women in the decision making aspects of urban planning;
• Accountability through gender sensitive indicators and data – involvement of women in decision making is part of a broader objective of gender equality in planning. It is important that this is outlined as an objective in the process from the outset, and that the indicators are designed to measure these changes and therefore hold the programme accountable for the level of involvement of men and women;
• Training in leadership skills is another area that can help to increase women’s effective participation vis-à-vis that of men, especially in terms of influencing decision making. Where possible, such trainings should be a priority;
• Support for existing women’s and community groups to help mobilize women in the communities will also facilitate more equal decision making between women and men.
EXERCISE: PAIRWISE RANKING – A METHOD FOR PRIORITY SETTING WITH MEN AND WOMEN

Introduction:
Promoting equal participation of men and women in all stages of the planning process is a complicated task. Often dynamics between men and women will lead to the dominance of certain viewpoints and perspectives, and will not give a clear indication of the priorities of all the stakeholders involved. This exercise allows for men and women to separately define their priorities and then brings them together in a structured setting to examine those priorities together.

This method allows for all priorities to come out and then for a comparison between different priorities of men and women and helps to rank the various priorities in an open manner.

FACILITATORS NOTES:

Step One:
During the Initial Urban Consultation, separate the stakeholder groups in two groups – one focus group of men and one of women. Have these groups begin by discussing planning issues that have been raised during the consultation thus far. Among themselves, have the groups identify the 4-5 most important urban issues that they feel need to be addressed in the planning process. These can be listed by the groups in any order, they do not need to be ranked.

Step Two:
Bring the groups back together. Write the list of priority issues from both groups on a blank pairwise ranking matrix (see matrix, next page) on both the vertical and horizontal axis. Write all ten (or fewer if the issues repeat themselves between the groups) on cards as well. Present combinations of the cards to the group and have them rank the two issues. Record the choice on the matrix and ask the group to give reasons for their choice, ensuring that both men and women respond.

Repeat until all combinations of cards have been presented and ranked.

Step Three:
Using the completed matrix, count the number of times that each issue was selected and rank them. Prepare a list of ranked priorities of the group, and discuss.

The following pairwise matrix provides an example of a possible set of issues and rankings:

---

29 This exercise has been adapted from the FAO Socio-Economic and Gender Analysis Programme Field Level Handbook, FAO 2001.
<table>
<thead>
<tr>
<th>Urban Issues</th>
<th>Education</th>
<th>Health Care Services</th>
<th>Employment/Small Business Promotion</th>
<th>Transport</th>
<th>Security</th>
<th>Recreational Spaces</th>
<th>Child Care services</th>
<th>Trash Collection</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education</td>
<td></td>
<td></td>
<td>Education</td>
<td></td>
<td>Education</td>
<td>Education</td>
<td>Education</td>
<td>Education</td>
</tr>
<tr>
<td>Health Care Services</td>
<td></td>
<td></td>
<td>Employment/Small Business Promotion</td>
<td></td>
<td>Health Care Services</td>
<td>Health Care Services</td>
<td>Health Care Services</td>
<td>Health Care Services</td>
</tr>
<tr>
<td>Transport</td>
<td></td>
<td></td>
<td>Transport</td>
<td></td>
<td>Recreational Spaces</td>
<td>Child Care Services</td>
<td>Transport</td>
<td></td>
</tr>
<tr>
<td>Security</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Security</td>
<td>Child Care Services</td>
<td>Security</td>
<td></td>
</tr>
<tr>
<td>Recreational Spaces</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Child Care Services</td>
<td>Recreational Spaces</td>
<td></td>
</tr>
<tr>
<td>Child Care services</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Child Care Services</td>
<td>Child Care Services</td>
<td></td>
</tr>
<tr>
<td>Trash Collection</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Ranking:

<table>
<thead>
<tr>
<th>Urban Issues</th>
<th>Number of Times Preferred</th>
<th>Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>Health Care Services</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>Employment/ Small Business Promotion</td>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>Transport</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Security</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Recreational Spaces</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Child Care Services</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Trash Collection</td>
<td>0</td>
<td>6</td>
</tr>
</tbody>
</table>
APPLYING GENDER ANALYSIS IN URBAN PLANNING AND MANAGEMENT:

The purpose of this resource sheet is to assist planners in incorporating elements of gender analysis into the process of participatory urban planning in order to develop a more comprehensive analytical framework that best represents the unique realities of men and women, boys and girls in the society. It is also important that a gender analysis be undertaken in the early stages of the planning process in order to develop a frame of reference for measurement of the impact of the planning and management process on gender issues as the planning progresses. The companion tool to this one, on the development of gender sensitive indicators and gender disaggregated data will help to carry this process through the monitoring and evaluation stage.

What does a gender analysis measure?

- Different needs of men and women (concrete and strategic)
- Different capacities of men and women
- Different perspectives, roles and responsibilities of men and women
- Different impact of interventions on men and women
- Constraints and opportunities of men and women

What questions does a gender analysis ask?

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

Most importantly however, a gender analysis looks at all these aspects in combination. This overall analysis then clarifies the causal links between all of these different aspects. Thus, a gender analysis tells us why access of women to a particular service is restricted, and what systems exist within the society that reinforce this, and what opportunities might exist to improve the status of women vis-à-vis men.

Having a clear framework for gender analysis will assist practitioners in carrying out a gender analysis separately or as an integrated component in the planning process. The following analytical framework, which has been prepared by the UK’s Department for International Development, gives a clear outline of the questions and issues to be addressed in a gender analysis.
## A Framework for Gender Analysis:

<table>
<thead>
<tr>
<th>General Gender Questions to Consider:</th>
<th>Aspects to Consider:</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Roles and Responsibilities:</strong></td>
<td></td>
</tr>
<tr>
<td>• What do men and women do?</td>
<td>• Productive roles of men and women (paid work, self-employment, and subsistence production)</td>
</tr>
<tr>
<td>• Where do men and women do what they do?</td>
<td>• Reproductive roles of men and women (domestic work, child care and care of the sick and elderly)</td>
</tr>
<tr>
<td>• When do men and women do what they do? (Daily time use, seasonal time use)</td>
<td>• Community participation/self-help activities of men and women (voluntary work for the benefit of the community as a whole)</td>
</tr>
<tr>
<td>• Productive roles of men and women (paid work, self-employment, and subsistence production)</td>
<td>• Community politics involvement of men and women (decision-making/representation on behalf of the community as a whole)</td>
</tr>
<tr>
<td><strong>Assets:</strong></td>
<td>• Human assets – what services, health services, education etc do men and women have access to?</td>
</tr>
<tr>
<td>• What livelihood assets/opportunities do men and women have access to?</td>
<td>• Natural assets – what natural resources do men and women have access to, or are able to contribute? e.g. land, labour</td>
</tr>
<tr>
<td>• What constraints do men and women face?</td>
<td>• Social assets – what social support networks do men and women have access to?</td>
</tr>
<tr>
<td>• What constraints do men and women face?</td>
<td>• Financial assets – what access and control to men and women have over capital/income, formal and informal sources of credit etc.</td>
</tr>
<tr>
<td><strong>Power and Decision-making:</strong></td>
<td>• Household level what level of control do men and women have in the decisions over household expenditure?</td>
</tr>
<tr>
<td>• What decision-making do men and/or women participate in?</td>
<td>• Community level – what level of control over community wide decision making do men and women have e.g. decisions on the management of community water supplies</td>
</tr>
<tr>
<td>• What decision-making do men and/or women usually control (i.e. able to actively influence decisions)</td>
<td></td>
</tr>
<tr>
<td>• What constraints do men and women face?</td>
<td></td>
</tr>
<tr>
<td><strong>Needs, priorities and perspectives:</strong></td>
<td>Needs and priorities</td>
</tr>
<tr>
<td>• What are women’s and men’s needs and priorities?</td>
<td>• What are the &quot;practical&quot; needs of women and men? (i.e. in the context of the existing gender roles, responsibilities, access and resources) For example, what needs to women have regarding water that differ from men (e.g. women tend to be the prime collectors and users of water)</td>
</tr>
<tr>
<td>• What perspectives do they have on appropriate and sustainable ways of addressing their needs?</td>
<td>• What are the &quot;strategic&quot; gender needs (i.e. requiring changes to existing gender roles and resources to create greater equality of opportunity and benefit.) For example, what impact will an intervention have on the equal opportunity of men and women to employment (e.g. increasing women’s access to employment on roads)</td>
</tr>
</tbody>
</table>

30 This table is based on an exercise developed by the UK Department for International Development (DFID).
A Gendered Stakeholder Analysis:
The purpose of the stakeholder analysis is to identify the relevant stakeholders in the urban planning process. A stakeholder is anyone who is impacted by, is influencing, has control over or interest in, some element of the urban planning and management process. Developing an understanding of how different groups and individuals are involved or affected by urban planning and management issues, there needs to be a clear understanding of the social dynamics of the community.

What does this mean? In terms of gender, this means that the stakeholder analysis must be based on an analysis of the different roles, responsibilities, access and opportunities of men and women in the society. Examining how men and women are able to interact in their urban setting as a result of their gender will give important evidence about what strategies can be employed through the urban planning process to best meet the needs of men and women equally. In addition, such an understanding will help to ensure that urban planning and management activities are helping to improve the level of equality between women and men, and are not inadvertently having the opposite effect.

A useful framework to adopt when developing a gender analysis is to prepare information in five categories:

- Assessment of needs
- Gender disaggregated profile of activities
- Resources, access, and control profile
- Benefits and incentives analysis
- SWOT analysis

These steps can be integrated into the different steps involved in the urban planning process and will therefore help to develop a deeper and more comprehensive Consolidated Urban Diagnosis and a more relevant Strategic Urban Development Plan.

