

The EPM Source Book Series

Integrating Gender Responsiveness in Environmental Planning and Management

Prepared and written by the staff and consultants of the
Sustainable Cities Programme

HS/595/00
ISBN 92-1-131455-0



User's Guide

The Gender Source Book is organised into 3 parts. Part One presents the essence of the Source Book, (a) the context and the concept of gender responsive environmental planning and management (EPM), (b) the process of gender responsive EPM, drawn lessons of experiences from cities and programmes, and (c) the lessons learnt and challenges. Part Two contains the summaries of twenty practical case studies, presented during the International Workshop on Gender Responsive EPM (Nairobi, 1998). Part Three gives references to resources in gender issues (individuals, city representatives, international support programmes, research institutions etc.)

The content of Part One is described in more detail:

Chapter One: Context and Concepts

Chapter One discusses the context and concepts of Gender Responsive Environmental Planning and Management. It provides an overview of the environment-development relationship, the concept of gender and its definitions, and outlines gender issues in Environmental Planning and Management (EPM).

Chapter Two: Mainstreaming Gender in the EPM Process

Chapter Two reflects on mainstreaming gender in environmental planning and management. Short practical case examples from cities from all over the world are used to illustrate the five key elements of gender responsive EPM:

- gender disaggregated information;
- gender responsive stakeholder involvement;
- gender responsive strategy formulation and decision making;
- facilitation of gender responsive action planning and resource mobilisation;
- institutionalisation of gender responsive EPM and measuring progress.

Chapter Three: Gender Responsive EPM: Lessons Learnt and Challenges

Chapter Three examines lessons learned and challenges faced at the city level and also describes how gender responsive EPM can be locally adapted, applied and used.

Who should use this Source Book?

This Source Book is intended to be a useful foundation document for people involved in planning and managing urban areas. It is targeted at urban managers, urban stakeholder groups and development managers dealing with urban environmental issues and the general planning and management of urban areas. The Source Book documents initiatives of how gender responsive EPM elements have been taken into account in resolving urban environmental issues and in the planning and management of urban areas. The book is also valuable for people sensitising urban managers, planning and implementing urban projects and programmes and for students and scholars interested in the basic elements of gender responsive EPM.

Although the Source Book is targeted at urban managers, it is not a tool kit of activities. However, it is intended that it can be further developed into a practical training tool, and adapted to local needs and circumstances at neighbourhood level. The last part of the document points out the key elements to consider in adapting the Source Book to local needs and the necessity of constantly reviewing it to suit changing local needs.

Table of Contents

User's Guide	3
Foreword	7
Introduction	9
Part 1	11
Chapter 1: Environment, Urban Development and Gender	13
1.1 The Environment - Development Relationship	14
1.2 Understanding Environmental Planning and Management (EPM)	15
1.3 Understanding Gender Concepts	15
1.3.1 Gender roles and relations	16
1.3.2 Gender sensitivity	16
1.3.3 Mainstreaming gender	16
1.3.4 Practical gender needs	17
1.3.5 Strategic gender needs	17
1.3.6 Gender analysis	17
1.3.7 Indices: Gender-related Development Index (GDI) and Gender Empowerment Measure (GEM)	18
1.4 Gender Responsive Environmental Planning and Management (EPM)	21
1.4.1 Linking gender and environment	21
1.4.2 Linking gender and sustainability	23
1.4.3 Gender Responsive Environmental Planning and Management (EPM)	24
Chapter 2: Mainstreaming Gender in the EPM Process	29
2.1 Gender responsive stakeholder involvement	30
2.2 Importance of gender disaggregated information and qualitative data from women and men	34
2.3 Facilitating gender sensitive strategy formulation and decision making	38
2.4 Gender responsive action planning and resource mobilisation for effective implementation	42
2.5 Institutionalising gender responsive EPM and measuring progress	46
Chapter 3: Gender Responsive EPM: Lessons Learnt and Challenges	53
3.1 Gender responsive EPM activities today	54
3.2 Factors affecting the implementation of gender responsive EPM	55
3.2.1 External factors	55
3.2.2 Internal factors	56
3.3 Challenges of implementing gender responsive EPM	58
3.3.1 Research in city experiences	59
3.3.2 Measuring progress in gender responsive EPM	59
3.3.3 Administrative support	61
3.3.4 Collaboration and networks	62
3.4 Supporting and adapting gender responsive EPM locally	62
3.5.1 How support programmes respond	64
Concluding Remarks	67

