

GENDER ISSUE GUIDE

GENDER RESPONSIVE URBAN BASIC SERVICES



UN  **HABITAT**
FOR A BETTER URBAN FUTURE

GENDER ISSUE GUIDE

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UN  HABITAT

Gender Issue Guide: Gender Responsive Urban Basic Services

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Unidentified people waiting for a subway train
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Background

Gender is the way human society deals with male and female bodies. That dealing has many consequences for the lives of women, men, girls and boys.

Gender refers to cultural interpretation and prescription of roles, identities and values assigned to women, men, girls, and boys.

Gender is highly variable across cultures, socially constructed and subject to changes over time. Gender further defines the unequal conditions between women and men. In most societies to be a woman is to be more disadvantaged: with less power, fewer rights and privileges relative to men.

This issue guide focuses attention on urban basic services in order to illuminate the effects of gender on equality of access and inclusion in the areas of urban energy, urban transport and water and sanitation. This issue guide further seeks to broadly outline the where and how of gender responsive interventions in order to strengthen planned and future actions that can go a long way to reduce poverty and overcome obstacles to gender equality and women's empowerment.

Gender equality means availing similar opportunities to both women and men.

Gender equality means that women and men have equal conditions for realising their full human rights and potential to engage in and contribute to political, economic, social and cultural development and to benefit from the outcomes.

Working towards gender equality does not mean treating women and men in the same way.

Gender equity is the process of carrying out the different measures that may be needed for women and men to achieve gender equality. Gender equity is therefore the course of actions that are undertaken to ensure fairness to women and men. For example, such actions may include reviewing and transforming policies and activities in order to take account of women's caring and domestic work so that these tasks are not a barrier to their engagement in the public sphere (UN-Habitat "Gender in Local Government-A Source Book for Trainers" page 19).

Energy, transport and water and sanitation are essential services that support the right to a standard of living crucial for adequate for health, nutrition, safety and well-being. When these basic services are costly, of poor quality, unavailable or inaccessible there is a harmful impact on all poor women, girls, boys and men. However, there is greater negative impact on women and girls than on boys and men. This is often because these basic services are especially important for women and girls given their primary gender roles and responsibilities as mothers, house workers and care givers.

Gender analysis has been an effective method for understanding the above realities of women, men, girls and boys.

Gender analysis is a research and planning method, and is thus a crucial means to assessing and ensuring that resources are being invested for the benefit of all women, men, boys and girls. Several tools are available to assist in gender analysis. However **sex and age disaggregated data** will be essential for a deeper analysis and understanding. Gender analysis provides the vital information that can be applied to expansion and management of water and sanitation facilities, the development of urban energy or to the understanding of mobility and planning of transportation.

Utilising the strategy of **gender mainstreaming** institutions will then be able to respond adequately with explicit benefits to both women and men. Gender mainstreaming makes women and men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that both sexes benefit equally. Gender mainstreaming assesses the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. The ultimate goal is to achieve gender equality.¹

The following three sections provide further elaboration of these above issues as well as in-depth understanding of gender in UN-Habitat's three urban basic services sectors:

1 UN-Habitat, 2008. Gender in Local Government- A Source Book for Trainers. Page 20 UN-Habitat Nairobi, Kenya.

Urban Energy, Transport and Mobility and Water and Sanitation. For example, gender analysis has illuminated the following:

- *Poor women's work load is increased when they have to spend time and energy travelling distances to obtain water;*
- *Girls' and women's time is diverted from other activities they may want to pursue if they have to spend time and energy sourcing water;*
- *Women's and girls' mobility are far more constrained when their need for safety and security are not taken into consideration in the planning of transport thus reducing women's access to other services and opportunities;*
- *Women's and girls' safety can be compromised where sanitation facilities are placed some distance from their dwelling;*
- *Poor girls and women in their primary roles as mothers and care givers are more exposed to smoke pollution from using solid fuels in cooking and spending more time near a fire and usually indoors.*





Urban Energy

2.1 INTRODUCTION: URBAN ENERGY AS URBAN/HUMAN SETTLEMENT ISSUE(S)

- **What is/are the urban/human settlement issue(s) being addressed (including current and planned/future) by the thematic focus area? Provide an overview of the issues.**

Urban settlements continue to grow, creating increased demand for accessible and affordable energy. Energy is a critical input into all human activities and therefore national development. Energy is strongly reflected in the MDG agenda. Energy, inclusive of electricity and safe cooking fuels are essential services. There is thus a renewed global focus on urban energy for three reasons: 1) the Millennium Development Goals (MDGs) have omitted specific targets related to energy, yet energy is critical to meeting many of the MDGs. 2) the real and potential threats of climate change have called into question the dependence on and costs of fossil fuels, and 3) an increasing energy demand remains unmet, creating disparities in energy access and energy poverty for many urban citizens in developing economies. These concerns have consequences for the lives of poor women, men, girls and boys.

UN-Habitat has highlighted the following urban/settlement issues in the area of urban energy:

- **Enabling universal energy access;** There are several issues of concern. (a) In developing economies electricity access is very low, with the poor experiencing a total lack of access to affordable electricity. (b) The urban poor pay more for electricity because they are purchasing it from middle men. (c) The urban poor generally utilise candles and kerosene, with the latter being a source of pollution and severe health concerns. (d) Kerosene and charcoal are some of the main sources of cooking and where stoves are in use they are not energy efficient.