Using Gender Analysis to Deconstruct What We Think We Know About Women and Men

One of the most important uses of gender analysis is that it helps to deconstruct assumptions that planners may have about the roles of men and women in a community. It is very important when undertaking a gendered stakeholder analysis that stereotypes about what men and women do, how they “should” be involved in a particular activity, or what the need or want are dismantled. In order to conduct effective assessments of what is needed in a municipality, who will be involved and impacted and how a service or activity should be implemented, planners must explore the population with open eyes, and be prepared to find surprises in what men and women express as their views and priorities. Because of its focus on examining causal relationships and exploring what men and women do and have access to in the society, gender analysis will be a valuable tool in this respect.

Assessing the needs of the community in terms of men and women, boys and girls will give the initial picture of the different situation of men and women in the communities. This will help to indicate priority areas for emphasis in urban planning. Many of the needs that will initially be identified in this process will be concrete issues such as the need of women for better sanitation services. These will need to be linked with broader needs for equal access to resources, opportunities and so forth, issues that will emerge as the process of analysis goes on.
An **activities profile** helps to further elucidate the roles and responsibilities of men and women, and thus will give greater insight into how different aspects of urban planning and management will affect men and women differently, as well as highlighting the potential roles that they can play as stakeholders throughout the planning process.

**Profiling resources, access and control** begins to illuminate the power dynamics underlying some of the gender based roles and needs that will have been identified in the first two categories. This analysis is of particular importance when examining the constraints that might be faced by women or men in participating in the planning process. In addition, some of the causes of inequality in the society, and show how these can be linked to urban planning issues. This stage will help to demonstrate the interrelationships that exist in the power structure – particularly as it centers around the household. This information is very important, as the introduction of urban planning activities – including the participatory planning process – will impact these relationships and the power dynamics.

For example, if women control the access of the household to clean water, an intervention to bring municipal water services directly to the house may have some unintended effects on the position of the woman in the house. It is important to be aware of these issues and weigh the possible negative consequences against the benefits of a particular method of service provision to determine the best strategy to address the needs of the community in a way that best promotes positive gender roles and improves the status of women.

Examining the potential **benefits and incentives** to equal involvement of men and women in the urban planning process will help to identify strategies for equal participation. Looking at the potential benefits for men in the involvement of women is an important way of raising awareness of the importance of equal involvement of women and men.
Why Gender is Important When Conducting an Impact Assessment:

Assessing impact has a variety of dimensions, both in terms of the different scale, duration and intensity of the impacts, but also in how projects will impact different segments of the society, and the interaction of different segments of society. Projects can have unintended negative – or positive – effects on the way in which different groups in society interact with one another, their levels of power, access and control over different resources or other elements in the society.

The different roles, responsibilities, access and opportunities of men and women in a society will mean that they will have different perspectives on projects in their communities, and that those projects will have different effects on them as distinct groups as well as on their interaction with one another.

One of the main reasons why gender analysis specifically should be used to enhance impact assessment is the fact that often the different perspectives and situations of men and women remain hidden when assessing impact. This tends to disadvantage women to a greater extent than men, however both men and women will greatly benefit from this level of analysis in the assessment process as it will help to ensure better design and implementation of projects to best serve all members of society, to reduce indirect negative impacts, and to promote greater equality between women and men.

Employing Gender Analysis When Conducting an Impact Assessment:

Gender analysis is an analytical tool to measure the causal relationships that gender has to the different situations of women and men in a society. Employing a gender perspective during impact assessment will help to highlight the different situations, and therefore the different potential impacts of an intervention on men and women, boys and girls. The overarching questions that should be asked are:

1. What is the current role and position of men and women in relation to the proposed intervention?
2. How would men and women use the proposed service differently?
3. How will the proposed intervention increase the access of men and women to the service?
4. How will this intervention impact the overall position of men and women in the community?
5. What other areas/services will be impacted by the intervention, and how will this impact the access of men and women to these ancillary services?
6. How will men and women benefit differently from the proposed intervention?
7. What are the different priorities and perspectives of men and women to this service?
8. How have these different perspectives been incorporated into the project?
9. What level of control do men and women have over ensuring that mitigation measures are implemented?

What these questions will also lead to is the ability to analyse what impacts (direct or indirect) the intervention will have on the ways in which men and women interact with one another and in the society at large. Will this intervention have a positive impact on the ability of women and men to participate equally in decision making, for example. Or, conversely, will the intervention have unintended negative consequences, such as limiting the access of women to particular opportunities, services or resources.
**EXERCISE : PREPARING A GENDERED SWOT ANALYSIS:**

The analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) provides an excellent opportunity to examine how gender will impact, and be impacted by, the planning and management process. The objectives of a SWOT are to highlight strengths and weaknesses, internally and externally, and then devise strategies for capitalizing on the strengths/opportunities, while overcoming the weaknesses/threats. In terms of integrating gender in urban planning and management activities, this can be a very important tool.

There are two ways in which this exercise can be used. Firstly, this can be developed as a general exercise to get practitioners to think about how gender perspectives can be incorporated into their activities and institution. Secondly, this exercise can support the use of SWOT analyses during urban planning to identify the gendered element of their activities, and how best to incorporate gender, or use it as a tool to capitalize on strengths, of a particular activity.

**FACILITATORS NOTES:**

**Step One:**
If participants are not familiar, explain the SWOT analysis, its structure and objectives.

**Step Two:**
If preparing a gendered SWOT for a particular activity in the planning process, review the SWOT analysis that has been prepared for that activity.

**Step Three:**
Distribute blank SWOT table – Handout A1, for the participants to fill in.
Hand out A2, and go through the different gender focused questions with the participants.
Break into small groups and have the participants fill in the table for the particular activity or the programme more generally.

**Step Four:**
Come back into the main group and discuss the SWOT tables. Have participants explain their SWOT and discuss other ways that gender issues could be raised through the SWOT analysis.
# SWOT Analysis:

<table>
<thead>
<tr>
<th></th>
<th>General</th>
<th>Gender Perspective</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strengths</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Weaknesses</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Opportunities</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Threats</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### SWOT Analysis:

<table>
<thead>
<tr>
<th></th>
<th>General</th>
<th>Gender Perspective</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strengths</strong></td>
<td></td>
<td>• What positive aspects in gender roles and responsibilities already exist in the society?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• What organizational tools can be drawn on in terms of gender?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• What is the role of the Municipal Gender Officers?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• What resources exist to promote gender equal strategies in planning?</td>
</tr>
<tr>
<td><strong>Weaknesses</strong></td>
<td></td>
<td>• What challenges or constraints exist within the municipal structure to equal participation of men and women?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Is there an adequate level of expertise in gender issues in the municipal structure?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Are there adequate training materials on gender equality strategies?</td>
</tr>
<tr>
<td><strong>Opportunities</strong></td>
<td>• What potential resources can be developed to improve gender equality in the city?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• What sectors of the city economy can benefit men and women more equally?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• What national regulations exist to protect women’s rights and promote gender equality?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• What other activities are being undertaken by international or governmental organizations that help to promote gender equality in municipalities?</td>
<td></td>
</tr>
<tr>
<td><strong>Threats</strong></td>
<td></td>
<td>• What cultural attitudes exist that constrain equal participation of men and women?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• In what areas are women or men particularly vulnerable in the society?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Are there traditional codes of conduct that constrain equality between men and women?</td>
</tr>
</tbody>
</table>
DEVELOPING GENDER SENSITIVE URBAN INDICATORS:

When incorporating gender perspectives into the planning process, it is crucial that there is a mechanism for measuring the impact that the process is having on the status of men and women. Indicators are a key part of any project, as they provide a means of evaluating the success of the programme. Indicators are like sign posts, showing the progress of social change. As such, it is critical that they reflect the changes in gender dynamics in a society. Indicators are more than simply a collection of data. Statistics do not alone allow for a contextual judgment of an issue. That is the key purpose of an indicator, and particularly of a gender indicator, to give a contextual measurement of change in the status of women or men, as they are measured against prevailing norms internationally and the prevailing reality locally.

Incorporating gender based indicators in the overall measurement process will also help to facilitate the ongoing process of analysis of the situation in the society itself. Combining indicators measuring gender changes with other indicators will also help to show where other social factors combine with gender to impact issues. For example, measuring enrollment rates of boys and girls from a gender perspective may highlight a disparity between the level of enrollment of girls. However, combining this information with indicators measuring rates of enrollment of boys and girls from a particular ethnic or socio-economic group will often show that the issue is a mix of several social factors. This provides a more comprehensive understanding and will therefore help planners devise the most appropriate strategies.

Using Gender Based Indicators in Urban Profiling:
All indicators in the planning process should be gender disaggregated – that is, designed to measure the impacts on men and women separately. This will be supported by the collection of disaggregated data (see boxed text below), however it is important to ensure that all indicators, where possible, are disaggregated to allow for the comparison of impacts between men and women, as this is central to gauging the changes in the gender situation as a result of the planning process.

Participatory Development of Indicators:
The development of indicators, particularly when undertaking participatory urban planning, should be a participatory exercise involving stakeholders. This is especially important when developing gender based indicators, as the communities themselves will provide the key information through the analysis phase and will have useful views on what changes are realistic through the planning activities.

Using Quantitative and Qualitative Indicators:
Measuring gender equality must go beyond a focus on numerical gender balance. The number of men and women present at a meeting, or employed in an organization does not necessarily give a complete picture of the roles and responsibilities, and therefore the equality, of the men and women in a given situation. It is therefore important when developing indicators to measure the changes in the gender situation to look at both the quantitative aspects (i.e. the number of men and women represented in a particular situation) and the qualitative aspects (i.e. the way in which men and women interact in these situations). For example, the number of women represented in an organization might give an initial idea of the involvement of women in an area. However, qualitative data will provide greater insight into how deeply they are involved – if they have access to decision making, if they feel empowered or marginalized in the organization, and so forth.

Types of Indicators:
Based on the type of information you wish to analyse, there are different types of indicators that will need to be developed to give a comprehensive measurement of the situation and the changes occurring. The combination of these different kinds of indicators will depend upon the objective of the programme.

Indicators will measure different aspects of the project and together measure how effectively a project is addressing gender issues as well as measuring the gender changes as a result of the activities.