Part 2: Case Study Summaries	69
● Al Naseryah Urban Improvement Project, Aswan, Egypt	73
● Promotion of Sanitation among Households in Luzira, Kampala	77
● Women's Committees in the Sustainable Ismailia Governorate Project, Egypt	81
● Selective Solid Waste Collection and Recycling in Recife, Brazil	85
● Future Workshops - From Vision into Action: Women's Role in City Planning in Heidelberg, Germany	89
● Swarna Jayanti Shahari Rozgar Yojana Programme, Guntur, India	94
● Women's Initiative in Environmental Protection, Hue City, Vietnam	98
● Consumer Education and Community Participation Project, Kathmandu, Nepal	101
● Good Governance: New Forms of Cooperation and Partnership for a More Gender Responsive Urban Development in Hamburg, Germany	105
● Establishing a Women-Oriented Cottage Industry in Madaba, Amman, Jordan	109
● Capacity Building for Urban Poverty Alleviation in Ibadan, Nigeria	112
● Gender Responsive EPM: An Experience from Lonhla Community, Patan, Kathmandu, Nepal	116
● Mabibo Environmental Management Society: A Case Study of Solid Waste Management in Mabibo Ward, Dar es Salaam, Tanzania	119
● Gender Responsive Approaches in the Sustainable Lusaka Programme, Zambia	123
● Gender Responsive EPM in the Sustainable Chennai Project, India	127
● Mothers' Centres in Baden-Württemberg, Germany	131
● The Latin American View of Gender Responsive Environmental Planning, Chile	136
● Projet Integre de Dalifort, Environnement et Amelioration du Cadre de Vie, Dakar, Senegal	139
● Vulgarisation de la Technologie de la Brique en Terre Stabilisee (BTS), Conakry, République de Guinée	146
Part 3: References	157
Workshop Statement on Gender Responsiveness for Sustainable Urban Development	159
Case Study Authors	165
Inventory of Acronyms	169



Foreword

This Source Book on gender responsive urban environmental planning and management (EPM) is a significant contribution to the current international dialogue on gender and development and is built on discussions facilitated through the Urban Environment Forum (UEF). Today, it is generally accepted that urban development is constrained by poor management rather than by lack of financial resources and technical expertise. The new challenge facing cities is to build better management capacities. This Source Book examines how a consistently gender responsive approach to urban environmental planning and management will result in cities which are economically more efficient, socially more equitable and generally more sustainable.

This Gender Source Book draws on practical lessons of experience to provide guidance and build the capacities of not only gender specialists but also development officers and city managers in gender responsive environmental planning and management.

Gender responsive EPM addresses the specific needs of women and men involved in or affected by urban development by fully incorporating the needs and possible contributions of all urban dwellers. Although cities and development agents are aware of general 'gender issues' and theoretical concepts

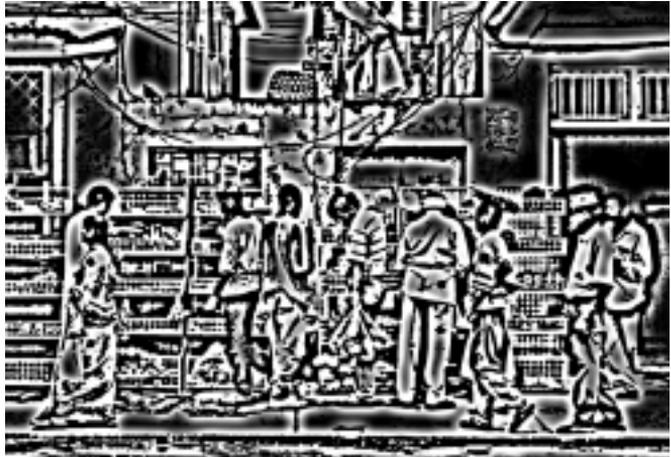
have been developed to 'mainstream' gender in programmes and projects, there are few documented lessons of experience on gender responsiveness to urban issues at the field level. This Source Book is the first of its kind to bring together on a global level information on local experiences in gender responsive EPM.

This initiative on gender responsive EPM was started by the Sustainable Cities Programme (SCP), a joint programme of the United Nations Centre for Human Settlements (UNCHS-Habitat) and the United Nations Environment Programme (UNEP), which works on urban environment matters. The Source Book is based on the findings of an international workshop on gender responsive EPM held in Nairobi in 1998. Twenty case studies of local experiences in urban management formed the basis of the workshop which brought together city practitioners, international gender experts and partner programmes involved in urban issues from every continent.

This Source Book provides evidence of the wide range of challenges, initiatives and achievements in gender responsive environmental planning and management worldwide. I believe that the variety and extent of city responses collected here will help city dwellers to focus their collective energy and know-how towards concrete improvements in the quality of life – and sustainability – of human settlements everywhere.

A handwritten signature in black ink, appearing to read 'Klaus Toepfer', with a stylized flourish at the end.