- **Strengthening energy efficiency;** Current energy use is inefficient, costly, and increasingly unavailable hampering economic growth especially for developing economies.
- **Support for energy infrastructure based on diversified renewable energy sources and technologies.** The global dependency on fossil fuels, the current high cost of fossil fuels and concerns about their effects on climate change and the lack of sustainable energy infrastructure for the poor calls for the development and support of more renewable energy sources.

UN-Habitat is addressing the above issues as follows:

Energy access:

- UN-Habitat is using advocacy to direct the attention of governments and donor agencies to the issue of energy poverty among the urban poor.

Energy efficiency:

- UN-Habitat continues to work with universities to develop training guidelines and tools to inform building designs that promote the energy proficiency of buildings.
- UN-Habitat is working with the governments of East African community to mainstream energy efficiency into national energy codes and plans to expand this initiative to other countries.

Renewable energy technologies:

- UN-Habitat recognises that cities are consumers of energy and therefore need to become producers of energy given their growing energy demands;
- UN-Habitat is utilising advocacy to promote:
 - Urban use of waste generated by cities to produce electricity;
 - Production of biogas at municipal levels and/or in public institutions;
 - Development of wind farms.

2.2 GENDER ISSUE(S) AND CONCERN(S)

➤ **What is/are the gender issue(s)/concern(s) and need of this urban/human settlement issue(s) that is/are being addressed?**

Lack of access to clean energy fuels as well as improved cooking stoves in sub-Saharan Africa and parts of Southern and South-Eastern Asia regions continue to pose major challenges. For example, the urban areas in some countries from these regions have high proportions of households that rely on solid fuels for cooking, with cooking usually taking place indoors rather than outdoors. This has gendered impacts on health. A high proportion of women and girls in those urban areas are more exposed than men and boys to smoke pollution from cooking with solid fuels because they spend more time near a fire while cooking, and more time indoors undertaking care work and household duties. This has increased their likelihood to develop respiratory infections, and pulmonary disease.

In addition energy provision has become unreliable and prohibitive with severe negative impacts on the dominant informal sector activities of poor women and men. Indeed many of women's informal sector activities are energy intensive, for example, food processing, pottery, and brewing. Furthermore, women are underrepresented in the energy sector especially in technical and decision making areas.

To address these gender issues/concerns in the urban energy area UN-Habitat is carrying out the following:

- Enabling access to affordable energy for women because women and girls carry the burden of domestic tasks such as caring, cleaning and cooking that are often dependent on energy use;
- Supporting the provisioning of electricity to extend light hours at home and public spaces available for improved and safe undertaking of tasks and travel for women and girls.
- Other initiatives underway:
 - Reforming building codes to recognise the gendered use of space in the house is intended to address the failure or limited uptake of improved cook stoves that could not be placed within the current layouts of modern kitchen that lack adequate ventilation for fossil fuel stoves;

- A new project is underway to establish a multifunctional clean energy community centre incorporating public toilets with gender sensitive design and the possible development of renewable energy through a biogas facility.

Access to modern safe and clean forms of energy will not only reduce the time-burden on women and girls but will also have important effects on the well being of all community members.

2.3 MAINSTREAMING GENDER INTO URBAN ENERGY



How can gender be mainstreamed into interventions/projects/ programmes developed to address the urban/human settlement issues in order to achieve sustainable urbanisation/development?

The promotion of gender equality in the urban energy sector must be guided by gender mainstreaming; a strategy for making women and men's concerns an integral part of all aspects of UN-Habitat's work in order to advance gender equality objectives in the urban energy sector.

Gender mainstreaming as an approach will require several steps inclusive of awareness-raising of different stakeholders, increasing the participation and representation of women in energy policy making, collecting sex and age disaggregated data on energy needs and concerns, and facilitating a policy and institutional environment supportive of gender equality and women's empowerment.

More specifically UN-Habitat seeks to:

- **Policy levels:**
 - Support participatory planning inclusive of the voices of poor women, girls, boys and men;
 - Support collection of sex-disaggregated data to inform gender aware policy making and programming.

In order for urban planning to reflect the needs and concerns of both women and men, both must participate in the identification of issues to be addressed.

- **Institutional level:**

- Support conceptual and analytical awareness and understanding on gender, poverty and urban energy so that city and municipal officers at all levels and relevant civil society and private sector partners are aware and understand the linkages.

For example: Poor urban women in their primary roles as mothers and care givers are exposed to smoke pollution from using solid fuels in cooking and spending more time near a fire and being usually indoors. This also increases the likelihood of respiratory illness.

