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Settlements Programme

Gender equality action plan



Gender equality action plan

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Gender equality action plan 2008–2013

I. Introduction

Promoting gender equality, rights and empowerment of women is an issue of accountability, of commitment and knowledge. It remains true that bringing together harmonious urbanization demands collective action by various stakeholders and partners, in a way that places the rights and well being of women, men and children as the primary goal for the development actions. It demands adequate legislation, policies and regulations for our countries, cities and towns that protect and respect the rights of citizens. Indeed gender responsive and socially responsible budgeting and resource allocation and management that ensure that the priorities of women, men and children are balanced for services today and sustainability for tomorrow must accompany it. The women of this world continue to do their best to bring harmony in their families and communities. What action are you taking in your individual and collective role to ensure the promotion of women empowerment and gender equality?

- Nyaradzai Gumbonzvanda, General Secretary, World YWCA¹

1. The twenty-first century is an urban century, in which half of the global population lives in cities. Urbanization is a powerful force that generates economic growth and social and political advances as well as technical and scientific progress. If poorly planned and managed, however, urbanization can generate social exclusion and poverty. It can also result in uncontrolled urban sprawl, pollution and unsustainable use of land, water and other natural resources, which accelerate environmental degradation and the negative impacts of climate change.² In many cities, especially in developing countries, wealth and poverty co-exist in close proximity. Well-serviced neighborhoods and gated residential communities are often situated near dense inner-city or peri-urban slum communities that lack the most basic services.³ Income distribution varies considerably among less-developed regions, with some regions, notably Africa and Latin America and the Caribbean, exhibiting extremely high levels of urban inequality compared to Europe and Asia.⁴

2. While women and men are in most cases equally affected by all of the above in rural areas, when it comes to urban areas women tend to suffer disproportionately from multiple deprivations. These include shelter deprivations such as overcrowding, tenure insecurity and lack of access to clean water, sanitation, education, health and other basic services.⁵ Women are also the worst affected by evictions and by tenure insecurity caused by natural and human made disasters, armed conflict and civil strife.⁶ Women too often suffer violence before, during and after evictions and conflicts.⁷ Most evictions take place during the day when most men have gone out to work. Women who resist being evicted often suffer violence, including beating, rape, torture and even murder.⁸

1 Speech at the women's round-table discussion during the fourth session of the World Urban Forum, Nanjing, China, November 2008.

2 HSP/GC/21/5/Add.1, p.1.

3 *State of the World's Cities 2008/2009: Harmonious Cities*, UN-Habitat, p.10.

4 *Ibid.*

5 *Ibid.*, at 15.

6 *Global Report on Human Settlements Development: Enhancing Urban Safety and Security*, UN-Habitat (2007).

7 *Women, Slums and Urbanisation: Examining the Causes and Consequences*, Centre on Housing Rights and Evictions (2008), p.2.

8 "Ticking time bombs: Low income settlements", Rasna Warah (2004), in *State of the World Cities Report 2004/2005: Globalisation and Urban Culture*, UN-Habitat (2004).

3. Although there are more men than women in the workforce, women make up 60 to 80 per cent of the informal workforce in developing countries.⁹ Most urban poor women are employed in the informal sector, which is characterized by a lack of labour legislation and social protection. Women's incomes in the informal sector are lower than those of men's, as women tend to concentrate on micro-enterprises such as petty trading of fruits, vegetables and other perishable goods with high levels of competition and rates of wastage. Women's income from such activities tends to be extremely low and there are limited opportunities for women, particularly for single female heads of households, to break out of the cycle of poverty.¹⁰

4. While women and men experience the urban environment and use urban public spaces and services differently, women's needs and priorities are often overlooked in public policies and programmes. This is partly because the poor have fewer opportunities than higher income groups to voice their needs or to organize effectively to demand better provision of services.¹¹

5. Gender equality in human settlements development is at the forefront of the agenda for sustainable urbanization. The UN-HABITAT gender equality action plan will support the implementation of the UN-HABITAT medium-term strategic and institutional plan for 2008–2013. It will also contribute to attainment of the human settlements related Millennium Development Goals on slum upgrading, water and sanitation and environmental sustainability.

II. Mandates

6. The gender equality action plan is a component of the UN-HABITAT 2002 gender policy, which has two main objectives: women's rights and women's empowerment through participation; and gender mainstreaming in human settlements development. A mainstreaming approach such as that embodied in the gender policy must be implemented through targeted actions. The gender equality action plan provides the means to do just that through the various action areas, outcomes, and outputs described in the present document.

7. Recent developments that have contributed to the preparation of the gender equality action plan include UN-HABITAT Governing Council resolutions adopted in 2007¹² on the work programme and budget for 2008–2009 and on women's land and property rights and access to finance.

8. The 2005 United Nations World Summit Outcome¹³ strengthened the case for gender equality, women's rights and women's empowerment in sustainable urbanization considerably. Paragraph 58 of the Outcome Governments reaffirmed their commitment to "guaranteeing the free and equal right of women to own and inherit property and ensuring secure tenure of property and housing by women."

9. In line with the priorities of the 2005 World Summit Outcome, UN-HABITAT has in recent years considerably strengthened its seminal work in the areas of women land and housing and equal access by all to water and sanitation. It has also developed a set of tools, methodologies and approaches with which to mainstream gender considerations in policies and actions concerning youth, urban safety and security, local economic development and housing finance. It continues to pursue gender-sensitive approaches to training and capacity-building, to human settlements data collection and analysis and to the identification, dissemination and learning from best practices that target men and women in improving the living environment.

10. The gender equality action plan will seek to build on the above proven strengths and comparative advantages while taking into account priority areas for action under goal 3 of the Millennium Development Goals, which is to promote gender equality and empower women,¹⁴ and

9 *World Employment Report 2004-05: Employment, Productivity and Poverty Reduction*, International Labour Organization (2004), cited in "Breaking Barriers: Gender Perspectives and Empowerment of Women in Least Developed Countries", United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States (2006), p.8.

10 *Progress of The World's Women 2005: Women Work & Poverty*, cited in "Breaking Barriers: Gender Perspective and Empowerment of Women in Least Developed Countries", *supra*, at 8.

11 *Progress of the World's Women 2008/2009: Who Answers to Women? Gender and Accountability*, UNIFEM (2008), p.41.