**Input indicators** measure the resources put in to a project to achieve an objective. This is particularly important when measuring gender issues in an urban planning project as it will give a clear indication of how the resources are allocated in dealing with gender concerns. These indicators will also help to identify potential problems during the early stages of a project. These indicators will generally include a mix of quantitative indicators – such as the amount of materials supplied at the beginning of an infrastructure project – and qualitative indicators – such as the views of the stakeholders about the planning activity at its inception, whether they feel it will be successful and so forth.

**Process indicators** are often the most important when measuring changes in the gender situation. These indicators will measure the activity changes that have occurred through the implementation of the project. They will examine the views of the stakeholders as the project is being implemented – for example the opinions of stakeholders about the participatory planning process. In addition, these indicators will look at the progress during the activity stages of the project. For example, these indicators may measure the extent to which men and women benefit from the infrastructure that has been rehabilitated by a municipal programme or from the development of a plan for service delivery in a particular sector.

**Output indicators** measure the direct outputs of a project. In the context of urban planning, these indicators will include the completion of a strategic plan or the delivery of particular services. As such, these give a short term view of whether or not the programme has achieved its objectives, but does not give a perspective on the longer term change that the activities may have impacted.

**Outcome indicators** give a longer terms perspective on the changes resulting from the project or activity. These, combined with process indicators are the most important for measuring the changes in the gender situation as a result of the participatory urban planning and management process. However, the measurement process for outcome indicators tends to be difficult and costly, as the views and changes in the gender situation have to be measured after a project is completed, entailing costly interviews, tracking of participants and stakeholders. However, wherever possible, outcome indicators should be included as they give the clearest understanding of how the roles of men and women will have changed as a result of the planning process.

**Measuring Participation:**

This is one of the most difficult things to measure effectively, however it is also one of the most important aspects of gender based indicators in the participatory planning process. There are two different kinds of participation, which are important to distinguish between in terms of gender roles in the planning process. Participation in the sense of involvement in the practical application of activities, such as a food for work scheme to build a road in a municipality. The second type of participation deals with involvement in decision making and other contributions throughout the planning
process. This second form of participation is particularly important because it has a higher degree to control over the outcomes of the process, however, it tends to be more difficult to evaluate. The involvement of men and women in urban planning needs to be measured and compared at these two different levels.

**Gender Disaggregated Data:**

Disaggregated data are the basic statistics that will help to inform indicators in the planning cycle. It is very important that wherever possible, this information is broken down by sex, to allow for comparisons between the situation of men and women, boys and girls, in a given area. By breaking information down this way, disparities between men and women will be highlighted in relation to certain aspects of urban management. This is especially important in relation to women’s roles and status in societies, as generally women’s activities are centred on informal sectors and often take place in the household. As a result, their contributions are often not visible, unless specific measures are taken to gather data that contrast and compare the roles of men and women.

The collection of gender disaggregated data is relatively straightforward, it is simply the process of ensuring that at every level that the individual is the unit of measurement, that all those individuals measured are also broken down into male and female categories. It is also important to remember, when collecting disaggregated data, that statistics that use the level of “household” as a measurement will often hide many of the gender dynamics, as this system of measurement assumes the household to be a monolithic entity, which is not the case. Therefore, emphasis should also be placed on breaking down the units of measurement at the household level to highlight the different roles and responsibilities of each member within the household. For example, access to services may differ among members of the same household for a variety of reasons. A woman may have reduced access to transport at night because of a lack of street lighting (and therefore reduced security).

Planning indicators to highlight the gendered nature of participation may include:

- In the Stakeholder Analysis, they should measure the number of men and women involved in the municipality as well as among the stakeholders;
- As the stakeholders are identified, indicators should measure the gender balance between men and women in the different categories of stakeholders – as many will be those affected by the issues, while others will be people with a degree of control over the implementation of the plan, and the gender balance needs to differentiate between these areas, as this will provide a critical measurement of the levels of control of men and women among the stakeholders. For example, if community groups are heavily represented by women, while the professional sector is heavily represented by men, this will give a clearer picture of the gender based power dynamic within the community. This information will be important when planning future urban development initiatives so that they benefit all members of the community equally
- The number of identification and planning meetings held with stakeholders is an important measurement both during the Stakeholder Analysis and throughout the planning process as stakeholders continue to be involved.
- Attendance of stakeholders at these meetings – broken down by sex, age, ethnicity – should also be measured throughout the process.
- Level of contribution and participation of stakeholders at planning meetings – broken down by sex, age ethnicity. This will elaborate on the measurement of
attendance to examine how substantively involved men and women are in the meetings.

- As planning continues, indicators should measure the frequency of attendance of men and women. It is important also to follow up and examine whether attendance rates vary throughout the process and why.
- Also ongoing, indicators should measure the level of contribution of men and women.
- In the Investment Capacity Assessment, participation indicators should measure the contributions of men and women – monetarily, in kind, in time, labour and so forth.
- In terms of measuring the levels of control of men and women in the process overall, it is also important that the indicators measure the number of men and women in key decision making positions throughout the planning process.
- As the planning process progresses and priorities are identified, it is also important that the indicators measure the benefits to women and men, boys and girls, in the activities that have been prioritized in the strategic plan.

Qualitative indicators to measure participation will generally come in the form of perceptions of stakeholders to the process, changes in group behaviour – particularly in terms of the organizations identified through the planning process – and an analysis of the role of women in the decision making throughout the planning process. This can also be undertaken through observation throughout the process by individuals trained on gender analysis – the Municipal Gender Officers could perform this important function.

**Steps in Developing Gender Based Indicators:**

1. Identify Objectives
2. Identify Activities
3. Collect Baseline Disaggregated Data
4. Develop Indicators
5. Identify Means of Verification
6. Identify Risks and Assumptions

The development of indicators is an integral component in the planning process. Indicators are designed to measure changes towards the stated goal of the urban planning process. Therefore, the identification of the overall objective is the first step in developing indicators. Secondly, identifying the activities involved in the process and how gender can be incorporated in each activity is important, as these will provide much of the framework for measuring gender changes in the planning process. Collection of disaggregated data as a baseline against which change can be measured is the next critical step. At this point the gender based indicators can be prepared. Before finalizing the indicators however, it is important to clarify possible risks and assumptions made that may impact the process as well as the measurement at a later stage. This can best be done using a gendered SWOT analysis, which is described in the corresponding tool on gender analysis.

This process of developing indicators follows the model of developing a logical framework, a tool that is used in programme development and can be very useful in developing urban indicators, as it helps practitioners to develop the indicators in the overall framework of the objectives, needs and realities of the project.
**EXERCISE: DEVELOPING GENDER BASED INDICATORS USING A LOGICAL FRAMEWORK:**

This is a useful exercise to give a basis to the level at which gender should be incorporated in planning. A logical framework (logframe) is a conceptual tool that is used when designing a project or programme. It can be particularly helpful in urban planning as it helps to clarify the objectives, activities and systems of measuring the progress of the planning process.

One of the most useful aspects of a logical framework is that it emphasizes the impacts of activities – in this case, the impacts of the participatory urban planning process – and helps design relevant measurements for evaluating these impacts in terms of gender.

The objective of participatory urban planning is to bring stakeholders in to the process to improve the overall effectiveness of the resulting urban plan as well as to promote inclusiveness more broadly. In this, the concept of gender equality is central, as there cannot be a truly inclusive, participatory process unless both men and women are involved on equal terms.

This exercise will assist practitioners in applying gender perspectives in planning generally, with special emphasis on the development of indicators to measure impact on gender issues in the planning process. There are different ways of undertaking a logical framework. This version highlights the development of gender based indicators in the process.

**FACILITATOR’S NOTES:**

**Step One:**
Distribute Handout A1, which in the first section gives an imaginary case study and a series of questions for the group to answer. Have the group discuss these questions, and then discuss the responses given in terms of what other ways gender could be incorporated in the different project phases.

**Step Two:**
The discussion in step one will serve as an introduction to the development of the logical framework. Once the responses to the questions have been discussed, distribute Handout A2, which gives an overview of what a logical framework is. Discuss this with the participants to ensure that the concept of the logframe is clearly understood.

**Step Three:**
Distribute the blank logframe sheet – Handout A3, on which the participants are asked to prepare a logframe for the case study on Handout A1. This logframe is intended to be a gendered logframe, and therefore the participants must indicate the gendered nature of the objectives, activities, indicators and outcomes very clearly. They also must state why the gender aspects are important for the overall success of the project.

**Step Four:**
Once the participants have completed their gendered logframes, bring them together to discuss the responses and other possible indicators not included in the logframe. Finally, distribute Handout A4, which gives an example of a gendered logframe, and have them compare the responses on that with the answers they came up with as a group.
INTEGRATING GENDER INDICATORS IN THE DEVELOPMENT OF A LOGICAL FRAMEWORK:

CASE STUDY:

Municipality X is in the process of developing an urban plan. The Consolidated Urban Diagnosis has been completed and the first Urban Consultation has been undertaken. During this consultation, the improving the provision of water and sanitation services to communities by the municipalities was identified by the stakeholders as a key priority. A thematic group has been formed to look specifically at how the municipality can improve water and sanitation service delivery.

The teams is now preparing an action plan based on the Consolidated Urban Diagnosis, with the objective of delivering affordable water and sanitation services within the municipality.

QUESTIONS TO BE ANSWERED:

1. How does the present level of access affect men and women differently?
2. What are the different needs and priorities of men and women in terms of water and sanitation?
3. How can the provision of water and sanitation services best address these different perspectives?
4. How can women and men be equally involved in the implementation of service delivery?
5. How can impact on men and women be measured?
6. How can the involvement of men and women in the action plan be measured?

EXERCISE:

Using a Logical Framework in the Planning Process:
A logical framework is a tool to use when planning a project. The purpose of the logframe is to develop clear linkages between the objectives, the activities (inputs), the expected outputs, the desired outcomes and the means by which these changes can be measured. This is particularly important in incorporating gender elements into the planning process. Developing gender based indicators must be undertaken as an integrated step in planning to ensure that the indicators are relevant to the overall objectives of the urban planning.

This exercise teaches you how to use a logical framework to incorporate gender into the different phases of planning, particularly in developing indicators.