- Strengthen the capacities of programme managers, programme planners, and implementers on existing national gender policies, gender dimensions of the energy sector, and gender equality and national planning, so that they can develop, budget and implement gender sensitive policies and programmes in the energy sector.
- Strengthen the capacities of programme managers, programme planners, and implementers as well as collaborating agencies and organisations in terms of knowledge, skills, guidelines and tools to support, implement and sustain gender responsive strategies for pro-poor urban energy access.²
- Foster collaborations with NGOs, financial institutions and universities for promoting and developing knowledge, skills, guidelines and tools to support an enabling environment for advancing gender equality in the energy sector.
- Strengthen institutional mechanisms at UN-Habitat and of collaborating partners at municipal levels for gender mainstreaming and for the increased leadership and management by women in the urban energy sector.
- Enhance the gender mainstreaming capacity of municipal councils, and support the development of gender responsive action plans, budgets and strategies in the urban energy sector. Develop and implement urban energy initiatives that address the safety, affordability, availability of energy services for poor women, girls, boys and men.

² Asia Development Bank “Gender Tool Kit: Energy going beyond the meter” www.adb.org/documents/gender-tool-kit-energy-going-beyond-meter

- Ensure gender sensitive monitoring of urban/ municipal plans and support the collection and analysis of sex and age disaggregated.
- Enhance the capacity of municipal councils to undertake beneficiary assessments in order to determine satisfaction and impact at individual, family/household and community levels in terms of quality of life, economic growth, and capabilities as a result of gender responsive targeted actions in the urban energy sector.

In order for institutions to respond adequately to the identified needs of women and men resources must be allocated to support capacity building for gender responsiveness.

• **Beneficiary level:**

- Strengthen existing women's associations, or groups at municipal levels to enhance their participation and integration into municipal decision-making;
- Support social dialogue at municipal levels to transform men and women's attitudes on women's position and engagement in their communities;
- Build the capacity of women and women's organisations/groups to assess their needs and priorities and the impact of proposed initiatives targeted at them;
- Support the participation of women and/or their organisations in implementation and monitoring of municipal action plans for gender responsiveness in the urban energy sector;
- Promote and develop capacity of women and their organisations to undertake sub-contracting and short term employment in urban energy infrastructure development to strengthen the economic well being of women and thus their ability to access energy services.

Legal and institutional mechanisms are required to promote and protect the equal rights of women and men to access and benefit from sustainable energy resources.

Gender mainstreaming in the urban energy sector will:

- Improve the socio-economic situation of the most vulnerable groups of men and women so that they have strengthened awareness and capability to demand and have access to affordable energy

- Support more equal participation of men and women in decision-making forums in order to for them to articulate and participate in the implementation of actions that advance gender equity in the urban energy sector;
- Raise capacity of project stakeholders to analyze and address gender issues in the urban energy sector;
- Raise the visibility and awareness of gender issues relevant to the projects in the urban energy sector.

Thus to advance gender mainstreaming UN-Habitat must within its organisation and with its partners:

- Seek to establish clear and customised roles, duties and responsibilities for gender mainstreaming at both organisational and municipal staff level.
- Seek to build in the urban energy area individual competencies in gender mainstreaming.
- Seek to reinforce monitoring of gender responsive interventions while senior managers must nurture a gender responsive organisational culture.

2.4 WOMEN'S EMPOWERMENT AND URBAN ENERGY


➤ Is there a need for women's empowerment in the urban/human settlement issue areas to foster/facilitate gender equality? If yes, what is/are the women empowerment need(s)?

Women's empowerment in this sector will strongly depend on the existence of gender responsive legal and policy frameworks as well as access to resources besides energy. Women empowerment need(s) in this sector will as a result revolve around:

- Participation and representation:
 - Support for women's participation in the consultative planning processes of the energy sector.


- Economic empowerment:
 - Support for women as energy entrepreneurs with technical skills and expertise. Women as entrepreneurs supplying modern and renewable energy.
- Behavioural change:
 - Availability of affordable and accessible electric energy that supports media and new information technologies for women, girls, boys and men to study and increase their knowledge.

2.5 INTEGRATING WOMEN'S EMPOWERMENT NEED(S) INTO URBAN ENERGY

 **How can the identified women's empowerment need(s) be integrated into the interventions/projects/programmes developed to address the urban/human settlement issue(s) in order to ensure gender equality?**

- Participation: Support the capacity of civil society organisations to work on supporting women's energy needs and concerns;
- Economic access: Promote women and girls entry into technical education.

2.6 EXAMPLES OF GENDER-SENSITIVE INDICATORS IN THE URBAN ENERGY SECTOR.

 **What are the gender-sensitive indicators to monitor mainstreaming progress in these areas? Providing some examples.**

The MTSIP, focus area 4, has clear goals, targets and indicators for the urban energy thematic area inclusive of "universal energy access by 2030". There is however no baseline or indicators for gender issues although gender concerns and needs are beginning to be addressed in an ad hoc manner. There is need to understand the issues of concern with regards to urban energy for women, girls boys and men so that it is possible to monitor progress in addressing their concerns.

After an initial baseline has been tabled, examples of possible gender-sensitive indicators to monitor mainstreaming progress in the urban energy sector can include the following:

Expected Outcome	Indicators
Gender equity and Equality is fostered	<ul style="list-style-type: none"> • % or proportion of women engaged urban energy sector employment • % or proportion of women energy entrepreneurs or in supply of modern and renewable energy. • % or proportion of women participating in energy committees and boards
Enhanced access to sustainable energy:	<ul style="list-style-type: none"> • % or proportion of women and men with access to clean energy services. • Decrease in respiratory diseases and health effects of solid fuel use • Increased adoption of new clean cooking technologies by women and men.