Dr. Klaus Toepfer
Ag. Executive Director
United Nations Centre for Human Settlements



Introduction

Integrating gender-responsiveness in addressing urban issues has been widely recognised as an important element in efficient urban planning and management. Experience from cities show that lack of gender awareness in urban planning and management can lead to poor decisions on strategies and inefficient implementation of action plans. Improved capacities in gender responsive environmental planning and management provide municipal officers and other stakeholder groups working in the urban environment with a valuable - indeed an essential - addition to their repertoire of urban environmental management skills. More gender responsive environmental planning and management also supports better prioritisation of issues, and opens up non-traditional routes for mobilising resources and improving implementation.

The idea of a Gender Responsive Environmental Planning and Management (EPM) Source Book was raised in 1996 by the Sustainable Cities Programme (SCP), supported by the Dutch Government. This activity connected the normative challenge of mainstreaming gender awareness with the practical issue of improving urban environmental planning and management. A framework for the development of the tool was published under the title 'Gender Responsive EPM: Get Involved'. This brochure was distributed

worldwide through programmes such as Citynet, Environment Liaison Centre International (ELCI), the Friedrich Ebert Foundation, German Corporation for Technical Assistance (GTZ), UNCHS (Habitat) Women and Habitat Programme and many other partners from the Urban Environment Forum (UEF).

The brochure called for experiences in gender responsive EPM. Partners and cities collected practical experiences, describing them according to a commonly structured format. This provided an essential body of baseline information which was shared at a three day international expert meeting. This event brought together over 80 participants from 18 countries, drawn from city practitioners, international gender experts and partner programmes involved in urban issues. Participants shared experiences from their own cities and discussed issues, approaches and common principles for more gender responsive environmental planning and management.

It is evident from city experiences that the implementation of urban environment action plans and projects improves considerably if gender concerns are appropriately and effectively incorporated in programme and project design. Gender responsiveness is a cross-cutting theme in environmental planning and management which, if appropriately applied, leads to improved stakeholder involvement, better decision-making, more efficient action-planning and implementation, and enhanced resource mobilisation. By institutionalising gender responsive EPM, human settlements become fairer places for all their citizens.

Part 1

Chapter 1

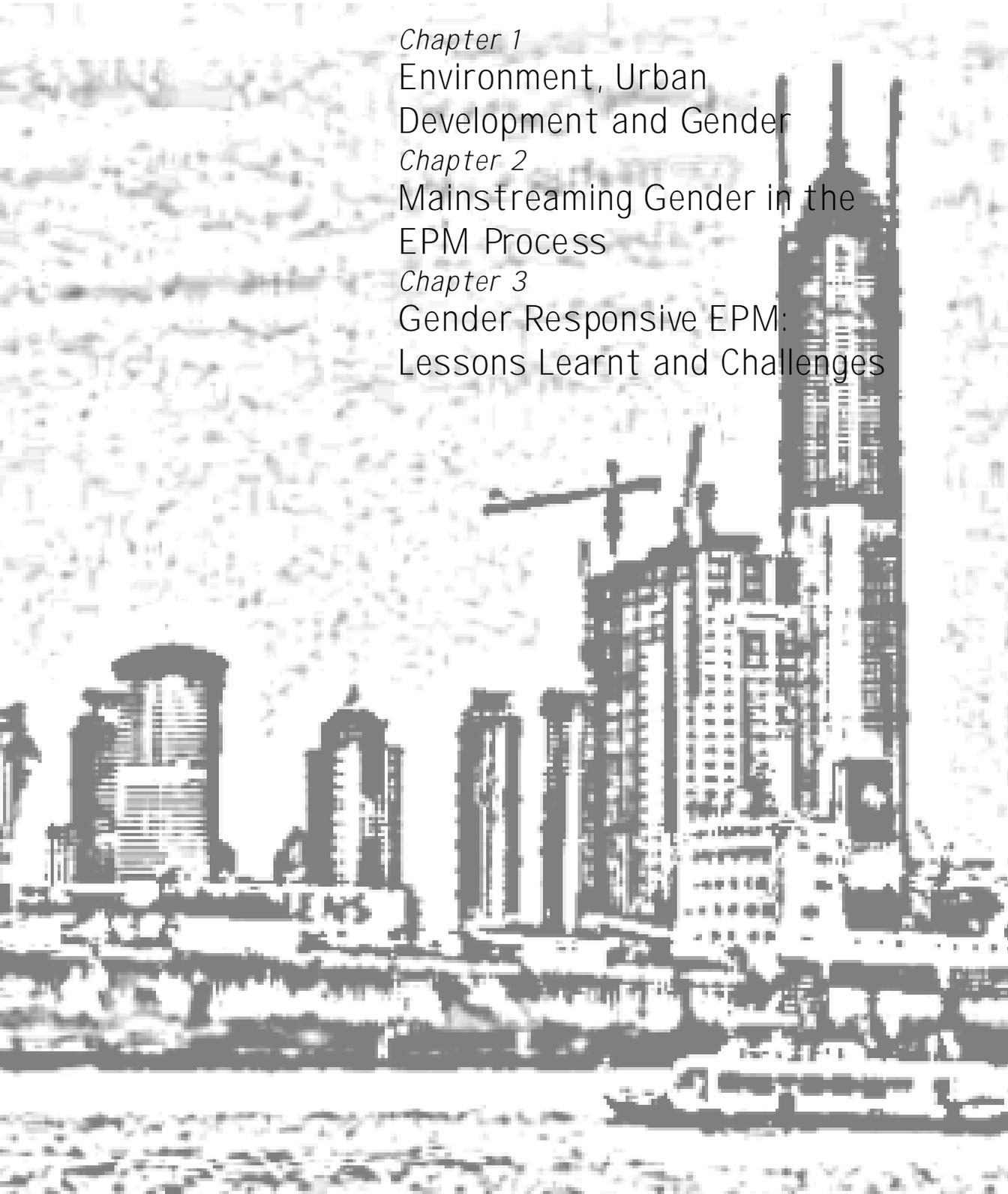
Environment, Urban
Development and Gender