Step One:
Turn to Handout A2 – this handout gives an explanation of what a logical framework is, and the different steps involved. Read it over and discuss any questions with the group.

Step Two:
Turn to Handout A3. In smaller groups, prepare a logical framework for the action plan, focusing on how gender is involved in each step. A normal logical framework would look at the impact of the project in many different ways, but this should focus on the gender elements – how gender issues can be incorporated in the objectives, activities and outcomes of the project. Once the gender elements have been highlighted, examine how you can measure the impact of the programme on women and men through preparing indicators and methods of verification. Finally, ensure that you state why the gender perspective is important for the overall project at each stage.

Step Three:
Report to the larger group on what ways you incorporated gender in each step of the logical framework and compare the responses.
What is a Logical Framework? – Concepts and Definitions*

**Objectives**

Objectives are the overall goals identified through the urban planning process in the action plans for the urban priorities.

**Activities**

Activities are the actions taken within the project as a result of the urban planning process.

**Expected Outcomes**

Outcomes are the changes brought about through the activities, such as trainees applying their skills, institutions acting on recommendations to increase gender perspectives, municipalities changing their policies or activities based on meetings, workshops or discussions.

**Objectively Verifiable Indicators (OVI)**

Indicators are the tools for measuring the changes that have taken place as a result of the activities and how these fit with the objectives of the planning process.

**Method of Verification (MOV)**

The Method of Verification refers to the way in which the indicators will be measured – based on gender disaggregated data collected, feedback from men and women in the planning process and so forth.

---

*This exercise is adapted from an exercise prepared by UNDP in Assessing and Managing Programme Results, 1998*
<table>
<thead>
<tr>
<th>OBJECTIVES</th>
<th>INCORPORATING GENDER IN THE PLANNING PROCESS:</th>
<th>WHY IS THIS IMPORTANT FROM A GENDER PERSPECTIVE?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### INCORPORATING GENDER IN THE PLANNING PROCESS:

- Gender disaggregated data collected during the analysis and situation appraisal phase.
- Feedback from men and women stakeholders.

### WHY IS THIS IMPORTANT FROM A GENDER PERSPECTIVE?

- Disaggregation of data allows for comparisons between women and men to highlight different challenges and opportunities for the project that would otherwise be hidden.
- Disaggregated data allows the project to measure the impact on the level of equality between women and men.

### MOV

- **What % of population covered by water and sanitation services (segregated by sex)**
- What is the level of accessibility for marginalized groups – including women headed households?
- Is the service accessible for the prime user of the service? (segregate by sex)

### OVI

- All sectors of the population (men and women, boys and girls) will be able to access clean water.
- All sectors of the population (men and women, boys and girls) will be able to access sanitation services.
- Service delivery will reflect the needs of both men and women in the community.
- Services will be affordable for all members of the communities.
- Men and women equally involved in planning.
- There will be a greater awareness of the different needs of men and women.

### OUTCOMES

- Measuring the benefits of the programme in terms of men and women will help to ensure that the programme has really achieved its stated objective of providing services to all members of the population. This will also improve the sustainability of the programme if all segments of the population benefit equally from the service.
- The issues around access to services will be different for men and women and therefore need to be recognized for the programme to be effective for everyone in the community.
- Ownership of the programme by the community can only be successfully achieved if both women and men are involved in the process and their needs are addressed.

### ACTIVITIES

1. **Action Planning – incorporating the needs of men and women in the development of the activities in the action plan.**
2. **Strategic Urban Development Plan – including the perspectives of both women and men in terms of water and sanitation into the broader issues in the SUDP.**
3. **Implementation of the project.**

### NEEDS

- Improving the provision and access to water and sanitation services to the population of Municipality X for all segments of the population.

### OBJECTIVES

- Needs of access and use of water and sanitation services will differ for men and women.
- Women and men both need to be involved for the process to be really inclusive.
- Women and girls have greater needs in terms of sanitation.
- Women tend to be the primary users of these services in the household.
- Women tend to be less active in public and political activities and therefore their opinions need to be drawn out on these issues.
**Gender Mainstreaming Concept Note**

**Background:**
Gender mainstreaming has been a widely used concept within the international development community for a decade. In 1995, at the Fourth World Conference on Women held in Beijing, mainstreaming was officially adopted as the international approach towards the goal of gender equality.

Gender mainstreaming is not a strategy specific to any one organisation or group, but rather an internationally adopted approach that should be undertaken by all countries and their institutions. Though gender mainstreaming will differ within different contexts, the common focus for the approach will always be the same: to integrate gender dimensions, aspects and objectives into all processes (economic, political and social), institutions (formal or informal) and their impact on societies.

Gender mainstreaming will serve as the tool to reach the goal of gender equality. It will also serve as the instrument to identify the structures, values and norms that form the roles of, and engendered relationship between, women and men, girls and boys in order to understand the imbalance and discrimination that structures inequalities.

Before the concept and approach of gender mainstreaming is described here through its background and aim, it is important to outline the basic concept of gender and its definition.

**The Concept of Gender:**

The terms gender itself does not denote anything, rather it is a grammatical label used to describe a category of words in a language. Therefore it is important to always put the term gender into a context that will give it meaning, such as "gender roles" or "gender relations" or "gender analysis". It is in this context that the term gender will become a useful concept used to describe the discourse of gender equality and gender dimensions within a society. The term requires a context in order to gain meaning and usefulness to the debate of women and men's equal rights, opportunities and responsibilities, or gender equality.

The term "gender" refers to economic, social and cultural attributes and opportunities associated with being female or male. In almost all societies, women and men differ in their activities and undertakings, often with consequences on their access to, and control over resources, and their rights and opportunities to participate in decision-making processes as well as their access to, and participation in, power centres.

Gender roles and responsibilities, therefore, refer to the roles and responsibilities which women and men have, based on them being females or males in a specific society. The use of the word "gender" highlights the insight that these differences are not innate or predetermined and are not the same as the biological differences between women and men. Gender differences have been built upon, and are reinforced by, socio-cultural, economic as well as political institutions, and are therefore different according to the context in which societies are situated and developed. Although gender roles and responsibilities, as well as discriminatory relationships between women and men, are often perceived to be "natural" or "the way things are", they are not, as they can be changed, and the nature of gender definitions (what it means to be male or female) vary among cultures, and change over time.
A focus on gender inequalities does not imply that all women are worse off than all men are. Rather, this highlights the fact that gender dimensions (being female or male) is an important social division, which is often characterized by inequality between groups of women and men. Being a woman or a man will influence how people see you, the social expectations about how you should behave, people's assumptions about what you might be "good at" or what skills you might have, as well as your life chances. "The crucial aspect is that there are not just gender differences, but there are fundamental gender inequalities. No matter where in the world you are born, you will generally tend to have greater options, more opportunities and better access to resources -- if you are born male". (Sida, 1997) What is important to recognize is that these are social distinctions not unlike the distinctions upon which other inequalities in society are based such as wealth/poverty.

It is dangerous, and would be a mistake, to confuse "gender" with "women"; it is therefore important to understand the differences between these two concepts. In order to focus on gender and gender inequalities, one must have knowledge of both women and men's roles and responsibilities as it is the comparative analysis between these that will highlight the gender dimensions of a society. Women are a part of a gender analysis or approach, but they do not constitute the only important group when understanding gender inequalities in a society, and therefore women cannot be substituted for gender as a concept. An analysis of women or men separately can be of importance but can never replace a gender analysis or perspective as it only highlights the roles and responsibilities of women and will not identify gender differences and inequalities, or the reason behind these. To only state that girls do not attend school adequately does not necessarily mean that this is a result of gender inequalities. It is possible that boys attend in equally low numbers, and therefore it is when you compare these two data that a gender analysis can be made and the origin of any inequalities (between females and males) further investigated.

Women, or men, as a constituency can organize themselves around any common cause or interest but it is equally important to remember that these groups are not homogenous. There is a need to take into consideration a variety of different criteria, such as class, race, ethnicity, social backgrounds and so on. Consequently, the interests of women and men, separately or linked, may be determined as much by their class positions or their ethnic identity as by their gender roles.

**Gender Mainstreaming – Some Background and Experiences**

Gender mainstreaming has its roots in the earlier strategies developed by the international community, which solely focused on women and girls as primary stakeholders, under the common label of *Women in Development* (WID). WID sought to increase women's participation in, and benefits from, the overall development process by focusing all their efforts on women as the sole target group. Although a broader gender perspective was often used in the planning phase by stressing gender equality as the overall goal, this was not followed up in the later phases. The implementation of projects and programmes, using WID, focused solely on women as the group "that needed help" or "the group with the problem". This created a variety of constrains, and for the long-term development process it often resulted in more negative impact than actual benefits for women in particular, and gender equality in general.

Gender mainstreaming, could be said to originate from the very critique directed towards the Women in Development approach, although there were other important factors that shaped the mainstreaming process.
Three major areas of criticism towards WID are important to mention in order to outline the background of gender mainstreaming. The first area of criticism was directed towards the **structure and impact of WID**. In reality, WID's efforts to "empower women" often took the form of separate focus-projects for women within larger programmes and interventions. The idea was to strengthen women, as a group, in order for them to be able to participate in future development interventions on more equal terms as men.

While some "women-specific projects" were, and are, innovative and catalytic, most were too small in scale and therefore had limited effect beyond the few women directly involved. Women-specific-projects, or focus projects, often had little relation to the main concerns of the overall programmes and a very small claim on overall programme resources, as well as their outputs. In short, these initiatives did little to prevent women from being bypassed in the allocation of the overall resources, opportunities and/or outputs. By women-specific-projects women were already targeted and therefore often "ignored" in the decision-making processes of the overall intervention, as "their needs and demands was already taken care of".

The need to address the issues at higher and broader levels became apparent with the realisation that women's projects and women's components were having a limited impact on the position of women and even less on the social and economic processes that structure gender (in-)equalities. Policies, institutional practices and planning processes have now been identified as important targets for the integration of a gender perspective, rather than specifically on women, because of the broad impact they have in setting the conditions under which communities, households and individuals function.