GOOD PRACTICE : URBAN ENERGY

Ensure that women's rights and gender equality are recognized as key elements in national development planning.

- Women's rights and gender equality targets are therefore reflected in energy budget lines in national and local authority budgets.

Develop a process for community based consultations with all key stakeholders wherever urban energy development strategies are to be implemented.

- Recognize that women and girls face numerous constraints given their gender roles and responsibilities.
- Take steps that encourage and ensure that women and girls, especially poor women, become active participants.

Ensure that urban energy interventions are effectively targeting and benefiting the poorest women, girls, boys and men.

- Collect sex-disaggregated data and undertake gender analysis to ensure effective targeting of interventions
- Monitor implementation processes to measure progress in targeting the needs of women, girls, boys and men.
- Evaluate and report on results of the interventions to assess whether the interventions have indeed been effective in benefiting the poorest women, girls, boys and men



Women-Only Subway Cars in Delhi, India, 2012 © Shutterstock_97231214

Urban Transport and Mobility

3.1 INTRODUCTION: URBAN TRANSPORT AND MOBILITY AS AN URBAN/HUMAN SETTLEMENT ISSUE(S)

➤ **What is/are the urban/human settlement issue(s) being addressed (including current and planned/future) by the thematic focus area? Provide an overview of the issues.**

UN-Habitat highlights three key urban/human settlement issues in the area of urban transport and mobility:

- *Access to transport services and accessibility of basic services are issues of concern especially for the urban poor who spend disproportionate amounts of time and money on transport to get to work and access services.*
- *Increasing motorisation in urban centres has created increasing pollution, congestion, accidents and deaths and raised safety concerns*
- *Air pollution from vehicular traffic has and is creating a huge burden of disease*

Transport is key to accessing jobs, markets, and services. Transport is consequently vital in improving the lives and livelihood of women and men. The World Bank (2010)³ notes that in many developing countries poor road infrastructure, high transport costs, lack of adequate transport continue to constitute challenges for both women and men.

3 World Bank Group, Transport Papers, TP-28. Mainstreaming Gender in Road Transport: Operational Guidance for World Bank Staff. March 2010. <http://www.worldbank.org/responsibletransport>

To address these concerns UN-Habitat has sought to support the planning of cities especially land use so as to:

- Encourage mixed land use that creates combined residential and work urban spaces that are closer together and ease demand on vehicular transport;
- Promote use of the street and public rather than private transport;
- Establishment of proper road networks to facilitate ease of access to transport;
- Support investment in appropriate types of transport that meet the needs of urban populations.

3.2 GENDER ISSUE(S) AND CONCERN(S) IN URBAN TRANSPORT AND MOBILITY

What is/are the gender issue(s)/concern(s) and need of this urban/human settlement issue(s) that is/are being addressed?

Mobility affects everyone but women and men often have substantially different patterns of demand for transport services. The different transport needs of women and men arise out of their different gender roles and responsibilities within the family and community. For example, women will have primary responsibilities for taking children to school, taking family members to clinics, going to the market, collecting fuel. Other studies have found that:

- In car-owning households, it is often only the men who get to drive.
- Transport for low-income women in developing countries is walking for cost can be a financial burden on poor women. Transport modes are often not available to women, either because they are too expensive or located too inconveniently and far away. Cycles or animal-drawn carriages are the most accessible and affordable modes of transport available besides walking.
- Women's household and caretaking responsibilities usually force women to make multiple stops. This often makes it much more costly for women to get around, since they may have to pay numerous single fare tickets during such trips.

- Personal safety and the avoidance of harassment are also major concerns for women as public transport users. Women are especially vulnerable to violent attacks or sexual abuse, and this can be a major deterrent for women to use public means of transport especially after dark. This will also usually affect a woman's decision about how and when to use public transportation.
- In the absence of transport girls may face more gender related problems such as abduction and rape on their way to school.
- The lack of public transport will inhibit opportunity for both boys and girls from going to school.
- Lack of transport in cases of pregnancy related emergencies means high maternal death rates.
- The lack of public transport poses constraints on access to health facilities due to distance and cost.
- There is an absence of women in decision-making and in transport professions which means that transport system's design, structure, and administration are generally unresponsive to the gender concerns of women and girls.

Transport plays an important role in perpetuating women's disadvantaged position in society. Yet, there have been much fewer attempts made to incorporate gender perspectives in the transport sector (UNDP). Equitable, safe, affordable access to transport remains issues for great concern for urban poor women and men.

It is crucial for programme managers, programme planners and implementers to pay attention to the following three issues:

- Differences between men and women in their needs for and uses of transportation;
- Importance of integrating a gender perspective in policymaking;
- Importance of sharing decision-making between women and men in the field of transportation.

UN-Habitat recognises and seeks to address the following issues:

- UN-Habitat is currently developing the following two tools “Pro-poor accessibility tool” targeting policy and planning and “Rapid assessment tool” targeting invest decisions in transport that will incorporate and address gender issues and concerns.
- UN-Habitat’s current use and inclusion of the term “mobility” when addressing urban transport is seen as reflecting a focus that is “people centred” Such change seeks to ensure that planning is centred on people rather than the modes of transport as has been previously the case. As a result there is an opportunity to respond to gender and other vulnerability concerns in the transport sector.