Chapter 2

Mainstreaming Gender in the
EPM Process

Chapter 3

Gender Responsive EPM:
Lessons Learnt and Challenges







Chapter 1

Environment, Urban Development and Gender

Here we discuss the context and concepts necessary for understanding and discussing gender responsive environmental planning and management, providing an overview of the environment-development relationship, the framework of gender analysis, definitions of gender concepts, and outlining gender issues in Environmental Planning and Management (EPM). In order to efficiently plan and manage the urban environment, city managers and all stakeholders must have a common understanding and appreciation of how gender, environment and development are linked and relate to each other.

The different ways in which women and men participate in and benefit from the management of cities are significantly shaped by prevailing constructions of gender. This includes the construction of apparent norms, expectations and institutional expressions. These constructions can facilitate or constrain equitable access to the social, economic and political resources of a city.

1.1 The Environment - Development Relationship

The environment and development are inextricably linked to each other. Since the Brundtland Report of 1987 and especially since the United Nations Conference on Environment and Development in 1992 (UNCED, the Earth Summit), environmental issues have topped the social, economic and political agenda. The priority given to the environment is based on the fact that well-managed environmental resources are an essential prerequisite for human health and well being. Equally, environmental deterioration and degradation directly impedes socio-economic development. Environmental hazards such as flooding and landslides, and the inefficient use and depletion of natural resources leading to water, air and soil pollution not only raise input prices and operating costs but also deter new investment and affect well being (UNCHS/UNEP 1997). Both the 1992 Earth Summit and the 1996 City Summit (Habitat II) acknowledged that social and economic advancement is best served by productive and sustainable cities.

A sustainable city is a city where achievements in social, economic and physical development are made to last. A sustainable city has a lasting supply of the natural resources on which its development depends, and it maintains a lasting security from environmental hazards that threaten development achievements.

Agenda 21, agreed at UNCED '92, articulates that efficient management of the urban environment requires cross-sectoral coordination, decentralisation of decision-making and broad-based participatory approaches. This idea of broad stakeholder participation has revolutionised thinking about environmental management and sustainability. The activities of city residents shape the city itself, and therefore their active participation in the environmental planning and management process of the city is vital.

1.2 Understanding Environmental Planning and Management (EPM)

Achieving sustainable development requires all actors to recognise the interconnectedness of environment and development activities and to remember that each of their activities interacts with several environmental resources either positively or negatively. As the number of those living in urban areas continues to rise, urban management efforts are increasingly challenged by environmental deterioration.

Across the globe cities are struggling to improve their environmental planning and management capacities. New approaches are evolving, and among these one of the most successful is the new development paradigm jointly promoted by UNCHS (Habitat) and UNEP. This new paradigm, environmental planning and management (EPM), is based on the premise that cities can enhance their environmental planning and management capacities by:

- improving environmental information and technical expertise;
- improving environmental strategies and decision making;
- improving effective implementation of environmental strategies;
- institutionalising environmental planning and management; and
- making more efficient use of resources for effecting change.

1.3 Understanding Gender Concepts

The term gender refers to the relations between men and women and not simply to women's issues. Gender refers to the socially constructed roles ascribed to women and men at a particular time and place. Gender roles are learnt and vary widely between cultures. Gender roles can change. They are categorisations based on social processes and are not necessarily connected to biological sexual differences. The "women in development" (WID) approach tended to marginalise women's issues by isolating them from

the broader social process of development. The “gender and development” (GAD) approach looks at women and men but recognises and targets inequalities, which it aims to correct.