For a long time, research had demonstrated that inequalities between women and men were based on social norms and values originating from the structures of society. This implied that it was these societal structures that had to be targeted, rather than women alone. Women as a group should not be seen as the problem, but rather as a part of the solution.

Another crucial problem created by targeting all efforts solely towards women, was that the relationship between women and men, often as the arena for discrimination was not made visible. Research, on the other hand, showed that it was the very relationship between women and men that were important to understand in order to understand gender inequalities. To understand women as a group, and their constraints, are not enough, to understand the reasons behind this imbalance. Neither is it enough to pinpoint "men", as a group, as the discriminators with the sole responsibility for gender based inequalities, as the inequalities are often structural and not based solely on individual actions. Again, one has to understand the norms and values, which creates these unequal structures and imbalance between women and men. This is why gender mainstreaming is a more sustainable approach compared to WID, as mainstreaming will rather promote an analysis of the whole society and its structures to identify the root of the problem, rather than solely focusing on one group.

The second lesson learned, was raised by women from the South, and regarded the very terms for **women's participation**. They claimed that women's participation as such was not the problem, but rather the terms for participating. They argued that women were already integrated into society and the economy, and that their work (both productive and reproductive) was critical to sustaining and developing the society. Empowering women, as a group "outside" the mainstream, within an already unequal development process (or unequal societies for that matter) is not an effective
means to achieve any real change for women. Particularly when women had so little influence of the development choices and directions being pursued at the national and local levels.

Rather it was the terms of this participation that had to change and the very norms and values that created the criteria for the participation of women, which has to be re-evaluated. Again, it was identified that it was not enough to target women, as they alone cannot alter their own position. Men's roles and responsibilities also has to be recognised and their constraints, demands and needs equal attention. Men as a group are not always better off to women, and their participation should not be taken for granted. A change in women and men's roles and interactions, or relationship, therefore needs to be recognised and accepted by the whole society. Mainstreaming offers the international community the tools to understand and analyse these structures and promote changes for women's, as well as men's, participation.

The third lesson learned from implementing the WID, was linked to the concept of gender vs. the concept of women. Again, criticism evolved from the South, towards the western institutions and their understanding of "women" and "women's problems and constraints". The overall argument of this criticism was that there are no such thing as global "women's problems", and therefore no such thing as global demand from women, or a global solution for that matter. The basic argument was that every society has its own structure and it's own norms and values, and therefore its own framework for discrimination. The problems that faced women in Europe and North America were not the same problems that faced women in Asia or Africa. Not even groups of women within Europe and USA had the same demands, as for example African American women in the States raised other issues and demands, than their national sisters. The criticism emerged from the fact that many of the development initiatives from the so called North (Europe and USA), were most of the donor-institutions were based, was not relevant for the women in the South. The basic message was that are no such thing as a "universal woman" (or man for that matter) but rather gender roles that are determined by the surrounding society and its structure of cultural, economic and social institutions. What the concept of "gender" did, was to alter our understanding of women and men, by offering a new set of tools that would facilitate our understanding of women and men's roles and responsibilities within their context. Gender aware analysis and methods would make it possible for us to avoid assumptions based on our own knowledge often formed by our own contextual experiences from discrimination and inequalities. Gender mainstreaming, by requesting a gender analysis, will answer directly to this criticism by analysing the situation before any decisions are made, concerning the needs and demands, opportunities and constraints created from a specific society and its context.

These three areas of criticism of the WID approach, shows us the demands that paved the way for gender mainstreaming. It was clear that there was a need for a strategy that targeted the whole society, identifying its institutions, structures and value systems as the basic cause for gender based discrimination. WID alone does not work as the only strategy as it focus solely on women, and as such marginalises women from the mainstream by making them a special group "outside" the rest of society. WID was often based on the understanding that women and their problems were homogenous, therefore using the same project form with similar goals and objectives in any country. Again, this is something that a gender mainstreaming approach avoids by promoting a general understanding of gender roles and responsibilities to be analysed and used at all levels of any interventions. Mainstreaming gender implies that the norms and values that create roles for, and relationships between, women and men are identified, and understood.
Lastly gender mainstreaming is a long-term strategy, compared to the relatively short sighted impact of WID. As an example: WID would target women's low or/and informal income through implementing small scale income-generating-activities, gender mainstreaming however would focus on revising and improving laws and regulations and therefore aims at the very heart of the problem.

Although the overall WID approach has been exchanged for gender mainstreaming by the international community, the need for targeted activities still remains. Today focus-projects are used as a part of the overall mainstreaming strategy, but with the difference that men and women, girls and boys can be targeted through a special focus, if deemed necessary.

**Gender Mainstreaming – The Concept and its Outline**

*Gender mainstreaming as a concept*, refers to an integrated approach towards the goal of gender equality. Mainstreaming as such refers to the approach of integrating (or mainstreaming) gender dimensions and aspects into all processes, institutions and stakeholders of a (or any) society or community. Gender mainstreaming refers to the necessity to create and sustain gender aware and sensitive societal structures and will therefore direct the mainstreaming approach towards societies and/or communities as a whole.

Being part of the mainstream means having equitable access to all processes and all forms of development, to share its resources, opportunities and rewards as well as its responsibilities and constraints. Mainstreaming will demand that all groups and citizens of any society, both women and men, girls and boys, are a visible part of, and actively participating in, the mainstream. A gender mainstreamed society or institutions, implies a society (or institution) where equal and non-discriminatory participation in influencing and shaping any political, economic, and societal or cultural process through being a part of the decision making is existing.

A gender mainstreaming approach should strengthen the legitimacy of gender equality as a fundamental goal, to be reflected in all development and institutional practices, and as such be able to influence the broader economic, political and social policies and structures. But this can only be gained when it is recognised that gender inequalities are consequences originating from norms and values of a whole community, and is not seen as a "women's-problem". It is a societal problem that is affecting the whole society and all its members, and is not a problem linked to any specific group of individuals.

Efforts to achieve the goal of gender equality should therefore be brought into the mainstream of decision making, as a central criterion for any process or development intervention, and as such be pursued from the centre rather than the margin. The concept of mainstreaming therefore outlines an overall approach rather than a goal in itself and can therefore never be outlined as a separate strategy aside from the overall programme.

Mainstreaming implies more than just ensuring equal numbers of women and men in current systems, institutions, and structures. It involves changing policies and institutions so that they actively promote, and fulfill the goal of gender equality. It involves changing the very conditions of participation for women, as well as men, and the very values and norms that shapes the roles and responsibilities for women and men (or being female or male) and their opportunities to influence the decision making and development of societies.
Gender mainstreaming will take different forms and shapes according to the context where it is implemented. As different societies and communities have different needs and diverse demands as well as a different set of problems and constraints, the process has to be planned accordingly. Therefore it is all the more important to treat it as a strategy or an approach, and not an outlined and ready set method, as this would imply an equally ready set of tools and instruments to use. There is not one single way of implementing gender mainstreaming in everywhere, but rather one for each setting and each situation.

**Gender Mainstreaming – Strategy and Strategic Objectives**

The goal of a gender mainstreaming strategy is gender equality. Mainstreaming is an approach to work toward the goal of gender equality. It is not an end in itself.

As already been stated here, mainstreaming is not a method as such, as a method would supply its user with strict guidelines and tools in order to be implemented. And following the previous outline of the background of gender mainstreaming it is clear that one outline is not enough, as any mainstreaming approach must be formed from the context where it is implemented. There is no universal mainstreaming approach, but a variety of approaches based on the same strategy with some common features. These common features will guide and assist its user in identifying the right method for a specific setting, be it a community, an institution or a development intervention.

A mainstreaming strategy does therefore, not entail only the effort to integrate women into the overall framework or intervention at hand, but it is rather the terms of this integration. As equal partners with men and their active participation in forming, deciding and implementing the changes in societies that will form a mainstreaming strategy. Therefore, the most important features of them all is that women and men must participate equally and on the very same terms, whenever a mainstreaming strategy is implemented.
GENDER ANALYSIS: CONCEPT NOTE

WHAT IS A GENDER ANALYSIS?
Gender analysis is a method of social analysis. The focus of the analysis is to examine a society based on the dynamics and interplay of the roles and responsibilities of men and women, boys and girls in the society. Thus, gender analysis allows for an examination of the society at all levels however it does so with a focus on how gender dynamics impact the society. Such an analysis is extremely useful not only for mainstreaming of gender issues into programmes in a particular situation, it is also an important tool for a broader understanding of social dynamics and therefore will improve the overall impact of programming more broadly.

HOW DO YOU CARRY OUT A GENDER ANALYSIS?
A gender analysis always has to be carried out at all different levels of the community/society with diverse stakeholders in focus. Such an analysis must also be undertaken at the initial phase of any intervention for an adequate gender mainstreaming approach to be outlined and planned.

It is important when compiling a gender analysis to keep in mind what the analysis or its outcome in the end will be used for. Always keep the intervention in mind in order to get as much relevant information as possible. Some basic question that always should be addressed in a gender analysis in order to guide the outcome, are:

- Who are the primary target groups -- and what are their demands?
- What objectives are therefore relevant for the intervention?
- What activity (-ies) would be best suited to achieve these objectives?
- What are the biggest risks with/for the intervention?
- Which are the most useful entry points/opportunities for gender mainstreaming?

By keeping these questions in mind, at an early stage you will be able to limit the scope and the aim of the intervention, focusing only on specific information regarding the target groups and their needs and demands as well as their context. By steering the gender analysis through these overall questions the mainstreaming approach will be focused and clear already form the beginning. A area such as risks will be important to identify early as you will be able to prepare yourself for any negative impact the intervention might have, or any factors that might intervene negatively on the objectives and activities of the intervention.

One last issue should be presented in more detail here before we start with the levels of questions; the stakeholders. This concept, or term, is often used in a very confused or misunderstood manner within projects and programmes. It is therefore crucial that we outline the correct definitions of the different levels of groups here:

- **Primary Stakeholders**
  This is the first priority of any intervention as they are the TARGET GROUP. The group that will benefit from the implementation of the intervention -- it is this groups that will be central to the analyse and all stakeholders/groups with any connection to the target group (economic, social, cultural, or political) must be outlined, at least the groups that are in any form of power relation to this group.