3.3 MAINSTREAMING GENDER INTO URBAN TRANSPORT

How can gender be mainstreamed into interventions/projects/ programmes developed to address the urban/human settlement issues in order to achieve sustainable urbanisation/development?

Gender mainstreaming means calling attention to the needs of all transport users differentiated by gender. It means understanding through data collection and analysis the priority needs and travel patterns of transport users for transport planning. Most importantly, gender analysis challenges the traditional analysis which assumes that household behavior reflects the preferences of all its individuals, regardless of the power structures and gender relations within these household units. In this sense, gender analysis will re-orient transport planning towards an analysis of the basic household mobility needs of women, girls, boys and men.

Mainstreaming gender into the transport sector requires that:

- Women, men and vulnerable groups as stakeholders participate in the consultative processes of policymaking, decision-making, and planning of public transportation at all levels.
- Developing policy in the transport sector that reflect national commitments to gender equality and women’s empowerment as outlined in the MDGs and Beijing Platform for Action by considering women and men’s economic and other needs and capacities for mobility.

- Statistical research with analysis by gender. There is need to better understand the effects of gender on public transportation, gender transport needs and access constraints. The collection of sex-disaggregated statistics by the relevant institution is best undertaken in consultation with experts in gender equality, urban planning and transportation planning. Sex-disaggregated data on differential mobility patterns, and gender differentiated impact must thus be collected.
- Building capacity to address gender in the transport sector. Transport interventions and programmes address risk of harassment, and/or social and cultural practices that impede women and girls from utilising public transport.
- Measures are taken to ensure that promote women's active participation in jobs opportunities at all levels and in capacity building in tendering and contracting in the transport sector. Thereby increasing the number of women working in the field of transportation.

3.4 WOMEN'S EMPOWERMENT AND URBAN TRANSPORT AND MOBILITY



Is there a need for women's empowerment? If yes, what is/are the women empowerment need(s)

- There is an absence of women in decision-making in transport professions which means that transport system's design, structure, and administration are generally unresponsive to the priorities and concerns of women and girls.
- Women's share of waged employment in transportation is very low compared to men. Access to paid work is empowering for women for it increases their assets, provides greater personal freedom, can be critical to household survival, enhances sense of self-worth for women and can expand their role in household decision-making.
- Women feel constrained in some communities from travelling alone in public because of social disapproval or danger that limits mobility and thus their sense of autonomy and greater personal freedom.

3.5 INTEGRATING WOMEN'S EMPOWERMENT NEED(S) INTO URBAN TRANSPORT AND MOBILITY TO ENSURE GENDER EQUALITY

➤ How can the identified women's empowerment need(s) be integrated to ensure gender equality?

Women's empowerment needs can be integrated through the following areas:

Decision making: Earmark a percentage of development funds received by municipalities to be used to create awareness, understanding and capacities for local communities, municipalities and women to encourage women's greater participation and influence in local issues. Supporting the establishment of procedures within multi-stakeholder forums for participation and accountability will further help strengthen local responsiveness to the needs of poor women and men.

Waged work: build capacity for women or their local groups to participate in tendering and contracting for work in the transport sector.

3.6 EXAMPLES OF GENDER-SENSITIVE INDICATORS IN THE URBAN TRANSPORT AND MOBILITY SECTOR

➤ What are the gender-sensitive indicators to monitor mainstreaming progress in these areas? Provide some examples.

The types of gender sensitive indicators that will be required must be able to measure the following issues:

Expected Outcome	Indicators
Enhanced access to safe and reliable transport services	<ul style="list-style-type: none"> • Reduction in time travel to destinations for women and men • Increased perception of safety and security by women and men using public transport
Gender equity and equality fostered	<ul style="list-style-type: none"> • There is a gender responsive policy framework in the transport sector • Increased types and levels of transport sector employment for women and men • % or proportion of women and men receiving capacity building in tendering and contracting for women and men

Expected Outcome	Indicators
	<ul style="list-style-type: none"> • Participation (quantity and quality) of women and men in project activities • % or proportion of women who participate in design of transport projects • % or proportion of women in decision-making positions in transport sector (or % or proportion of women and men participating and leading road committees) • Changes in use of tools and procedures to mainstream gender equality • Changes in budget expenditures towards gender equality

GOOD PRACTICE: URBAN TRANSPORT AND MOBILITY

Ensure that women's rights and gender equality are recognized as key elements in national development planning.

- Women's rights and gender equality targets are therefore reflected in Urban Transport and Mobility budget lines in national and local authority budgets.

Develop a process for community based consultations with all key stakeholders wherever urban transport and mobility development strategies are to be implemented.

- Recognize that women and girls face numerous constraints given their gender roles and responsibilities.
- Take steps that encourage and ensure that women and girls, especially poor women, become active participants.

Ensure that urban transport and mobility interventions are effectively targeting and benefiting the poorest women, girls, boys and men.