1.3.1 Gender roles and relations

Gender roles and relations describe all the socially given attributes, roles and activities associated with being male or female in a given society. They are derived from concerns over relationships between men and women in their social setting. Gender roles and relations:

- focus on the socially constructed role expectations for men and women in diverse settings;
- focus on what women and men do and the differences in access to and control over income and other resources;
- spell out power relations between women and men in different activity settings;
- reveal the underprivileged status of women and their relative deprivation in various sectors of livelihood compared to their male counterparts.

1.3.2 Gender sensitivity

This means being sensitive to the needs of women and men, boys and girls. The ultimate goal is to achieve equity or equality. Gender sensitivity entails searching, considering and accommodating social relations between women and men in their context, in any analysis of policy, planning and programming.

1.3.3 Mainstreaming gender

Mainstreaming gender makes gender a routine concern in development processes in organisations and policies. The United Nations defines Gender Mainstreaming as the process of assessing the implications for women and men of any planned action, including legislation, policies and

programmes, in any area and at all levels. Its ultimate goal is gender equality (access to resources, opportunities and rewards of labour) with the objective of ensuring a positive impact on women and men and bridging gender disparities.

1.3.4 Practical gender needs

Practical gender needs are issues addressed to assist women in their existing subordinate position in society. They do not challenge the rooted gender division of labour or women's subordinate position in society, which are instead addressed by strategic gender needs. Practical gender needs respond to an immediate perceived necessity and often are concerned with inadequate living conditions, such as provision of housing and basic services such as water, health care, family food, and employment. Men also have practical gender needs, for example, where they are expected to be breadwinners.

1.3.5 Strategic gender needs

Strategic gender needs challenge existing and unfair subordinate relationships between women and men for strategic reasons. They relate, for example, to gendered division of labour, power and control, and may include issues such as legal rights, property control/ownership, domestic violence, and women's control over their bodies.

1.3.6 Gender analysis

Gender analysis is a critical examination of humanity, including women, men, girls, and boys in the development process. Gender analysis ensures that consideration is given to the different needs of women and men at all levels of policy, planning and programming. Gender analysis:

- highlights the relationship between women and men in society and the inequities in the relationships at each level of activities;
- presents activities and relationships using data to clarify: Who does what? Who owns, and/or controls what? Who decides what? Who gains

what and who loses what? Which women? Which men?

- examines economic relations between women and men, how economic relations affect gender relations in households, communities, markets, states and civil society and/or in projects, programmes, sectoral and macro policies;
- highlights the key differences between incentives and constraints under which men and women work.

The insights gained through gender analysis are used to tailor development processes in order to improve productivity and ensure sustainability.

1.3.7 Indices: Gender-related Development Index (GDI) and Gender Empowerment Measure (GEM)

Traditionally, human development has been perceived and measured in terms of Gross National Product (GNP) and per capita income. This method to a large extent excluded the contribution of women, mostly within households and in agriculture. The Human Development Index (HDI), introduced by the United Nations Development Programme (UNDP) measures the average achievement of a country in basic human capabilities. It indicates whether people lead a long life, are educated and knowledgeable and enjoy a decent living environment. It examines the average condition of all people in a country, including distributional inequalities for various groups within society.

The recent Gender-related Development Index (GDI) and Gender Empowerment Measure (GEM) bring the issue of gender on board. GDI considers equality in achievement between women and men, whereas GEM examines whether women and men are able to actively participate in economic and political life and take part in decision-making. In countries where these instruments have been applied, they have revealed the position and performance of women and men, thereby enabling informed interventions. The gender responsive EPM approach complements these indexes.

A Gender Analysis of a Women's Income Generating Project in Jordan.

A traditional activity: production of handmade rugs was used as the basis for a cash income-generating project for low-income women. The project was based in Madaba city in the south of Jordan. Project beneficiaries were 1600 low-income women in Madaba and surrounding suburbs. The women were wives and unmarried daughters still living with their families.

The project area normally suffers severe water shortages. Agricultural activities consist of farming: keeping small livestock and planting olive trees. Traditionally, men, who are also expected to be the breadwinners for the family, carry out these activities.

One positive outcome of the project

- Women's incomes were significantly increased, thereby meeting a strategic gender need of women.