12 Resolutions 20/7, 21/1, 21/2 and 21/9.

13 General Assembly resolution 60/1 of 16 September 2005.

14 *Taking Action: Achieving Gender Equality and Empowering Women*, United Nations Development Group Task Force on Education and Gender Equality (2005), pp. 33–35 and box 1.1 p. 29. More specifically, the goals are to strengthen opportunities for post primary education for girls while meeting commitments to universal primary

supporting the implementation of the United Nations system-wide gender mainstreaming policy and strategy endorsed by the Chief Executives Board in June 2006.

III. Learning from past experience in gender mainstreaming and women's empowerment

11. A gender evaluation in 2003 and the mid-term review of UN-HABITAT programmes that took place in 2007 resulted in the recognition that there was a need for more systematic gender mainstreaming in UN-HABITAT programmes and projects. The gender evaluation concluded as follows:

WHP, the Gender Unit and their partners have had an effective positive impact in terms of awareness raising of gender issues in human settlements at the international, regional, and political level; they did so through consolidation of advocacy and lobbying efforts as well as support to women's global networks. Turning to the future, the Gender mainstreaming Unit needs to examine how best to link the achievements of its advocacy efforts to an effective impact at the local level, on the daily lives of women and men living in human settlements¹⁵

...

If pro-active participation of staff in mainstreaming into their respective programmes is to be entrenched, then gender specific training courses related to each programme area must be developed and become mandatory.¹⁶

12. The participants in an expert group meeting on gender and women's issues in human-settlements development held in February 2003 also recommended strengthening gender mainstreaming in all UN-HABITAT activities. Across UN-HABITAT there has been progress in supporting gender equality programmes, as illustrated in the following section.

A. Gender mainstreaming in UN-HABITAT programmes

13. Project proposals submitted to the UN-HABITAT Project Review Committee are required to have a section on gender impact assessment and proposals are examined to ensure that they meaningfully incorporate gender into programme or project documents. Gender learning workshops for staff were conducted in November and December 2005 in order to strengthen skills and capacity for gender analysis and planning. Staff identified entry points for strengthening gender mainstreaming in UN-HABITAT programmes using the web of institutionalization developed by Caren Levy of the Development Planning Unit, University College of London, a copy of which is attached as annex II to the present document. What is clear is that a one-time training event is not enough; what is needed is regular training and practical reference materials for use during the design, implementation, monitoring and evaluation of programmes and projects. There is also a need for continual coaching of staff working on mainstreaming gender.

B. Gender and local governance

14. A programme of awards and competitions for women-friendly cities and gender responsive local governments was conducted in the Asia-Pacific region and the Latin America and the Caribbean region in 2006 and 2007 to recognize individuals, non-governmental organizations and municipalities at the forefront of promoting women's empowerment, gender equality and women's rights. In Latin America and the Caribbean, UN-HABITAT collaborated with the United Nations Development Fund for Women (UNIFEM), Women in Cities International and Red Mujer (Women's Network, in Spanish) in implementing the programme. The theme for the competitions was women and girls' safety and

education; guarantee sexual and reproductive health and rights; invest in infrastructures to reduce women's and girls' time burdens; eliminate gender inequality in employment by decreasing women's reliance on informal employment, closing gender gaps in earnings and reducing occupational segregation; increase women's share of seats in national parliaments and local government bodies; and combat violence against girls and women.

15 "Forward looking Evaluation of Gender Mainstreaming in UN-Habitat", Evaluation 1/2003, UN-Habitat (2003), p.45.

16 *Ibid* at 7.

security. In the Asia-Pacific region emphasis was placed on post-disaster and post-conflict construction and the creation of resilient communities. The programme has contributed to recognition of grassroots movements and the strengthening of collaboration between UN-HABITAT and UNIFEM at the global and regional levels, culminating in the preparation of a memorandum of understanding that is currently being finalized. Main areas of collaboration for both parties will include the UNIFEM-led Global Programme on Safe Cities Free of Violence against Women, a flagship initiative under the UNIFEM Strategic Plan 2008–2011 in which UN Habitat is expected to join as a lead global partner, building on ongoing UNIFEM-UN-HABITAT collaboration in Latin America. Other areas of collaboration will include broader issues of good governance, women's empowerment, political participation and gender equality and gender-responsive budgeting. An expert group meeting on building partnerships for gender and local governance in Africa took place in Nairobi in October 2007. One result of that meeting has been an increase in the number of partners working with UN-HABITAT.

15. In 2007 UN-HABITAT supported Groots Kenya and the Huairou Commission in the introduction of a "local-to-local" dialogue methodology for leaders of grassroots women's organizations from twelve African countries. The methodology is meant to enable such organizations to have constructive discussions with critical actors like municipalities, local authorities, government departments, the private sector and development partners in an effort to address community problems and mobilize resources. Local-to-local dialogue is a useful approach that has contributed to the empowerment of communities, especially women, who have taken up positions on development committees at the local level.

C. Gender mainstreaming in water and sanitation programmes

16. The Water and Sanitation Trust Fund appointed gender officers under the Water for African Cities and the Water for Asian Cities programmes to strengthen gender mainstreaming and women's empowerment in the water and sanitation programmes. Gender mainstreaming strategies for Africa and Asia were developed in 2005 and 2006, respectively. UN-HABITAT in collaboration with the Gender and Water Alliance is undertaking a capacity-building programme on gender mainstreaming in the Lake Victoria region and is organizing gender mainstreaming workshops based on a dynamic and flexible framework that is responsive to continuously challenged gender relations. Within this partnership, we are also developing a gender resource book specific to the Water for Asian Cities programme. Sanitation and micro-finance programmes for women have been initiated in Africa and Asia. In India a national-level revolving fund is planned to support micro-financing of water and sanitation facilities for low-income households either as part of a housing and habitat project or as a stand-alone project. Political commitment to gender equality is key to progress in gender mainstreaming, women's rights and women's empowerment. Both management and staff at UN-HABITAT are committed to reaching out to disadvantaged groups and to empowering women.

D. Gender, land and housing

17. UN-HABITAT gives due attention to the gender dimensions of its work on housing and land, including by paying specific attention to gender as a cross-cutting theme in its Shelter Profile programme and in the work of the Advisory Group on Forced Evictions, recognizing that women are often disproportionately affected by evictions. The Global Land Tool Network, an international network of partners working to develop pro-poor land tools with UN-HABITAT as its secretariat has embraced gender-responsiveness as a central theme in its work. To date, a range of gender publications and tools have been developed by the Network, including a *Policy-makers Guide to Women's Land, Property and Housing Rights Across the World*; critical research such as on land registration in Ethiopia and its early impact on women; and a gender evaluation criteria framework for assessing the gender responsiveness of land tools.