- **Secondary Stakeholders**
  The intermediaries of the intervention, or the IMPLEMENTERS: This group can be a partner to, or the owner of, any intervention. They will have to participate in all phases of the intervention in order to be able to implement its activities. It is
this groups that has to fully understand the outcome and implications of the gender analysis, as well as be gender aware and have the capacity to mainstream the intervention at hand.

**Key Stakeholders**

To be key stakeholders you have to have a power relation to any aspect of the intervention. This is often a term used when describing the FUNDING AGENCY/DONORS but it can also entail any institution or group or individual within a society that has the power (that is outside the control of the intervention itself) over any aspect or process that is necessary for the achievement of goals.

The examination of the various levels in a society will necessitate the highlighting of different aspects and dimension of the society. Some guidelines for the different levels are outlined below through the posing of some relevant questions. The sectors and areas chosen here are meant to give broad examples of common levels to give a general idea of what is required from a gender analysis. The levels chosen are therefore:

- The Community Level,
- The Specific Sector (disaster, reconstruction etc)
- The National Level

However, before outlining the three levels, there are some general areas that should be outlined first as they always require further elaboration within a gender analysis. These areas cover some basic entry points for gender mainstreaming that will be of importance when planning a gender mainstreaming approach as they are of central importance to the goal of gender equality and women's rights:

- The legal framework
- Policies and Policy instruments
- National Machineries on Gender Equality and Women's Rights
- Partners and Networks
- Statistics and Data

**The Legal Framework:**

1. What are the legal differences for women and men, if any?
2. What are the legal practices, and legislation, common in the country relevant for gender equality and women's rights in the area (-s) that your intervention will be active in?
3. What legal instruments can be used to protect the equal right's, and terms of their participation for women and men?
4. Is there any specific laws, or legal instruments, that are applicable on the area of your intervention?

**Policies and Policy Instruments:**

1. What policies are in place in the specific sector, or area of the intervention? Do they elaborate or mention, women and men's equal rights and responsibilities within the specific area?
2. What policies will be useful for you in the planning and outlining of your intervention? What can you refer to, in order to raise the issue of women's rights and equality?
3. Who are the policy makers? What instruments are available for women and men to approach and influence policy makers/institutions?
4. Is there a specific policy regarding women in the specific area for the intervention?

_National Machineries on Gender Equality and Women’s Rights:

1. Under what Ministry, or similar institution (such as Departments) are Women's Rights and Gender Equality assigned to? Does these issues belong to any specific Ministry?
2. Is there a national Action Plan in place for these issues?
3. What issues are they, at the national level, raising as major concern and crucial areas that could be linked to the intervention?

_Partners and Networks:

1. What groups, NGOs, CBO's or similar are working in the area of gender equality and women's rights, are active in the area of the intervention?
2. Are there any research-institutions active in the country or region, focusing on women's or gender studies? Have they done any research on the area of the intervention?
3. What information on the specific situation in the country, at the community level or in the specific sector can they assist you with?
4. Do they have specific issues or areas of concern, connected to gender equality and women's rights, in the area that you plan to work within?
5. How can you collaborate within the area of the intervention, on the issues of concern?

_Statistics and Data:

1. What statistics are available on the area of the intervention? Is it gender-disaggregated? How will this information be used for the intervention?
2. What other forms of data are available, on gender issues, within the area of the intervention?

_THREE LEVELS FOR GENDER ANALYSIS

For the different levels that you might be working with in any interventions the gender analysis must capture the specifics of that specific level or area. The questions you ask on a community level can not be asked equally on the national level or the regional level, as these might reflect on too detailed information that is far too complex to ask on a national level. Therefore the gender analysis must be especially designed for every new interventions even though a skeleton for each area or level could be outlined:

_Community Level:

1. Are there any women's organisations active in the community? If so what issues are they raising as important and crucial, that are relevant for the area of the intervention? (How can you collaborate with these organisations?)
2. What are the division of labour, who does what? Who has the largest workload, doing what? (If there are any inequalities between women and men in the division of labour and work-load, why are they there and how can the intervention improve this situation?)
3. And who is responsible for what? (How can the intervention raise this issue? How can the intervention improve these inequalities?)
4. Who owns what? Who controls what? Are there any inequalities between women and men in this area? Who benefit's, who don't? What are the causes? (How can the intervention raise these issues? How can the intervention improve these inequalities?)

5. What are the major constraints for women, and men, respectively, and what are the reasons behind this division between women and men respectively? (Can the intervention ease this burden for women and men will both groups benefit from the intervention or will one group get event a larger burden to carry?)

6. Who owns the land/tenure/house and what constraints/ opportunities does this open up for women and men, girls and boys respectively? (What can the intervention do in order to improve, and/or raise this issue for the Community?)

7. What is the situation for girls, compared to boys, do they go to school? Do the work, with what? What does the future look like if you are a girl in that specific Community? Will you inherit land, have control over any resources? (Can the intervention you work with improve the situation for girls, if necessary? And if so, how)

8. What legal issues are relevant within the Community and how do they impact on women and girls? (How can the intervention raise this issue? How can the intervention support the claim on legal reform within the country, for the Community?)

9. What does women and men themselves have to say about the situation, their roles and responsibilities and needs and demands? (How can the intervention address these issues?)

Specific Area or Sector:

1. What laws and labour regulations are available for this sector (What Ministry is in charge -- do they have a gender policy or relevant guidelines in place?)? How is women and men treated (similar or different or is it "gender blind")? How does this impact on women and men differently? (How can the intervention address this issue -- if there are inequalities?)

2. How does the UN treaties and charters address the areas of the sector? What Conventions and Declarations are in place? Has the country ratified and adopted these? What issues do the Ministry, or Department assigned to Women's Rights and Equality, raise as crucial for the sector? (How can the intervention support these demands from the international communities? What work is already there and how can the intervention address this?)

3. What is the praxis within the sector, for women and men? Do they face different problems and constraints? Do both groups have a formal status, or informal status within the sector? How does this impact on women? (What component in the intervention will address this issue?)

4. What are women and men's roles and responsibilities within the sector/area? Is this based upon inequality or injustice between women and men, or is there any other factor involved? (If there are inequalities within the sector how will the intervention raise and address these issues? How can you intervene?)

5. What is the difference, if any, in pay, or salary, between women and men? Is it because they do different forms of work, or is it based upon inequalities, or both? (How will/can the intervention address this issue?)

6. Are there any problems within the sector regarding security and safety for women? What forms of violence, abuse, or neglect do women suffer from? (How can the intervention help to prevent this abuse?)

National or Regional Level:
1. What is the legal framework, regarding women and men, on the national level? What laws and policies are in place and what institutions are implementing them? What is often seen as the overall problem (-s)? *(What can you do to raise these issues? With what means?)*

2. How are the laws, regulations and policies followed in the country? What is the praxis? Are traditionally or customary laws used? How is women and men affected by these laws and policies on the ground? *(If discrimination is common within the area of the intervention, how will it address these issues?)*

3. What institutions are available and active within the area of gender equality (Governmental and Non-Governmental)? What issues are these actors raising as the most crucial? Are any of them linked directly, or indirectly, to the area of the intervention? *(What can be done within the framework of the intervention in order to support these efforts and raise the issues of concern?)*

4. What instrumental institutions and other groups linked to women’s rights and gender equality within civil society are active in the area closely related to the interventions? What are they doing on a national level relating to gender equality? *(How can the intervention and its actors collaborate with them?)*

5. Is it a national Action Plan in place, and if so, who is in charge of its implementation? What issues do they raise as crucial?

6. What relevant disaggregated statistics and data are available on women and men, nationally and internationally? What impact does these has on planning your intervention? How does these affect the decision making on the interventions? *(How is the intervention going to use this information?)*

7. Where are mainly women and men, respectively, situated in the country, mainly rural or urban? What work/form of production, are most common within the groups (Formal/Informal)? What impact does this have on their rights and equality?

8. What acts of violence and abuse are common in the country? *(How will the interventions work to avoid this and support the efforts in the country to overcome these issues of violence against women?)*

9. What problems, and constraints, are equal for both men and women? And what problems are unique for women or men, respectively?

10. What kinds of safety nets are available in the country? *(How can they be supported within the framework of the intervention?)*

11. What studies has been made on the national, regional level on issues relating to gender roles and responsibilities, gender inequalities and women's rights? What do they conclude? *(How can these results be used in planning the intervention?)*

12. What previous interventions have been implemented within the country, and what were the experiences/knowledge gained (lessons learned) from this?
THE KOSOVO ACTION PLAN AND UN-HABITAT: REFERENCE SHEET

On May 27, 2003, the Kosovo Action Plan for the Achievement of Gender Equality was launched. This document lays out 13 Strategic Objectives and recommended actions to be taken by international agencies, government ministries, municipalities and civil society groups. The KAP highlights six areas of critical concern for gender equality in the region:

- The Economy
- Human Rights and Violence Against Women and Children
- Women in Politics
- Education
- Health and Social Welfare
- Culture

Urban planning and management will touch on all of these areas, among others. Several of the strategic objectives should be highlighted as they reflect key priorities in the UN-HABITAT gender strategy.

Strategic Objective 2: **Generate and disseminate gender-disaggregated data and information**
This will be a key basis for the development of gender sensitive urban indicators and for use in stakeholder analyses, urban diagnoses, and ultimately will inform the development of a strategic urban development plan, and the resulting action plans and priorities.

Strategic Objective 3: **Develop gender responsive budgets**
The issue of allocating resources at the municipal level in a way that is equitable for women and men, and allows for financial support of activities promoting gender equality is critical. Responsive urban budgeting is a key aspect of urban planning.

Strategic Objective 4: **Increase the participation of women in decision making**
From an urban planning perspective, this objective will be of particular importance as the participatory approach to planning and management is central to the UN-HABITAT philosophy.