Many negative outcomes of the project

- The project failed to recognise a possible conflict between women's traditional reproductive role of providing the family with food, water and general care and nurturing, and their new productive role as income earners. This resulted, in increased workloads and stress for women, as well as marital conflict.
- The project almost totally ignored men's traditional productive role as the main or sole cash provider for the family's upkeep, and the serious consequences on the "authority figure" role of the man, when men were unable to be the breadwinner.
- Further, attempts to address women's productive (income earning) needs jeopardised men's productive roles by polluting the land and water, needed for the men's agricultural work. Here we observe the competing interests of two stakeholder groups that are not only drawn along gender lines, but also lead to competing use of natural resources and gender-specific impact of the environmental consequences of the project.
- The project was insensitive to traditional men-women power relations and the socially assigned priority roles of each. By catapulting women into cash earning activities without adequate preparation of women or men, women lost their esteem as wives and mothers, and men theirs as fathers and main providers for families

A Gender Analysis of a Women's Income Generating Project in Jordan, cont'd

- By undermining men's bread winner roles at a time when women's incomes were rising, the project undermined the authority figure role of the men; which is re-enforced by their income earning ability. This led to household tensions and conflict, including wife beating, separations and divorce.
- Children suffered from the projects' lack of support for women's child caring role (this was addressed later in the project);
- Ironically, when women started earning more, a lot of pressure was placed on them to buy luxury items (e.g. television sets) and to provide for even nonessential needs of unemployed men (cigarettes and trips to the cinema);
- Ironically, again, a belated attempt to address men's "need" to be authority figures was provided through the project employing men as accountants and administrators. Women were not offered these opportunities in the project.

If this project had been introduced as part of a comprehensive Sustainable Madaba Programme and Gender-aware EPM had been applied, low incomes would have been identified as one of the problems affecting family well being. A gender analysis of this would have revealed that women and men have different culturally assigned roles related to the family's well being. Identification of all stakeholders and recognition of where they needed to be disaggregated by sex would have resulted in involvement and effective participation of all relevant actors leading to reflection of their needs in the project design. The project would have also supported women's reproductive role by planning for child care and sensitising men to new demands on women's time. Further a proper environment analysis (resources versus users) would have identified the general problem of water shortage and the conflicting interests between women's new, and men's existing demands on natural resources (water and soil). Subsequently, this would have led to damage prevention measures at the outset, rather than control as an after thought. The gender analysis would also have led the community to reflect on the social roles of men and women and their mutual obligations, laying the foundation for cooperation as well as change to benefit both.

1.4 Gender Responsive Environmental Planning and Management (EPM)

1.4.1 Linking gender and environment

Most analyses on gender and environment concentrate on the situation of women. This has a historical context. In many societies, women have the responsibility of ensuring, for example, that fuel and water are available and that pollution levels are well managed in their homes and around their settlements. This traditional burden on women is not reflected in their participation in planning and decision-making. This bias is evident in the city experiences upon which Chapter Two is built.

Although both women and men are exposed to environmental degradation in cities, women and children have been observed to face greater adverse effects, particularly in settlements which lack appropriate sanitary facilities, because they spend more time in the home and neighbourhood. Their households are exposed to health problems, thereby placing an extra burden on the household.

As women tend to spend more time within and around the households, they have constantly to deal with environmental issues around them. They are also the primary providers for household necessities such as building materials, food, domestic fuel and health care. As women undertake these tasks they come into direct contact with the state of the urban environment and development. While a number of basic necessities are assumed to be available within urban areas, experiences show the contrary. For example, energy and control of pollution which should be largely provided for in planning is frequently inadequately considered, especially within informal settlements where in many cases the majority of the population are women. It is therefore important that women's interests be considered and integrated in all policies, plans and programmes relating to environmental planning and management.

City planning expects urban residents to live in properly planned residential units, with basic provision for fuel, water and sanitation facilities. Households are expected to be able to afford fuel in form of oil, gas or electricity. However, this is rarely the case within both high density and informal crowded settlements where women struggle to purchase food and look for water and fuel. While women are often able to produce their own food in rural areas, in urban informal settlements they rarely have access to pieces of land to undertake kitchen gardening. In the case of fuel, most families use charcoal and fuel-wood which are still expensive for low income families, hard to get and often prohibited by urban planning regulations.

From a woman's point of view the residential value of an area is based chiefly on the availability and accessibility of amenities and facilities. This includes the scope and quality of services, shops, available jobs, day care for children, places for them to play, and public transport routes. In the area of safety, studies have shown that 'safety' has an influence on the choice of routes and transport modes women use, particularly in the dark hours.

The participation of women has to be enabled by incorporating their different perspectives, needs, demands, ideas and visions in overall urban planning and management. It is essential that they be effectively involved in decisions on all issues relating to managing the urban environment for the purposes of achieving more sustainable development.