18. The gender evaluation criteria framework will be piloted in select countries and the findings will be incorporated in improved programme design both in UN-HABITAT and by Global Land Tool Network partners. It will serve as a concrete tool for gender analysis not only of normative products but also at the country level to assess the gender sensitivity of areas such as housing design and construction, land administration procedures, taxation systems and dispute mechanisms when addressing housing, land and property rights following natural disasters or conflicts.

E. Youth empowerment programmes

19. The urban youth centre models developed under the UN-HABITAT youth empowerment programme aim at helping youth living in poverty to equip themselves better for employment and

entrepreneurship. The models ensure that young women and men have equal access to urban spaces. The procedures and guidelines developed for the Opportunities Fund for Urban Youth-led Development¹⁷ specifically recommend that projects and proposals submitted for funding should show how gender issues will be mainstreamed right from the proposal stage. In 2008 UN-HABITAT launched the Opportunities Fund for Urban Youth-led Development, which will support youth empowerment through youth-led initiatives with an emphasis on gender mainstreaming in all activities of urban youth.

F. Economic empowerment of women

20. A programme on the economic empowerment of women through land rights and housing development was initiated in 2003. It is intended to improve women's security of tenure and access to land, housing and financial resources. Through this programme, UN-HABITAT supports women's land access trusts as intermediary organizations between low-income women's housing cooperatives and groups on the one hand and financial institutions, cities and local authorities, the private sector, development partners and civil society on the other. To date four women's land access trusts have been established, in Ghana, Kenya, Uganda and the United Republic of Tanzania, while preparatory work on others has begun in Burundi, Ethiopia and Mozambique. Through this programme women are mobilized in housing cooperatives and saving groups. The programme promotes the domestic mobilization of capital through community saving, the use of credit guarantees and in-kind support from local authorities and the private sector.

G. Training and resource materials on gender in human settlements development

21. The recent UN-HABITAT publications *Gender Mainstreaming in Local Authorities: Best Practices* and *Gender in Local Governments: The sourcebook for trainers* are in high demand. The sourcebook is being used by partners from Canada, Ghana, South Africa and other countries at their own initiative. UN-HABITAT, in collaboration with Gender Links – South Africa and the Golda Meir Mount Carmel International Training Center in Israel, is launching the sourcebook at two training workshops in Southern Africa in February 2009 and at the international level shortly thereafter. The source book and best practices manual have contributed to the filling of information gaps on gender and local governance focusing on resource allocation, governance structures, delivery of basic services and infrastructure. These two resources present examples and case studies on how ordinary people go about solving community problems. They are practical, easy to read manuals grounded in women's and men's realities.

H. Women's safety and security in cities

22. UN-HABITAT believes that local authorities and city management have a crucial role to play in the prevention of violence against women, including by mainstreaming gender in their crime prevention policies and programmes, especially through sensitization campaigns, training, development of services and shelters and improving the city's physical environment to make it safer. UN-HABITAT supports the documentation and exchange of best practices and lessons learned on women's and girls' safety and security to inform future programming. A popular feature of this activity is a programme of awards for women's and girls' safety in cities initiated in collaboration with Women in Cities International. In 2004, 20 practices won the award and were published in a compendium released in 2007. UN-HABITAT, in partnership with the Huairou Commission, Women in Cities International and Red Mujer, conducted a global assessment of women's safety to identify and document programmatic and policy approaches and tools promoting women's safety on the global, regional, national and local levels. A database of over 250 institutions, local authorities and grassroots initiatives has been created and the information gathered will form the basis for further investigation aimed at developing a global network and regional networks. The global assessment revealed that the women's safety audit was the most frequently used action tool. Following this a comparative analysis of women's safety audits was carried out to identify what does and does not work. The results will inform the development of guidelines on conducting women's safety audits for use by cities and local authorities.

17 See resolution 21/6 on urban youth development.

23. UN-HABITAT in collaboration with the Commonwealth Planners Association – Women in Planning organized a thematic session on the theme “a city not safe for women and girls is not safe for all” during the international conference on safety and security in cities held in Monterrey, Mexico, in October 2007. The session appraised the place of urban planning and design in promoting the safety and security of women and girls in public spaces. Gender experts from the Commonwealth Planners Association and the Housing Institute in Chile identified critical issues, policy implications, best practices and strategies for action. Specific topics included the design and planning of cities, transport planning and women’s safety audits. As a result of the session the University of Technology in Jamaica has introduced a women’s safety audit module as part of its community development course. The University’s first training workshop on women’s safety audits, involving students, women’s organizations working on violence against women in the Caribbean, community-based organizations and development partners, was held in Jamaica in November 2008. As a follow-up to that workshop UN-HABITAT and the United Nations Development Programme submitted a concept note, which was approved by the Democratic Governance Thematic Trust Fund, on scaling up the work on women’s safety audits to cover other local authorities in Jamaica, which is a pilot country for activities related to the Secretary-General’s campaign entitled “Unite to End Violence Against Women. This programme shows that working in partnership with other organizations interested in a specific area allows you to scale up and reach out to more countries. It also demonstrates the importance of identifying partners who are willing to share costs and adopt mutual approaches to gender equality.

24. The gender equality action plan will build on UN-HABITAT best practices and address limitations that have been identified in various assessments undertaken since 2003. It will provide a coherent framework for strengthening gender mainstreaming in UN-HABITAT programmes and promote partnerships with the explicit objective of mobilizing and leveraging resources, including investment capital, in support of the implementation of the gender equality programme.

IV. Key objectives and approaches of the gender equality action plan

25. The gender equality action plan aims to promote women’s rights, women’s empowerment and gender responsive sustainable urbanization policies and practices at the national and local levels. With its goal of reducing gender discrimination and promoting equal opportunities and outcomes for women and men in the provision of adequate services, security and employment opportunities in cities, the plan strives to create an environment for Governments, cities and local authorities to fulfil existing policy commitments related to gender equality in sustainable urbanization.

26. Supporting actions at the country level, and especially at the local and community levels, is emphasized. The gender equality action plan stresses the importance of promoting women’s rights and women’s empowerment as a central issue in shaping a better urban future. Strategic groups including men’s, youth, grassroots and community-based women’s organizations, professional bodies, national machineries for women, cities and local authorities, the private sector, media and other influential groups that can contribute to promoting gender equality in housing and urban development are targeted. The plan will feature as approaches actions at the global, regional and country levels; partnerships; and knowledge management and capacity-building.

27. Actions at the global, regional and country levels will aim to secure high-level political commitment and to engage a wide range of partners, opinion leaders and gender and women’s issues champions.