- Collect sex-disaggregated data and undertake gender analysis to ensure effective targeting of interventions.
- Monitor implementation processes to measure progress in targeting the needs of women, girls, boys and men.
- Evaluate and report on results of the interventions to assess whether the interventions have indeed been effective in benefiting the poorest women, girls, boys and men.



Access to clean water, Nairobi,
Kenya © UN-Habitat/Julius Mwelu

SECTION 4

Water and Sanitation

4.1 INTRODUCTION: WATER AND SANITATION AS AN URBAN/HUMAN SETTLEMENT ISSUE(S)

➤ **What is/are the urban/human settlement issue(s) being addressed (including current and planned/future) by the thematic focus area? Provide an overview of the issues.**

MDG Target 10 seeks to halve by 2015 the proportion of people without sustainable access to safe drinking water and basic sanitation. As of 2010, the target for drinking water has been met. The world however, remains off track for the sanitation target and millions of people still remain without access to an improved drinking water source.

UN-Habitat seeks to expand access, address equity concerns and strengthen institutional effectiveness by addressing the following issues in water and sanitation as urban settlement concerns:

- Lack of adequate access to water and sanitation in Sub-Saharan African, Asia, and Latin America. The poor lack access to affordable, piped, and easily accessible water and sanitation facilities.
- Institutional efficiencies due to inadequate capacities, poor management, inefficient financing.
- Lack of adequate regulatory and legal frameworks poses a challenge for institutional effectiveness in the water and sanitation sector in many countries in Sub-Saharan African, Asia, and Latin America.
- Water and sanitation is perceived to be primarily a technical exercise with a staff that is predominantly male since men dominate in the field of engineering. The primary interest of the water and sanitation sector is with delivery of infrastructure. This has been a stumbling block when location of water points or sanitation facilities is not understood as having different consequences for women and men beneficiaries.

4.2 GENDER ISSUE(S) AND CONCERN(S) IN WATER AND SANITATION



What is/are the gender issue(s)/concern(s) and need of this urban/human settlement issue(s) that is/are being addressed?

In most poor urban households, the burden of water collection rests on women and girls. Water collection still carries a considerable cost in terms of time and energy for women and girls because water points can often be at some distance from dwellings thereby reducing the amount of time they can spend on other activities, whether income-earning, educational or leisure. Women and girls are also primarily responsible for household and community hygiene maintenance. The different responsibilities of girls, boys, women and men with regard to hygiene maintenance, water management and sanitation must consequently be adequately analyzed and understood. Yet water and sanitation projects traditionally fail women and girls because they tend to:

- Give little attention to women's diverse roles, perspectives and needs;
- Rarely systematically factor gender considerations into resource-allocation decisions;
- Undermine women by overlooking them in water and sanitation planning at high cost for development;
- Lack of time to foster equitable participation;
- Reinforce women's domestic roles – fail to foster male sharing of domestic responsibilities;
- Pay little attention to intra-household water usage patterns to find out whether women and girls have equitable access to household water (research suggests that frequently they do not);
- Often overlook specific sanitation needs of women and adolescent girls (e.g. lunar cycle);
- Fail to understand issues of women's and girls' specific need for privacy and safety.⁴

⁴ Source: International Women's Development Agency (IWDA) Gender, Water and Sanitation: A Policy Brief. page 3. www.iwda.org.au

UN-Habitat has underscored “governance structures” and the “designing of facilities” as the two broad challenges with regards to gender issues in water and sanitation:

Governance structure:

- Decision making is heavily skewed in favour of men within UN-Habitat and municipal structures. Stakeholders meetings have very few women in attendance and when present women rarely speak and men dominate the discussions and decision-making.
- Water and sanitation committees are often not gender balanced and when women were present, they lack capacity to allow their genuine participation in decision making.
- Programme planning, management and implementation do not reflect gender balance nor meet the even minimum requirements that meetings must have 30% representation by women. It is often said by male participants that women do not have the time to attend these forums that is a reflection of a failure to foster equitable participation.
- Some partners do not always see the significance of gender in water and sanitation.
- Governments are not considering gender issues when they plan water and sanitation even when the target group may be vulnerable women.
- The manuals UN-Habitat has developed to address gender issues in water and sanitation are not utilised by municipalities.
- If women are absent the community consultation will be inadequate especially with regard to the choice of water and sanitation sites and the design of the facilities, putting into jeopardy the adequacy, ownership and sustainability of water and sanitation facilities.

UN-Habitat works closely with communities and needs to strengthen the involvement, especially of women, through capacity building. Women participation and interaction in local government institutions is crucial to understanding their issues of concern and needs.

To address issues of governance UN-Habitat is:

- Undertaking initiatives that target strengthening the capacities of institutions of governance at municipal levels to respond to women and gender concerns.
- Working through diverse partners to utilise strategies such as creating awareness for gender equality and capacity building for advancing gender equality objectives.
- Local multi-stakeholder forums have been an important entry point for interactions where the public articulate views on development actions required. They are thus a critical mechanism that can facilitate the empowerment of women by giving voice to local women and men as it enables diverse issues to be raised. The modus operandi of the forum needs to be better understood so that UN-Habitat can work with women to strengthen the forum as a platform for articulating and planning community responses to the specific gender equality and development concerns of women and men.