Strategic Objective 7: **Integration of women in the economy**
This is particularly important in terms of the role of municipalities in promoting equal opportunities for men and women in the economic sphere. This will have a variety of applications including

Strategic Objective 9: **Involvement of women in politics**
Again, this has important implications from an urban planning perspective, as women’s equal political involvement will impact the way the municipalities operate, and their access to political views of men and women. In terms of urban planning and management, the focus is much more on the need to develop supportive structures at the municipal level that will provide equal opportunities for women to become politically involved.

Strategic Objective 13: **Implementation and Monitoring of the Kosovo Action Plan**
Monitoring and evaluation is central in the ongoing implementation of the Action Plan and should be coordinated with M&E undertaken to measure the progress of gender mainstreaming in UN-HABITAT’s activities.
UN-HABITAT: GENDER IN THE AGENDA

Making the Habitat Agenda Work for You: Women, Men, Girls, Boys
In June 1996, the City Summit, or Habitat II, the Second World Conference on Human Settlements was held in Istanbul in Turkey. Thousands of people, representing national government, local authorities, Non-Governmental Organizations (NGOs) and Community-Based Organizations (CBOs) participated. Among the NGOs and CBOs, women's organizations were some of the strongest. It is therefore no accident that the Habitat Agenda, the document that was endorsed in Istanbul, talks a lot about women and girls and about gender equality.

Did you know that the Habitat Agenda contains 30 references to "gender", and no less than 110 to "women/girls"? Throughout the Habitat Agenda, you will find such phrases as: gender equality, gender needs, gender perspective, gender specificity, gender sensitivity, gender-disaggregated data and many more. What do all these gender words mean for you, your household, your community or your city?

Where are there so many references to women and girls? Many of the references concerning women and girls address the need to do something about the situation of disadvantage in which women and girls often find themselves, in other words, to level the ground. The final goal is gender equality, that is equal involvement and benefits for women and men. One road to this equality is women's empowerment - this requires putting in place measures for bringing women and girls to the same level as men and boys. The 110 references refer to areas that need to be addressed in order to empower women. They include recognition of the human rights of women, greater participation of women in public and political life at all levels, capacity building for women, women's right to land, housing and property etc. There are also calls to take into account the special needs of women, such as a safe place to leave their children while they work, and to recognize, value women's knowledge and contribution in planning and managing our towns and cities.

Putting gender in the Agenda: from Beijing to Istanbul
Ensuring that the Habitat Agenda equally addressed the needs and roles of women and men required the concerted effort of many women's organizations, supportive governments, as well as supportive individual women and men in government delegations in the Habitat II preparatory process and in Istanbul. It involved many months of strategizing by many women and women's organizations, coalitions and alliances. In particular, the Super Coalition on Women Homes and Community, organized to get habitat issues on to the agenda of the Beijing conference in 1995. After Beijing, the Huairou Commission, which succeeded the Super Coalition, worked hard to ensure that what was won in Beijing was carried forward and improved upon in the Habitat Agenda.

A Note on the Huairou Commission
The Huairou Commission builds partnership among grassroots women's representatives and those of NGO'S, the private sector, local government, UN-HABITAT and other UN agencies. Its establishment was initially to ensure that grassroots women's concerns would have a strong presence at the Habitat II Conference and in the implementation of the Habitat Agenda after the conference.

Its Habitat II activities drew on the experience of the Super Coalition on Women, Homes and Community. The Super Coalition had members from: Habitat International Coalition, Women and Shelter Network (HIC-WAS), Grassroots
Organization Operating Together in Sisterhood (GROOTS International), International Council of Women (ICW), and Women's Environment and Development Organization (WEDO). The Super Coalition was formed to lobby for women and habitat issues in the Beijing Conference. At the NGO Forum venue in Huairou, in China, it was transformed into the Huairou Commission, and took on the job of carrying forward its work into Habitat II. Subsequently, the Women for Peace Network and the Asia Women and Shelter Network (AWAS) also became members.

The Huairou Commission continues to partner with UN-HABITAT, other UN agencies as well as networks of civil society in order to:

- highlight women's concerns in the development of sustainable settlements and communities;
- Ensure that the Habitat Agenda is implemented with women in central decision-making roles and with sufficient resources to function effectively;
- Identify and publicize Best "Our Practices" evolved from the perspectives of women, homes and communities.
- Play an advisory role to international and UN agencies, governments and intergovernmental bodies;
- Develop strategies for capacity building for women in human settlements.
- Take the lead in women's issues in the Global Campaign on Urban Governance, and the Global Campaign on Secure Tenure;

The Habitat Agenda: a Document of Commitments

In Istanbul, governments said, "we commit ourselves"... It is important to remember that the Habitat Agenda was adopted by consensus. It is equally important to remember that it was subsequently adopted by the General Assembly. This means that all member states of the General assembly have endorsed it. The Habitat Agendas is a call to action by national governments, in partnership with local authorities and civil society, to make our cities, towns and villages places where women and men, girls and boys can live in peace and dignity and where they can grow and develop, not merely survive.

Let us take a quick look at some of the underlying principles

Central to the Habitat Agenda are some principles that have a direct or indirect bearing on gender equality and women's empowerment. These are the basic ideas of fairness, decency and even common sense, that guide the calls for action made in the Habitat Agenda. Many of these could be assumed to be universally acceptable. However, judging by the enormous amount of fighting and negotiation that went on before they were accepted, it cannot be assumed that they are obvious or acceptable to all nations and all pockets of society. That was one reason why members of women's organizations represented in Istanbul were quite certain that the work did not end at Istanbul.

Equality

First and foremost, the principles of equality, solidarity, partnership, human dignity, respect and co-operation are recognized as being essential for sustainable human settlements. In addition, commitment is made to: the equality of women in the family, women's equal participation in public life is, women's equal access to resources, including land and property, women's equal access to information, education and training as well as decision-making. Special mention is made to the situation of the girl-child, as the beginning place for discrimination against women, and therefore also a beginning place for addressing the question of women's human rights. For example: do girls have the same right as boys to inherit their parent's land? This
question is as important as the related question: do women have the right to inherit the family property upon the death of a husband?

(see paragraphs 25, 27, 46, 119, 182)

**Sustainability**
Genuine and lasting development must be people-centered, meaning it must be for the benefit of people. It cannot exclude any group/s, and should not endanger future generations by mismanaging natural resources, and the environment. The Habitat Agenda therefore calls for measures to ensure wise use of the environment, taking into account the need to maintain community solidarity (sustainable communities). It also calls for creation of sustainable livelihoods. This means taking measures to ensure that individuals and communities can make a living and look after themselves in an effective and predictable manner, and without degrading the environment. The participation of women in the management of neighbourhoods and communities is called for as one way to ensure sustainable communities and environments. Women's expertise and knowledge must be recognized, utilized and rewarded at all levels, and women should benefit equally from all development programmes and activities. In addition, special effort must be made to assist but also to involve women during and after emergencies, such as those caused by war or natural disasters such as earthquakes and floods.

(see paragraphs 25, 27, 28, 35, 36, 39, 44, 45, 57, 100,)

**Gender equality**
This was one of the biggest and hottest debates in Istanbul and before. During the preparatory process, there were those who argued that gender equality it is taken care of under equality and equity. "What is all this fuss about gender?" They asked. However, as many women are aware, this assumption has in the past often led to women being left out either by ignorance or by design. Therefore, it had to be spelled out as a separate, and women's organizations, supported by many governments fought hard to have it specified. Finally it was accepted as a separate principle. The commitment is to:

- Integrating gender perspectives in human settlement related legislation, policies, programmes and projects through the application of gender sensitive analysis;
- Developing conceptual and practical methodologies for incorporating gender in human settlements planning, development and evaluation including the development of indicators;
- Collecting, analyzing and disseminating gender-disaggregated data and information on human settlements issues including statistical means which recognise the unremunerated work of women for use in policy and programme planning and implementation;
- Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resource management mechanisms, production techniques and infrastructure development in rural and urban areas;
- The formulation and strengthening of policies and practices to promote the full and equal participation of women in human settlement planning and decision making.

(See paragraph 46)

In everyday language, this means
- ensuring that the needs, perspectives, roles and priorities of women and men must be equally addressed in laws, policies, programmes and projects;
• that our cities and towns must be designed, developed and managed for the 
convenient use by women and men;
• that all information and data collected must clearly show how women and men 
are affected by, and how they benefit from any activities and developments;
• that management of resources and production process, as well as provision of 
services must take into account the views, needs, roles and needs of women and 
men;
• that special attention must be made to promote policies and actions that improve 
women's participation in public and political life.

The right to security of tenure
Women's equal right to own, manage, control and use land and property was an 
important concern of women during the processes of both the Beijing and Istanbul 
conferences. It was also another of the hot debates. In Istanbul, it was recognized as 
an element of the right to adequate housing (another hot topic) and the right to equal 
access to resources. The Habitat Agenda provides for:

- provision of legal security of tenure and equal access to land to all people 
including women ... legislative and administrative reforms to give women full and 
equal access to economic resources, including the right to inheritance and to 
ownership of land and other property, credit, natural resources and appropriate 
technologies.
(see paragraph 40)

This means that if your country has laws that do not allow women and girls equal 
right to own and use land and housing, you should lobby for their revision. Similarly if 
good laws exist but are not being implemented, you should lobby for implementation 
but also organize women to make them aware of their rights. This paragraph also 
asks that all persons and groups be treated as equal with regard to access to shelter 
and basic services, in other words: housing, water, sanitation, health facilities, 
schools etc. etc. and for legal measures to remove all discrimination in this area.

Recognition of different forms of the family
This was another of the big debates. The language that was finally adopted in the 
Habitat Agenda recognizes the diversity of family types, within different cultures. 
Among the finally types recognized are those that are female headed. It recognizes 
that these are often among the poorest and often need special focus in development 
activities. Gender equality within the family: that means equality between women and 
men in the family was recognized. This of course connects to other things such as 
equal access to information and resources. In other words, equal access to 
resources applies within the household. Very important also is the need to protect 
and preserve the family and to make sure that our towns and cities are managed and 
designed to help in protecting the family. For example: are our streets safe for boys 
and girls? Do women have safe child care facilities so that they can work outside the 
home? Does the public transport system assure safe passage for women and girls or 
are our cities so rough that some members of the family are under constant threat 
and fear?