28. UN-HABITAT will build partnerships with development partners, United Nations entities within the context of United Nations reform, academia, professional non-governmental organizations, grassroots organizations, associations of cities and local authorities, the media and the private sector. This approach is consistent with the UN-HABITAT medium-term strategic and institutional plan for 2008–2013, which calls for UN-HABITAT to play a catalytic role in supporting the efforts of United Nations Member States in putting in place the necessary policies and capacities to attain the human-settlements-related Millennium Development Goals.

29. Knowledge management and capacity-building for key actors in local governments, women’s organizations and other institutions, beginning in selected countries where the Enhanced Normative and Operational Framework will be implemented, will be critical. Key Habitat staff and partners will be equipped with gender analysis, planning and gender-budgeting skills relevant for promoting gender equality and women’s empowerment at the local level. Information on the experiences and realities of men and women, girls and boys will inform policy and programme design and contribute to public understanding of gender equality issues in sustainable urbanization.

V. Action areas, results and strategies

30. The gender equality action plan provides a platform from which to engage a wide range of partners at the global, regional and country levels in an effort to galvanize action to achieve gender equality, women's rights and empowerment in housing and urban development. A range of partners and stakeholders, including cities and local authorities associations, member States and civil society networks, will be invited to develop initiatives and activities in consultation and collaboration with UN-HABITAT. The plan also acts as a catalyst for the development of United Nations inter-agency cooperation at the country level. It will provide an overall framework for action for UN-HABITAT programmes that will be developed and implemented in the next five years. Coordination with existing initiatives of civil society and women's networks related to sustainable urbanization will be promoted.

31. Action areas directly linked to the focus areas of the medium-term strategic and institutional plan have been identified to guide actions until 2013. They are discussed below in sections A to F of the present chapter. Tables 1–6 below present objectives, indicators of achievement, strategic results, outcomes and outputs for the action areas.

A. Action area 1: advocacy and gender equality monitoring in cities

32. Evidence-based information on the situation of women and girls as compared to men and boys in cities is essential in order to improve the knowledge management base, statistics and gender analysis and to illustrate the relationships between gender equality, sustainable urbanization and poverty reduction. Emphasis will be placed on strengthening existing and continuing efforts to develop gender indicators and to collect, analyse and disseminate sex disaggregated data and gender analytical reports and policy briefs for use by Governments and other Habitat Agenda partners. The Urban Indicators Programme¹⁸ will be strengthened to ensure the systematic production of sex-disaggregated data and the integration of gender-specific indicators that are relevant to UN-HABITAT programmes. Special efforts will be made to mainstream gender into and ensure women's participation in UN-HABITAT's main platforms – the World Urban Forum and the Governing Council.

18 “Urban Indicators Guidelines: Monitoring the Habitat Agenda and the Millennium Development Goals”, UN-Habitat (2004).

Table 1: Action area 1: Advocacy and monitoring gender equality in cities**Objectives:**

- To promote sustainable urbanization through evidence-based research, policy dialogues, strategic partnerships, global campaigns, education, communication and exchange of best practices

Indicators of achievement:

- An agreed number of countries, cities and local authorities that use gender indicators and sex-disaggregated data in monitoring, reporting and dissemination of key urbanization trends including urban poverty and the growth of slums;
- An agreed upon number of gender-responsive best practices documented and scaled up.

Strategic Result	Outcomes	Outputs
<ul style="list-style-type: none"> • Urban policies from local to global levels are improved. 	<ul style="list-style-type: none"> • Production and use in policy-making and practice of sex-disaggregated data and evidence-based knowledge on gender in cities; • Increased awareness of and action by key strategic actors and partners on gender issues in cities. 	<ul style="list-style-type: none"> • Production of fact sheets on women in cities; • Key messages, publications and advocacy materials; • Documentation of best practices including lessons learned; • Gender indicators data base; • Urban – info gender database; • Gender analytical reports and policy briefs; • Support for universities and research institutions; • Women in Cities Forum; • Support for efforts of women’s groups and networks; • Increased participation of young girls in youth and information resource centers; • Increased focus on building capacity of women’s organizations and enhanced South-South cooperation.

33. Partners will include the United Nations inter-agency network on Millennium Development Goal indicators, regional economic commissions, the United Nations Inter-agency Network on Women and Gender Equality taskforce on gender and the Millennium Development Goals, specialized women’s organizations, universities and local urban observatories.

B. Action area 2: urban planning, governance and management

34. Good governance, especially at the local level, allows women and men to engage with the sphere of government closest to them on issues of accountability, transparency, participation and service delivery. In a world where most countries are far from reaching parity between men and women in decision-making, it is important that women partner with men in decision-making at the local level to promote gender equality, women’s rights and empowerment that can make a difference in their daily living conditions. To that end, capacity-building and training for cities and local authorities in gender mainstreaming and gender budgeting will be undertaken in selected countries that receive technical assistance in the areas of urban planning, governance and management, including countries emerging from natural and human-made disasters. Gender mainstreaming in climate change programmes, post disaster and decentralization, post-conflict reconstruction and the establishment of resilient communities will also be strengthened by working with partner organizations and United Nations country teams in selected countries in the Asia-Pacific region.

35. Furthermore, capacity-building for women’s organizations, especially grassroots and community-based organizations, will form a central part of the gender equality action plan in order to empower and equip women with skills that will allow them to interface constructively with cities and local authorities and key actors at the national and local levels to solve community problems and to serve on various community development committees. Specific attention will be given to supporting women-specific initiatives in selected countries in order to address gender inequalities in the provision

of basic services, access to resources, security, governance and management of cities and towns. Male and female change agents charged with supporting gender equality and equity will be identified within and outside UN-Habitat at the global, regional national and city levels.