Designing water and sanitation facilities:

- In the water and sanitation sector the focus is often on the technical design of the services rather than consideration of the user of the service.
- Water and sanitation facilities do not often reflect the specific requirements and needs of women and girls. For example, women and girls will not use sanitation facilities at night that are constructed without the provision of lighting or are far from their dwellings.
- Even though toilet facilities are usually segregated by sex, they are often attached and this does not ensure privacy. Furthermore, attaching boys and girls toilet blocks in schools often means that girls will be hesitant to use them. Facilities may also present potential protection risks where there is no lighting or secure doors.
- Architects and engineers are dominantly male, who may design facilities without consideration of the gendered pattern of use.

To address facility design issues UN-Habitat:

- Is utilising 'Agreements of corporation' that underpin procedures and "Parameters of technical design" to include gender dimensions.

- Works with development banks by providing the technical capacity in designing projects. Such partnerships are critical in influencing how targets are selected and issues addressed. They thus present an opportunity and entry point to design projects/programmes with gender responsive objectives.

4.3 MAINSTREAMING GENDER IN WATER AND SANITATION

How can gender be mainstreamed into interventions/projects/programmes developed to address the urban/human settlement issues in order to achieve sustainable urbanisation/development?

Mainstreaming gender into water and sanitation means:

- Providing physically accessible clean water as essential for enabling women and girls to devote more time to the pursuit of education, income generation and even the construction and management of water and sanitation facilities.
- Providing access to sanitation facilities so as to strengthen good hygiene and mitigate water-borne diseases, such as diarrhoea, cholera, typhoid and several parasitic infections among the poor, especially school-aged children.
- Providing schools with water and latrines, and promoting hygiene education in the classroom, to enable girls to get an education, especially after they reach puberty, and reduce health-related risks for all.
- Paying attention to the design and the location of latrines so that they are close to the home. This will help reduce violence against women, which may occur when women have to relieve themselves in the open after nightfall.
- Building the capacity of poor women and men to be aware of rights to water and sanitation and having the ability to articulate their concerns empowers women. While building the gender responsive capacity of institutions of governance enables them to respond to the articulated concerns and needs of women, girls, boys and men.

The following minimum standards are a useful tool providing direction toward mainstreaming gender into the water and sanitation sector:

- *Analyze, understand, and take into consideration gendered division of tasks within households and communities and the different needs of women, men, girls and boys in water provision, sanitation and hygiene.*
- *Consult girls and women at all stages of the project design, implementation and monitoring and evaluation, particularly about the physical placement and the design of water points, showers and toilets in order to reduce time spent waiting and collecting water and to mitigate incidences of violence. Ensure that evaluation and translation teams include female staff.*
- *Encourage an equal representation of women and men in the water and sanitation committees and in trainings.*
- *Involve men in hygiene maintenance and in hygiene programmes.*
- *Separate by sex the blocks of latrines and showers.*
- *Respond to the specific hygiene needs of menstruating girls and women during the construction of washing and sanitation facilities.*

4.4 WOMEN'S EMPOWERMENT IN WATER AND SANITATION

➤ Is there a need for women's empowerment in the urban/human settlement issue areas to foster/facilitate gender equality? If yes, what is/are the women empowerment need(s)?

The empowerment of women is about women gaining power and control over their own lives. It requires awareness creation, building confidence, expanding choices, and increasing access to and control over resources in order to transform gender discrimination and gender inequality.

There is a need for women's empowerment in the water and sanitation sector. The challenges to women's empowerment include: ⁵

5 Source: Source: International Women's Development Agency (IWDA) Gender, Water and Sanitation: A Policy Brief. www.iwda.org.au

- Access issues:
 - Lack of physically accessible clean water to enable women and girls to devote more time to the pursuit of education, income generation and even the construction and management of water and sanitation facilities.
 - Lack of access to sanitation facilities leading to poor hygiene and increasing water-borne diseases, such as diarrhoea, cholera, typhoid and several parasitic infections among the poor, especially school-aged children increasing the burden of care work on women and girls and little opportunity to pursue other activities;
 - Inadequate provision of water and latrines in schools can hamper girls in obtaining an education, especially after they reach puberty.
- Participation and inclusion
 - Women's lack of awareness of their human rights, their disadvantaged position in the household and community and their exclusion from public planning and public consultative processes denies women the right to engage, participate and articulate their needs and interests.
- Capacity
 - Failure to build or support awareness and capacity for women to enable their voice and demand for rights to water and sanitation;
 - Failure to build the gender responsive capacity of institutions of governance translates into a failure to respond to women's articulated concerns and needs.


4.5 INTEGRATING WOMEN'S EMPOWERMENT NEED(S) INTO WATER AND SANITATION TO ENSURE GENDER EQUALITY

➤ How can the identified women's empowerment need(s) be integrated into the interventions/projects/programmes developed to address the urban/human settlement issue(s) in order to ensure gender equality?

- Guidelines still need to be developed to help inform how the multi-stakeholder forums are established so that they support the inclusion, participation and voice of the most vulnerable and women.