(See paragraph 31)

The right to be involved in governing your city
Habitat II was known as "the partners' conference and the Habitat Agenda 
recognizes the importance of involving a diverse group of organizations in urban 
management. The Agenda calls for the involvement of local authorities, NGOs,
Community-Based Organizations (CBOs) and all interest groups at the local and city level. Women's groups are highlighted as a very important part of this group. These groups must be involved and consulted in the management of the environment, in spending public money, in designing public services, and in any other neighbourhood and city issues. Does your municipality or city have citizens' forums, neighbourhood associations, gender-budgeting initiatives? These are all useful means of getting involved in decisions that affect your everyday life.

(See paragraph 179, 181, 182, 183)

**Capacity Building: training to enable participation**

Even though all citizens have a right to participate in the running of their towns and cities, not everybody is equipped with the necessary knowledge, expertise or awareness to take advantage of this right and opportunity. Governments and local authorities are therefore asked to provide the necessary and appropriate capacity building programmes to enable citizens to participate. Women's organizations are highlighted as one group, among those of civil society that particularly need capacity building in many areas such as planning, construction, municipal financing and management of basic services.

But women are also recognized as having crucial knowledge and expertise arising out of their day-to-day work in managing households and neighborhoods, and conserving resources. This expertise must be recognized and used by policy makers and planners. So women's organizations must dialogue with city.

**Monitoring: keeping track of progress**

Governments are given the main responsibility for implementing the Habitat Agenda, but they are required to work in partnership with all relevant actors and interest groups, including women's organizations. They are required to develop ways of measuring progress, based on consultation with women and men, and using gender-disaggregated information. Of course, it is much easier for women to be involved in monitoring and evaluating progress if they are also involved in the actual business of implementation.

(see paragraph 213, 46).

**Five Years later: Istanbul+5 and the Declaration on Cities and other Human Settlements in the New Millenium**

In June 2001, member states of the United Nations met in New York to assess what progress had been made in the implementation of the Habitat Agenda. Many women's organizations were involved in the preparatory process at the country or regional levels. Many were also present in New York for the Istanbul+5 session. What were some of the findings?

**Women and the Habitat Agenda: some issues that just don't go away**

**The not so good news:**

Growing insecurity has been reported to be a major problem stopping the full enjoyment of urban life especially by women. Violence against women in the urban setting has been reported in many countries. Some countries and cities are taking steps to address the issues through laws as well as through programmes involving civil society, but a lot more needs to be done and fast! Also needed are more initiatives to plan cities and public spaces with women's input in order to enhance security.
Worldwide, growing poverty continues to affect women more than men. It is estimated that 41% of all female-headed households live below the locally defined poverty line. Wars and natural disasters continue to disrupt family life and to make life very difficult for women.

**The good news:**
From most regions, countries have reported progress in changing laws to improve women's access to land and housing and to improve women's security of tenure. However, a lot of work remains to be done in this area to ensure implementation of positive laws where they exist. Action needed includes educating women on their rights and providing legal aid, and building structures that can bring justice closer to the women. A good example of this is the use of para-legal networks in some countries.

Women continue to be under-represented in governance structures and in national and city agenda setting. However, a lot of progress has been made in this area since 1996, including affirmative action. Some countries have set quotas for women for national and local representation in political office. Capacity building for women seeking political office has often accompanied affirmative action to ensure that the quotas are filled with suitable candidates. Gender budgeting in some countries has also ensured that women are involved in deciding how public money is used, and how the needs of women and men are equally addressed when allocating public resources.

Women in decision making are increasingly exchanging experiences and building solidarity and some regions have established networks of women mayors and councilors.

*The Declaration on Cities and Other Human Settlements in the New Millennium,* the main document coming out of the Istanbul+5 session reaffirms all of the important gender commitments from the Habitat Agenda. Women's networks lobbied hard during the PrepComs and the Special Session to ensure that the principle of gender equality was re-emphasized, including women's right to security of tenure and to effective participation in governance. Of further importance to women's contribution was the acknowledgement in the declaration, of the need to value and support voluntary work of community-based organizations.

However, certain debates do not seem to die: such as the family issue and the question of equal rights to land and property, including inheritance. This suggests that these are areas of the Habitat Agenda that need to be tackled from many sides: including legal reform, awareness raising for women and men, and lobbying, lobbying, lobbying.

**What you can do**

Habitat II was called the partners' conference. Implementing the Habitat Agenda is a partners' job and includes the continuous process of tracking progress. Women's organizations are important partners in this process. It is the right and responsibility of both women and men to participate in implementing the Habitat Agenda and in holding your governments accountable. Here are some actions you and your group can take:
• Read and discuss the Habitat Agenda in your women’s groups to find out what your government committed itself to;
• Find out if your government submitted a report to Istanbul+5 (June 2001). What was reported and who was involved in providing information? Are women's issues adequately addressed? What follow up action is required? Get involved;
• Find out if there are any local, national or regional action plans for follow up to Istanbul+5 and organize to get involved;
• Find out what other groups are doing on issues affecting women in your neighbourhood, city, country or region;
• Support women vying for political office. Vote and encourage others to vote. Hold your local representative accountable for promoting women's issues;
• Find out if your locality has participatory governance activities such as participatory budgeting, town hall meetings etc. and find out who to become involved;
• Find out what other women's organizations are doing worldwide (see list of women's networks and contact information).
THE GENDERED IMPACT OF THE BUILT ENVIRONMENT

Human settlements brings together all aspects of how we live – how we build, plan and govern ourselves. All of these facets will impact the way in which men and women interact, with one another and with the environment around them. These interactions will determine their level of equality with one another in a myriad of ways. One of the most important aspects of human settlements is the structural, spatial environment in which settlements develop. How the spatial and the structural affect social interactions is a critical element to consider when examining gender and urban planning and management.

The purpose of this concept note therefore is to highlight these linkages in order to promote greater understanding of the gendered needs in spatial and structural planning. Understanding the way in which gender relates to the built environment will provide a solid foundation for practical application of gender perspectives in spatial planning.

The way in which societies decide to build, how they develop plans and so forth, is an essentially social exercise. The development of a spatial plan can serve to promote gender equality in the process, or to hinder it. This impact of this process will then be linked with the outcome of the process, the plan itself, and the way in which space is organized. This will have a great impact on equality between men and women in a society. This process also has two aspects relating to gender, the way the process itself is structured to ensure equal representation and participation of men and women, and the extent to which gender perspectives are applied in the technical design process and the final prioritization of the elements of the plan.

The participatory nature of the planning process provides a foundation for promoting gender equality through planning, however it is important that the participatory strategies be gendered. Participation by itself will not always ensure gender equal participation, and therefore specific methodologies and systems of analysis are important to apply throughout the process.

The purely structural aspects will also have massive impacts on the way in which men and women interact with their surroundings. The way that a house is designed, for example, can improve or restrict a woman’s access based on whether or not it facilitates efficiency in her daily domestic tasks. Designing the layout of a house to assist women to multi-task (eg. combining child care and cooking) is a good example of how structural design can affect access of women in a society. Improving time use through gender sensitive design can facilitate greater access of women to public participation, outside employment opportunities and so forth. Therefore it is incredibly important that structural design processes be viewed in the broader context of the social functions that they serve, and that the perspectives of men and women be integrated into structural design in all areas of human settlements.

More broadly, the spatial design of human settlements will also impact the way men and women interact with their surroundings. The process of spatial planning recognizes the complex nature of human settlements through its approach to addressing the various facets of settlements planning and how they interact. The impact on the environment, for example, will also have differentiated effects on men and women in communities. This is a result of the different situations of men and women, and their various levels of access and opportunities. For example, the coping strategies of men and women when faced with inadequate planning of waste disposal – capacity of the services, location of landfills etc – will differ. The effect that
this reduced level of sanitation in the settlement will have on women will be more marked as they have greater needs in terms of personal sanitation, as well as being care givers to sick, elderly and children. The follow-on effects of inadequate waste disposal may be higher risk of illness or disease in the community, placing a greater burden on women as traditional care givers.

As spatial planning emphasizes these linkages, it is important that gender analysis is an integral part of the process to highlight these different needs and impacts. These methods are mutually reinforcing and will serve to improve the overall success of planning, development and management of human settlements.
USEFUL GENDER RESOURCES

GENERAL:

PUBLICATIONS:

1. UN-HABITAT Gender Policy, UN-HABITAT 2002.
7. Gender Equality and Municipal Planning and Management: In Brief Canadian International Development Agency (CIDA), 2000.
15. FAO Socio-Economic Gender Analysis Programme Macro Level Handbook, 2001

WEBSITES:

www.ids.ac.uk/bridge - excellent portal to gender resources online, both conceptual and practical.
www.un.org/womenwatch - good portal, especially in terms of UN based gender resources and information.
www.eldis.org/gender - another good portal, particularly in terms of development focused resources.
www.genderandpeacekeeping.org - a very good online training course on gender and peacekeeping that is easily adaptable.

USEFUL GENDER RESOURCES – KOSOVO:

2. Getting it Right? A Gender Approach to UNMIK Administration in Kosovo
   Kvinna Till Kvinna 2001 (www.iktk.se)
3. Kosovo: As Seen, As Told  OSCE 2001
5. Chris Corrin Gender Audit of Reconstruction Programmes in South Eastern
   Europe The Urgent Action Fund and the Women’s Commission for Refugee
6. Monica Llamazares The Women of Kosovo: Missing Links in a Failing Post-
   War Peace Building Process Unpublished MA thesis, Department of Peace
   Studies, Bradford University 2001.
13. Kosovo: Missed Opportunities, Lessons for the Future Lesley Abdela
    February 2000.
14. Women’s Equal Rights/Access to Property in Kosovo: A Preliminary
    Assessment Marjolein Benschop, UN-HABITAT 2000.