Table 2. Urban planning governance and management

Objective: <ul style="list-style-type: none"> To strengthen the capacity of national Governments, local authorities and other stakeholders to develop more liveable, productive, inclusive and gender-responsive cities Indicators of achievement: <ul style="list-style-type: none"> An agreed number of cities adopting gender responsive crime reduction, disaster mitigation, environmental planning and management policies and strategies Number of women's groups empowered to interface with key actors and influence decisions at the local and national levels 		
Strategic result	Outcomes	Outputs
<ul style="list-style-type: none"> Inclusive urban planning, management and governance improved at the national and local levels 	<ul style="list-style-type: none"> Improved policies, legislation, strategies and institutions that support gender and youth responsive urban planning, management and governance; Improved access to and application of tools that support gender-responsive urban planning, management and governance; Capacity of women is built and opportunities for women's groups to influence government policies at the local and national levels is improved; Gender-responsive policies and strategies that address human settlements in crisis-prone or post-crisis contexts 	<ul style="list-style-type: none"> Tools, guidelines, best practices and gender equality norms and standards; Trainers and change agents trained on gender-specific tools; Documentation of action plans and follow-up results of training programmes for women's organizations, including grassroots organizations; Tools for monitoring gender-responsive urban services and resources incorporating specific contexts such as post-disaster and post-conflict countries; Support for activities to engage men; Advisory services on gender and local governance in selected countries, including crisis-prone and post-crisis countries; Documentation of best practices; Municipal tool kits for urban youth development

36. Partners will include local government training institutions, universities, cities and local government associations, UNIFEM, the United Nations Population Fund, the United Nations Development Programme, the United Nations Environment Programme, the United Nations Capital Development Fund, United Nations country teams, where possible, the Inter-Agency Standing Committee and the Executive Committee for Humanitarian Affairs, women's organizations and grassroots organizations. In most cases partnerships will operate on a cost-sharing basis in terms of human and financial resources.

C. Action area 3: land and housing

37. A woman's right to land and housing is in many instances linked to marital property and inheritance rights and subject to cultural and traditional practices. This is reflected in the registration of land and housing in the husband's name and the customary handing down of land to male heirs in many societies. This situation is compounded by poverty, lack of access to credit and housing finance by poor women and men in rural and urban areas, lack of awareness of women's human rights and legal rights and the low representation of women in decision-making bodies, including the legislative and other bodies responsible for the administration and management of land and property. Women's right to land is even further reduced after a crisis, be it man made or natural. Further, legal and regulatory frameworks relating to land markets and land acquisition, including land registry, land valuation, and legal instruments to facilitate land acquisition, are ineffective in many developing countries,¹⁹ hence the

19 *The Challenge of Slums*, UN-Habitat (Earthscan Publishing Limited, London, 2003), p.xxxii.

need for significant improvement in such frameworks and financial systems and for the creation of opportunities for poor women and men to access land and acquire property. This is especially important in countries either experiencing or prone to disasters or conflicts.

38. The gender equality action plan will support efforts by UN-Habitat in assisting national Governments and Habitat Agenda partners to improve and implement gender-responsive land and housing policies. Advocacy campaigns will be carried out in collaboration with partners to highlight the effects of tenure insecurity on women, especially as a result of evictions and domestic violence, and to promote women's rights to land and housing in urban areas, focusing on the continuum of land rights and joint tenure. A gender analysis of existing data will be carried out and gender indicators related to housing and land strengthened. Policy briefs and advocacy materials based on best practices will be prepared and disseminated. Gender aspects of particular dimensions of shelter, such as rental housing, will be examined to gain a better understanding of how they may involve and impact women and men differently.

Table 3. Action area: land and housing

<p>Objective: To assist national Governments and Habitat Agenda partners to adopt pro-poor gender- and age-sensitive housing, land management and property administration through enabling policies and improved legal and regulatory frameworks.</p> <p>Indicators of achievement:</p> <ul style="list-style-type: none"> • An agreed number of countries adopting effective gender- and age-sensitive housing, land and property strategies and associated improved legal and regulatory frameworks; • An agreed number of women's organizations and women participating in and benefiting from development and implementation of sustainable shelter relief and reconstruction in post-conflict and post-disaster areas 		
Strategic result	Outcomes	Outputs
<ul style="list-style-type: none"> • National and local governments and Habitat Agenda partners implement improved land and housing policies. 	<ul style="list-style-type: none"> • Security of tenure and safety in housing for women in selected countries is improved, including in crisis-prone and post-crisis countries; • Women's organizations' capacity to participate in the development and implementation of shelter relief and reconstruction models in post-conflict and post-disaster areas is enhanced. 	<ul style="list-style-type: none"> • Advocacy materials on gender, land and housing, slum upgrading and prevention; • Gender responsive training and capacity-building seminars and workshops; • Documentation of best practices on gender, land and housing policies and programmes; • High-level meeting on gender, land and housing; • Technical assistance reports

39. UN-Habitat will play a catalytic role bringing together and supporting where necessary various actors in this field. Partners will include grassroots organizations, land and housing professionals, multilateral and bilateral organizations, non-governmental organizations and research institutions with the potential to advance women's rights to land and housing.

D. Action area 4: access to environmentally sound urban services

40. Work on gender mainstreaming in water, sanitation and infrastructure will continue under the Water and Sanitation Trust Fund of UN-Habitat within the framework of UN-Habitat's Water and Sanitation Strategy 2008–2012. Gender analysis of existing sex disaggregated data collected from the Lake Victoria region and other places will be carried out, gender analytical reports produced and policy briefs prepared. The main activity will be to ensure that capacity is built to enable poor women to participate in and benefit from the provision and development of basic services and infrastructure.

Table 4. Access to environmentally sound urban services

<p>Objective:</p> <ul style="list-style-type: none"> To expand access to and sustain the provision of adequate clean drinking water, improved sanitation and waste management, ecologically sound energy-saving transport and power supply technologies in urban and peri-urban areas, with due regard to small and secondary towns, in a gender responsive manner. <p>Indicators of achievement:</p> <ul style="list-style-type: none"> An agreed number of countries and cities adopting improved infrastructure governance frameworks ensuring the involvement of local authorities, communities, men and women, boys and girls and other vulnerable groups; An agreed number of countries demonstrating increased and sustainable access by the urban poor, especially women, to adequate clean water, improved sanitation and waste management 		
Strategic result	Outcomes	Outputs
<ul style="list-style-type: none"> Expanded access to environmentally sound urban infrastructure and services, with a special focus on the unserved and underserved populations 	<ul style="list-style-type: none"> Women are engaged in the design, management, monitoring and evaluation of the provision of basic services; Women and vulnerable groups have access to basic services and infrastructure. 	<ul style="list-style-type: none"> Report of research studies on energy and transport; Development of gender indicators and analytical reports on access to basic services; Development of gender-responsive urban services frameworks and technologies; Documentation of best practices on gender, basic services, and climate change documented; Training workshops and seminars on women specific targeted interventions; Advocacy materials on gender and basic services produced.