- Since UN-Habitat sets up institutional mechanisms at three levels (community level-multi-sectoral forum; technical level-implementation; and national level-policy steering) to support the delivery of water and sanitation interventions the need now is to get women's participation into these mechanisms to voice their needs and priorities, allowing the identification and prioritization of sustainable and gender responsive interventions. There is a further need to build the capacity of institutions of governance to create an enabling environment for women's empowerment.

4.6 EXAMPLES OF GENDER-SENSITIVE INDICATORS IN WATER AND SANITATION SECTOR.

 **What are the gender-sensitive indicators to monitor mainstreaming progress in these areas? Providing some examples**

Expected Outcome	Indicators
Social and physical well being improved	<ul style="list-style-type: none"> • Increased physical accessibility to clean water to women and men • Decrease in water-borne diseases, such as diarrhoea, cholera, typhoid especially school-aged children • Increased provision of sex differentiated latrines in schools. • % or proportion of women, girls, boys and men satisfied with new water services provided
Gender equity and equality fostered	<ul style="list-style-type: none"> • % or proportion of women in leadership and decision making positions • % or proportion of women included and participating in municipal consultative processes • % or proportion of women represented in water and sanitation committees • % or proportion of women in the construction and management of water and sanitation facilities • Women and men's awareness and capacity to voice and demand for rights to water and sanitation • Institutions of governance measuring the differential impacts of their activities and interventions in water and sanitation on women and men

GOOD PRACTICE: WATER AND SANITATION

Ensure that women's rights and gender equality are recognized as key elements in national development planning.

- Women's rights and gender equality targets are therefore reflected in water and sanitation budget lines in national and local authority budgets.

Develop a process for community based consultations with all key stakeholders wherever water and sanitation development strategies are to be implemented.

- Recognize that women and girls face numerous constraints given their gender roles and responsibilities.
- Take steps that encourage and ensure that women and girls, especially poor women, become active participants.

Ensure that water and sanitation interventions are effectively targeting and benefiting the poorest women, girls, boys and men.

- Collect sex-disaggregated data and undertake gender analysis to ensure effective targeting of interventions.
- Monitor implementation processes to measure progress in targeting the needs of women, girls, boys and men.
- Evaluate and report on results of the interventions to assess whether the interventions have indeed been effective in benefiting the poorest women, girls, boys and men.

SECTION
5

Glossary

Gender: the social differences or roles allotted to women and to men, roles that are learned as we are growing up, change over time, and depend on our culture, ethnic origin, religion, education, class and the geographical, economic and political environment we live in.

Gender equality: that the different behaviour, aspirations and needs of women and men are equally valued and favoured and do not give rise to different consequences that reinforce inequalities.

Gender relations: the interdependent relations between women and men. This implies that changes for women will require changes for men and vice versa.

Gender mainstreaming: to make gender equality part of this dominant (mainstream) trend in society so that women and men benefit equally. It means looking at every step of policy – design, implementation, monitoring and evaluation – with the aim of promoting equality between women and men.

Gender analysis: is a tool for identifying the different roles and needs of women and men in a given context and project setting. A gender analysis includes looking at: The division of labour between women and men; the different needs of women and men; the sex-based division of access to, and control over, resources and benefits; opportunities and constraints in the social and economic environment.

Gender needs assessment is closely linked to the concept of gender analysis: they are both valuable analytical tools for strengthening a project's potential to meet the different needs and interests of women and men throughout the project cycle. A gender needs assessment sheds light on both practical and strategic gender needs: Practical gender needs are needs that, once met, enable women and men to maintain their existing positions in society. Strategic gender needs, on the other hand, once met, transform these positions and subsequently alter power relations between women and men.

Gender impact analysis/assessment: examines policies and practices to ensure they have equally beneficial effects on women and men. It assesses policies and practices to see whether they will affect women and men differently so as to provide equality. Where possible, it needs to use statistics and indicators disaggregated by sex.

Empowerment: A process through which men, women, boys and girls acquire knowledge, skills and attitudes to critically analyze their situation and take appropriate action to change the status quo of the underprivileged and other marginalized groups in society.

Sex disaggregated data: Classification of information on the basis of sex; that is male data and female.

Monitoring and evaluation are important processes for reviewing the extent to which projects are addressing key gender issues, including progress towards equal access. In order for monitoring and evaluation to be **gender-sensitive**, it is crucial that relevant gender-sensitive indicators are integrated into the project design and that they in turn are integrated into the monitoring and evaluation guidelines and terms of reference.



Energy, transport and water and sanitation are essential services that support the right to a standard of living adequate for health, nutrition, safety and well-being. These basic services enable women, men, girls and boys to meet their basic needs.

When these basic services are costly, unavailable or inaccessible there is a greater negative impact on women than on men.

The Gender responsive Urban Basic Services Issue Guide is an attempt to offer the much-needed policy and practical guidelines to staff, programme managers and UN-Habitat partners (national and local governments) to strengthen understanding and implementation of gender responsive urban basic services.

The issue guide is not exhaustive. It seeks to only highlight and broadly outline the differences in needs, constraints, and opportunities between women, girls, boys and men in relation to energy, transport and water and sanitation infrastructure and services development; and the where and how of gender responsive interventions in order to strengthen planned and future actions that can go a long way to reduce poverty and overcome obstacles to gender equality and women's empowerment.

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