41. Partners will include the Gender and Water Alliance, UN-Water and the United Nations Environment Programme.

E. Action area 5: access to sustainable finance and affordable housing and infrastructure

42. As indicated under action area 3, poverty and the lack of access to credit and housing finance limit women's access to land, housing and security of tenure. Women and youth savings groups and housing cooperatives should be assisted to benefit from sustainable housing finance products that are affordable for the poor, especially in the context of implementing experimental reimbursable seeding operations. Women and youth, if well equipped with information and knowledge, can also advocate for improvement in land, housing and housing finance laws, regulations and policies. Lessons learned from UN-Habitat's Slum Upgrading Facility, the programme on empowering urban women entrepreneurs through housing and land rights and the experience of revolving funds for micro-financing sanitation through women's groups will further inform the actions in this area.

Table 5. Strengthened human settlements financing systems

<p>Objective:</p> <ul style="list-style-type: none"> • To improve access to finance for housing and infrastructure, generally for the urban poor and particularly for poor women, through innovative financing mechanisms and improved institutional capacity to leverage the contribution of communities, local authorities, the private sector, government and international financing institutions; • To provide pro-poor gender-responsive and easily accessible finance for housing and infrastructure. <p>Indicators of achievement:</p> <ul style="list-style-type: none"> • An agreed number of slum-dwellers and women's organizations empowered, through effective organization, to access institutional credit for housing; • An agreed number of countries with pro-poor and women housing programmes, finance institutions and support systems utilizing domestic capital. 		
Strategic result	Outcomes	Outputs
<ul style="list-style-type: none"> • Improved access to sustainable financing for gender-responsive affordable housing and infrastructure 	<ul style="list-style-type: none"> • Finance institutions adopt policies to make finance available for affordable housing and infrastructure with specific windows for poor women and youth; • Women's organizations are empowered and access by women and youth to finance affordable housing and infrastructure is increased. 	<ul style="list-style-type: none"> • Assessment reports on shelter financing programmes tailored to the needs of women and youth; • Capacity building and training workshops; • Network of women and community-based organizations in the field of promoting affordable housing for the urban poor; • Publications and advocacy materials on women and financing affordable housing and infrastructure; • Implementation of experimental seeding operations and other innovative mechanisms in housing and infrastructure finance incorporating women's organizations and youth; • Documentation of best practices documented.

F. Action area 6: strengthen gender mainstreaming and gender balance in UN-Habitat programmes

43. Entry points and recommendations for gender mainstreaming identified in the course of gender learning workshops will continue to guide the gender mainstreaming efforts of UN-Habitat. The key recommendations include the need for political commitment at the senior management level, starting from the highest office, and regular gender training to equip staff with gender analysis and planning skills. Gender balance in terms of staffing is another issue that will be addressed in collaboration with the appropriate departments and entities responsible for human resources.

44. Gender learning workshops will be conducted for staff at headquarters and in the regional offices. Habitat Programme Managers and Chief Technical Advisers at the country and local levels will be sensitized to gender issues and trained in gender analysis, gender planning, gender budgeting, women's rights and women's empowerment. They will be encouraged to make use of in-country gender expertise and to work closely with United Nations country gender teams and national women's machinery in order to mainstream gender in sustainable urbanization into country-level gender activities.

45. Additionally, senior management will agree on a strategy and undertake to improve gender balance in the organization.

Table 6. UN-Habitat commitment to gender balance and gender mainstreaming in programmes

Objective <ul style="list-style-type: none"> To improve gender mainstreaming in all programmes and gender balance in the institution. 		
Indicators <ul style="list-style-type: none"> Improved gender balance, and gender mainstreaming in UN-Habitat programmes 		
Strategic result	Outcomes	Outputs
<ul style="list-style-type: none"> Significant increase in UN-Habitat programmes and projects that mainstream gender and support women-targeted programmes; Improvement in the gender balance of UN-Habitat. 	<ul style="list-style-type: none"> Increased number of UN-Habitat programmes that mainstream gender into their work; Increased number of women employed by the organization at the Professional and senior management level and in projects; Gender-responsive Habitat country programme documents 	<ul style="list-style-type: none"> Gender training and capacity-building workshops and distance learning tools organized; Tools/gender score card/guidelines developed; Mission and field reports; Annual report on gender mainstreaming and gender balance in UN-Habitat; Documentation of gender mainstreaming and women's empowerment practices at the country level

46. Partners will include the International Labour Organization, the United Nations Office at Nairobi's Staff Development Unit and the Office of the Special Adviser to the Secretary General on Women's Advancement and Gender Equality.

47. By 2013, implementation of the gender equality action plan will have made an impact in terms of increased numbers of countries with gender responsive urban policies and programmes in place and implemented, including programmes to empower women, promote women's access to, ownership of and control over land and housing and strengthen gender mainstreaming in the provision of services, security, planning, governance and the management of cities, especially in post-disaster and post-conflict situations.

48. The above will be achieved through technical cooperation, advocacy, knowledge management, and capacity-building at the global, regional, national and local levels, while working through a range of partners, especially women's organizations, gender experts, United Nations agencies, universities, local government training institutions, cities and local government associations and the media.

VI. Management of the gender equality action plan

49. The medium-term strategic and institutional plan Steering Committee, chaired by the Deputy Executive Director and comprising Directors and other senior staff of UN-Habitat, will serve as the decision-making organ for the implementation of the gender equality action plan. A network of gender focal points and the Gender Mainstreaming Unit will be charged with the responsibility of developing the operational plan for each year in consultation with branch and unit chiefs. The Information Services Section will provide communication support for the plan.

50. UN-Habitat will respond to the recommendations made in the evaluations of the Women in Habitat Programme and the Gender Policy Unit in 2002/2003 and of the Gender Equality Programme in 2007, as well as the recommendations by the gender advisers by reviewing the UN-Habitat Gender policy to make it user friendly and more explicit and relevant to UN-Habitat.

51. Second, as part of preparations for the start-up of the gender equality action plan a thorough assessment of the institutional set-up of the Gender Mainstreaming Unit, its function, capacity, funding, and its placement in the organization will be undertaken as part of the quick wins to be carried out in the first year.

VII. Monitoring, evaluation and accountability

52. In order to strengthen accountability for gender equality, a monitoring and evaluation system will be put in place to track and report on achievements and progress with regard to expected outcome and outputs. A monitoring and evaluation plan will be prepared, indicating expected accomplishments, indicators of achievement, means of verification and risks and assumptions. A monitoring calendar will

be prepared to schedule the events: biannual reporting by divisional Directors and end-of-year reporting on progress in each focus area to coincide with the medium-term strategic and institutional plan reporting cycle. A mid-term review and a final evaluation to assess achievements, challenges and lessons learned will be carried out in 2011 and 2013, respectively. UN-Habitat will provide and encourage staff to comply with on-line gender training.

53. The Project Review Committee will continue to examine projects for gender responsiveness. A gender score card will be introduced as a monitoring tool. UN-Habitat will conduct gender audits periodically with the full cooperation of participating programmes. An in-depth study on gender mainstreaming in technical cooperation programmes will be carried out in order to harvest lessons learned in the field, which will also inform normative work. The baseline information provided in the work programme for 2008–2009 and 2010–2011 will be used to establish benchmarks, where available.

Annex I

UN-Habitat medium-term strategic and institutional plan framework for 2008–2013²⁰

Vision

Sustainable urbanization through the Habitat Agenda: adequate shelter for all and sustainable human settlement development.

Mission statement

To help create, by 2013, the necessary conditions for concerted international and national efforts to realize more sustainable urbanization, including efforts to arrest the growth of slums and to set the stage for the subsequent reduction and reversal of the number of slum dwellers worldwide.

Strategic objective

- In line with its catalytic role drawing on its convening power, to mobilize networks of Habitat Agenda partners to implement a shared vision of sustainable urbanization;
- To develop and advocate norms for sustainable and harmonious urban development, housing, upgrading and prevention of slums and poverty reduction;
- To improve global knowledge and understanding of urban development issues and development strategies; engage in monitoring and dissemination of best practices about progress in the implementation of the Habitat Agenda and the relevant Millennium Development Goals;
- To build the capacity of Governments, local authorities and other Habitat Agenda partners through technical cooperation and training;
- To develop innovative pro-poor mechanisms for financing housing and urban services and infrastructure and promote their scaling up by appropriate development actors and investors.

Institutional objectives

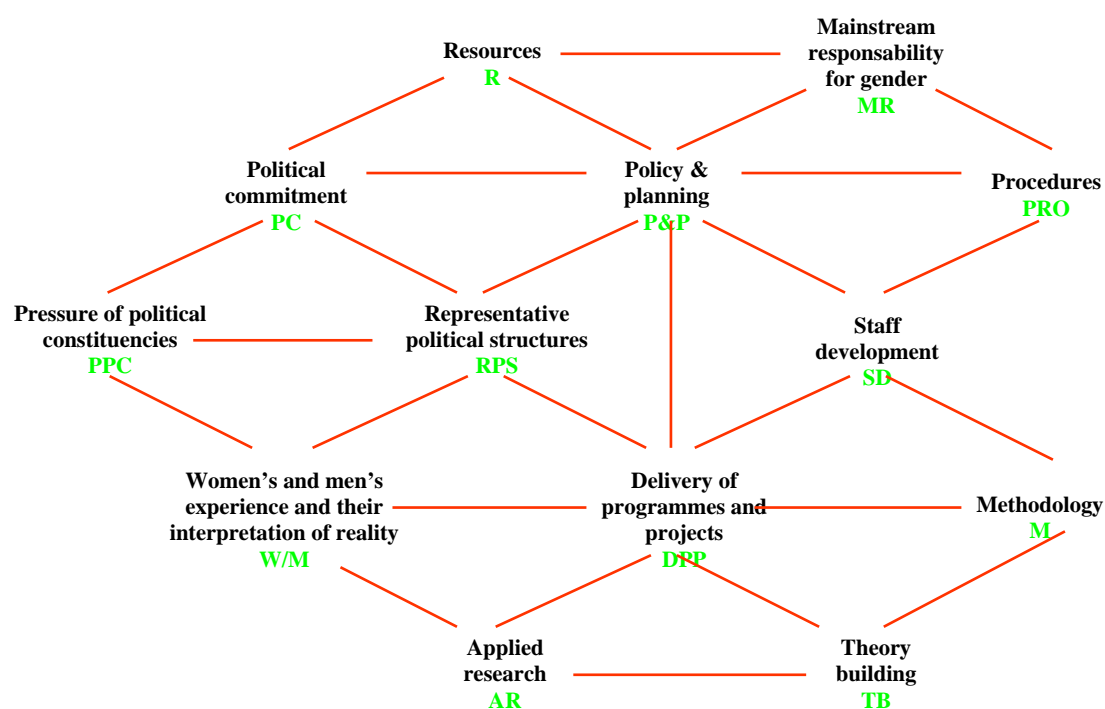
- To develop and align its institutional and resource structure to ensure a balanced normative and operational programme of action for human settlements development;
- To develop continuously the capacity of UN-Habitat to bring together all spheres of government, civil society and the private sector by strengthening partnerships for the promotion of sustainable urban development;
- To become the premier reference institution for global research, monitoring and dissemination of information and best practices on sustainable urbanization;
- To be the first stop for pro-poor urban development policy, ideas and strategies;
- To be recognized as a “centre of excellence” in building the capacity of Governments, local authorities and Habitat Agenda partners through technical cooperation and training and learning;
- To become a catalyst through creating innovative financing mechanisms for affordable housing, basic urban infrastructure and services to be scaled up by institutions with greater resources at the national and global levels, e.g., international finance institutions.

Annex II

Entry points for improving gender mainstreaming in UN-Habitat²¹

1. Workshops held with core UN-Habitat staff in November and December 2005 included the development of a strategy for mainstreaming gender in the work of the institution. Participants used “the web of institutionalization” concept (see figure 1, below) to identify key problems and potentials for gender mainstreaming in the work of UN-Habitat and used that analysis as a basis for the discussion of entry points for improving gender mainstreaming in their work.
2. Each entry point (which is located in an element of the web) was identified as a way of achieving a “strategic aim”. The strategic aims represent what needs to be achieved in order to improve gender mainstreaming in each case and the entry point is the activity group or any other potential that can best be used to work toward achieving the strategic aim. The strategic aims and entry points discussed during the workshops are summarized in table 1.
3. Some of the entry points identified relate to the specific mandates and responsibilities of particular teams and sections, while others will require more cross-sectional and divisional cooperation if they are to be further refined and put into action.

Figure 1. The web of institutionalization



21 Compiled by Johan Walker, Development Planning Unit, University College, London.

Table 1. Summary of strategic aims and entry points for improving gender mainstreaming in UN-Habitat

Strategic aim	Element	Entry point	Element
Raise the political commitment of senior managers responsible for programming to gender.	PC	Work to attract funding from donors who are interested in funding activities with a strong focus on gender or allocate funding with conditions related to gender activities to be undertaken.	R
Improve the capacity and commitment of staff for working on gender issues, including newly recruited staff.	MR	Request that the induction and continuing training for staff of the United Nations Office at Nairobi include training components on gender sensitivity or gender analysis.	SD
Improve staff performance on gender issues.	MR	Improve the performance evaluation system's focus on gender and the application of the system by managers. The gender indicators of the performance evaluation system should focus on more than gender balance in teams, but also on gender competence in programmatic work. In addition, other incentives for working on gender should be developed— perhaps by schemes similar to the United Nations Office at Nairobi's manager of the month scheme.	PRO
Improved the guidance on gender issues for consultants and external partners implementing UN-Habitat projects and activities.	DPP/AR	Develop standard terms of reference and guidelines that include specifications on gender issues.	PRO
Increase the political commitment of partner Governments to gender equality issues in housing and urban development.	PC or RPS	Develop gendered indicators and prepare evidence-based gender analytical reports that can be used to lobby Governments.	AR/ DPP
Enhance the impact of (mainstream) training for partners on their ability to work on gender equality issues.	DPP	Refine the UN-Habitat training impact assessment methodology in order to track gender responsiveness of partners' programmes.	M
Raise the awareness of partners on new gender and human settlements methodologies such as gendered land tools and criteria.	M	Use events such as the World Urban Forum to disseminate gender tools.	DPP
Develop a database of partners with expertise in gender and other sustainable urbanization fields.	PPC/ RPS	Use the World Urban Forum as a way of collecting information on partners with gender skills and capacities.	DPP
Improve UN-Habitat's ability to track differences in how its programmes benefit women and men and the extent to which budgets are used to address gender equality issues.	R	Establish a gender score card and track finances for gender equality and women's empowerment.	P&P
Build the capacity of civil society organizations working on human settlements to address gender issues.	PPC	Develop training materials and capacity-building exercises on new gendered land tools and other similar gender and human settlements methodologies.	DPP
Promote balanced representation and decision-making of women and men in partner community-based organizations working with the Disaster Management Programme.	PPC	Carry out activities aimed at gender sensitization and awareness among Disaster Management Programme partners.	DPP
Improve the capacity of disaster management teams to meet the needs of and work with all groups of women and men.	SD/ DPP	Develop gendered tools for the Disaster Management Programme.	M

Strategic aim	Element	Entry point	Element
Ensure that work undertaken by the disaster management programme focuses on reaching the most vulnerable groups of women, men boys and girls.	DPP	Selection criteria defining vulnerable groups should be broadened beyond the focus on female-headed households.	PRO
Ensure that the policies and norms that UN-Habitat develops and disseminates are based on the real life experiences of women and men.	P&P/ DPP	Strengthen the link between learning from field programmes and projects on gender and the development of policies and norms. Document best practices in the field to inform the normative work.	SD/ P&P
Improve the capacity of partners working on environmental planning and management and city development strategies to incorporate a gender perspective into their work.	DPP	In cooperation with the Gender Unit, incorporate gender issues into training-of-trainers workshops and use the gender manual on environmental planning and management.	M/ SD
Devise strategies for youth and partners strategies to incorporate gender perspectives in their work.	P&P	Include a focus on gender in the development of the youth and partners strategy starting, including terms of reference, guidelines and participation in meetings.	P&P
Track UN-Habitat's performance on disseminating best practices and model approaches to addressing gender issues in human settlements development.	DPP	Include an assessment of the inclusion of gender equality as part of the ten-year review of the best practices programme.	AR
Assess UN-Habitat's performance on incorporating gender issues into programmatic work and organizational development.	DPP	The monitoring and evaluation unit should work with the gender unit to undertake periodic gender audits of selected programmes.	R
Improve the clarity of institutional structures for gender in UN-Habitat and of the responsibilities of the gender focal points, the gender task force members and of other mainstream staff.	MR	Prepare terms of reference for gender focal points and the gender task force. Collaborate with different units to develop the capacity of the gender focal points. Specify the responsibility of gender focal points in their work programmes and ensure that they have incentives to perform their role.	PRO
Make the UN Habitat gender policy more user-friendly.	P&P	The Gender Unit and gender focal points should work to produce summaries or highlights of the gender policy, with senior management endorsement.	P&P
Improve the performance of UN-Habitat-funded programmes and projects on gender equality issues.	DPP	The Project Review Committee, as well as working to include gender as a project review criteria, should also develop mechanisms for lessons learned and quality control – ensuring that what is in a proposal has actually happened.	PRO
Strengthen the capacity of the Gender Unit to undertake its strategic role in supporting and monitoring all sections.	MR	Recruit additional staff to support the Gender Unit.	SD
Improve horizontal communication and learning between sections on how to engage with gender issues.	SD	Reinstate the staff seminar system and include gender as one of the core themes for discussions and presentations.	SD

Annex III

Selected gender terminology

Gender – “Refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.”²²

Gender equality – “Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a “women’s issue” but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development”²³

Gender equity – “Gender equity refers to the process of giving fair treatment to women and men. The goal of gender equity looks beyond equality of opportunity as it requires transformative change. Gender equity recognizes that different measures might be required for men and women where:

- They reflect different needs and priorities; or
- Where their existing situation means that some groups of women or men need special or additional supportive measures to ensure that all are on a “level playing field.”²⁴

Gender mainstreaming – “Mainstreaming a gender perspective is the process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as 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 women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality”²⁵

Women’s rights – The human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community.”²⁶

22 “Gender Mainstreaming: Strategy for Promoting Gender Equality”, Office of the United Nations Secretary-General’s Special Advisor on Gender Issues and Advancement of Women (August 2001).

23 *Ibid.*

24 *Gender in Local Government: A Sourcebook for Trainers*, UN-Habitat (2008).

25 Report of the Economic and Social Council for 1997 (A/52/3), chap. IV, agreed conclusions 1997/2 (18 September 1997) (from the special session of the Council on gender mainstreaming).

26 Vienna Declaration and Programme of Action (A/CONF.157/23) (12 July 1993), para. 18. Available online at [http://www.unhchr.ch/huridocda/huridoca.nsf/\(Symbol\)/A.CONF.157.23.En](http://www.unhchr.ch/huridocda/huridoca.nsf/(Symbol)/A.CONF.157.23.En).

Women's empowerment - "The concept of empowerment is related to gender equality but distinct from it. The core of empowerment lies in the ability of a woman to plan and control her own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions). And to exercise agency, women must live without the fear of coercion and violence." ²⁷

²⁷ *Taking Action: Achieving Gender Equality and Empowering Women*, United Nations Millennium Project Task Force on Education and Gender Equality (2005).