Gender responsive EPM calls for a critical review of the common trend whereby men tend to participate in planning and decision-making while women by and large are purely involved in implementation. Both women and men know how their surrounding environment should be planned in order to meet the requirements of the household and the larger community. This knowledge must be integrated into urban environmental planning and management. Gender responsive EPM encourages the equal participation of women and men in the decision-making process. It accommodates their different needs and views in managing the environmental resources on which they depend and the hazards affecting them.

1.4.2 Linking gender and sustainability

Equity, efficiency and productivity, the key components of sustainability, are closely related and feed into each other. Participatory processes, such as EPM, lead to greater equity in terms of roles, and access to and control of resources and are conducive to growth and sustainable development.

Efficiency and equity approaches have emerged as an issue because over the years women have been either side-lined or under-utilised. Their exclusion from mainstream development involvement has led to reduced general productivity. Gender responsive EPM corrects this situation by ensuring that women and men effectively participate in addressing urban environmental issues.

Gender responsive EPM equity advocates for the balanced allocation, management and utilisation of available resources. It promotes women's access to equal opportunities, and the elimination of all barriers to socio-economic and political opportunities. Gender equity calls for a reorganisation of the gender division of labour and decision-making processes. Although women play a vital role in reproductive activities and maintaining their families and households, they bear a disproportionate share of poverty. They have been disadvantaged in access to resources and effectively participating in development.

Efficient management of urban services has to move away from conventional over-reliance on central and local government as the main providers and managers: the state is increasingly 'rolling back' and reducing its role in provision of these services. Conventional urban services management tends to overlook the mobilisation and involvement of stakeholders and therefore sustainability of its results is debatable. It leaves potential resources, especially the skills and knowledge of women unutilised or under-utilised.

Income generation is a prerequisite for urban growth, efficient management, and general development because it provides revenue to support urban services and future development. An urban area with

a large population but without adequate sources of income can neither sustain its population nor itself. Productivity is therefore key to the goal of sustainability and efficient management of urban services. All urban residents, women and men, should have the opportunity to be engaged in activities which both generate and raise incomes. In comparatively less developed regions such as Asia, Africa and Latin America, a high percentage of urban residents are engaged in the informal sector. This sector has a high percentage of women and provides substantial incomes and employment, albeit inadequate, to the majority. Most of those engaged in informal economic activities do not make adequate income to sustain themselves and their households. They have hardly any surplus to support necessary urban services and infrastructure. The constraints to their operations such as working environment, policies, regulations and procedures and other issues such as availability of credit facilities, training and management skills must be addressed.

Sustainability means that access to opportunities must be ensured not only for the present generation but for future generations as well. Resources - physical, human and environmental – are not unlimited, and therefore must be managed carefully. The preconditions for achieving socially sustainable development are to recognise and support the different roles, resources, needs and interests of women and men.

1.4.3 Gender Responsive Environmental Planning and Management (EPM)

The overall goal of gender responsive EPM is the achievement of efficiency, equity, productivity and thus sustainability through the involvement of women and men at all levels in addressing urban environmental issues. Experiences from cities show that woman and men are differently affected by environmental issues and therefore have different perspectives, needs, demands and ideas. This makes gender a significant variable in dealing with environmental issues, and any planning and decision making which aims to not only be equitable but also

efficient and productive must not remain in the hands of one gender.

Involving women and men through a gender responsive EPM process is expected to lead to more effective urban environmental planning and a reduction in the costs of environmental improvement initiatives. Accommodating gender needs offers a chance to target investments more precisely and to avoid planning mistakes and imperfections. Providing forums for gathering views and encouraging debate on gender responsive EPM also incorporates gender interests into strategic planning and puts gender responsive measures into practice.

The gender responsive EPM process recognises and accommodates the differing access to, control and use of resources by women and men. It recognises that women and men experience and react to environmental issues differently. Gender responsive EPM helps cities to identify and describe ways that can effectively achieve sustainable development through taking gender issues into consideration. A gender responsive EPM process is characterised by the following approaches:

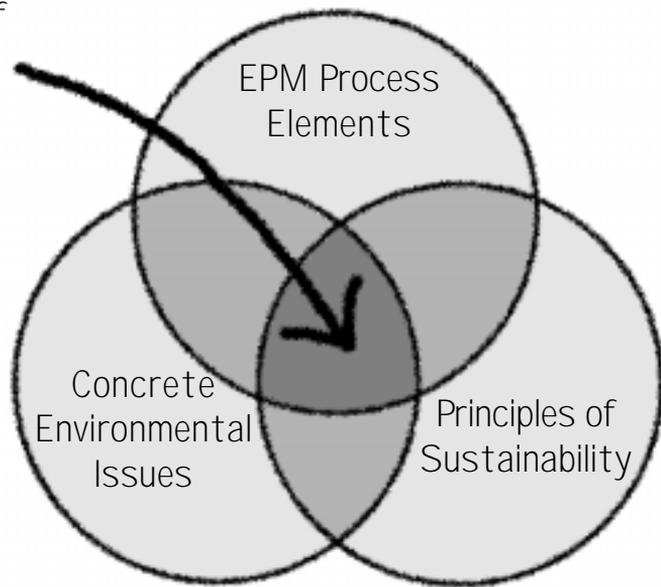
- Improving environment information and technical expertise by collecting and using gender disaggregated data;
- Improving environmental strategies and decision making by involving all relevant stakeholders, with particular emphasis on gender balance in analysing problems and policy options;
- Improving effective implementation of environmental strategies through the application of a broad range of options, such as regulations, incentives, investment programmes and public information campaigns;
- Enhancing institutional capacities by, for example, adopting a firm legal framework that promotes broad-based and gender balanced participation in decision-making; and

- Making more efficient use of scarce resources for changing the status quo by improving cooperation and networking between existing programmes and projects, and by focusing on local and community based activities.

In introducing gender responsiveness to the EPM process it is helpful to cross-cut the EPM process elements (information and stakeholder involvement; strategy formulation and decision-making; implementation and action plans; and institution-alisation) with concrete environmental issues (air pollution, sanitation, transport) and the principles of sustainability (social equity in the distribution of development benefits and costs; economic efficiency in the use of scarce development resources; and productivity in the urban economy in the provision of goods and services).

Cross-cutting EPM elements with concrete issues facilitates the analysis of gender responsive environmental planning and management from various angles in order to ensure a multidimensional discourse among participants. Efficiency ensures the optimum utilisation of scarce resources, including human resource - women and men; equity enables the fair sharing of the benefits and constraints of urban development with a full participation of women and men; and productivity optimises the provision of goods and services, particularly in the informal sector where women play a major role. In turn, sustainability ensures that the future needs of women and men are not compromised by present demands. Indeed, the underlying goals of sustainable urban development are equal access to social amenities; efficient management of urban services; and income generating activities for urban productivity.

Introduction of
gender
responsive
Environmental
Planning and
Management







Chapter 2

Mainstreaming Gender in the EPM Process

Gender mainstreaming and institutionalisation in the EPM process is key to ensuring efficient use of resources and sustainability. The process ensures that the gender dimension is fully considered and that gender sensitivity and responsiveness are part of the process right from conceptualisation through to realisation of the final outcome of EPM activities.

This section draws information both from the case studies, presented in short case examples ('blips'), and from the outputs of the International Workshop on Gender Responsive EPM (Nairobi, 1998) on:

- Gender responsive stakeholder involvement;
- Gender disaggregated data;
- Facilitating gender responsive strategy formulation and decision-making;
- Gender responsive action planning and resource mobilisation for effective implementation; and
- Institutionalising gender responsive EPM and measuring progress.

2.1 Gender responsive stakeholder involvement

Gender responsive stakeholder involvement is key in gender responsive EPM. It provides the opportunity through different forums for women and men to participate fully in environmental planning and management. The forums create an opportunity for participants to identify the different needs and opinions of women and men, and to discuss, understand, clarify and resolve conflicts relating to urban environmental planning and management.

Gender responsive EPM ensures that women and men drawn from public sector officials, community-based organisations (CBOs), non-governmental organisations (NGOs), and private organisations effectively participate in environmental planning and management. It also contributes to better understanding of the roles and responsibilities of a cross section of potential actors and collaborators. In turn, planned tasks aimed at addressing environmental planning and management have a higher chance of being 'owned' and addressed by all stakeholders.

Stakeholder forums take different forms depending on the city and its context. They can be in form of city consultations, workshops, conferences, periodic meetings between urban managers and other stakeholders, panel discussions and working committees among others. In organising forums for stakeholder

participation, women's roles have to be considered and appropriate methods of participation designed.

The capacity of all stakeholders to participate in decision-making should not be automatically assumed. Cities have observed that women's participation in decision-making is hindered by inad-





equating employment opportunities, multiple responsibilities, low levels of education, cultural attitudes and inferiority complexes. These factors limit the participation of women in environmental planning and must be addressed by cities and urban managers. In order to ensure the full participation of women in EPM, the timing, day and venue of meetings and/or training have to be considered, as well as the language in which the meeting will be held and the provision of relevant services, such as childcare have to be taken into consideration in order to ensure the full participation of women.

Conventional approaches tend to set times and venues for meetings, especially during the initial planning stages without critical consideration of the roles, responsibilities and daily routines of women. In most cases this approach excludes women, who get involved mostly at the implementation stage. In gender responsive EPM, gender involvement, including gender expertise, should be fully considered right from the initial stage of policy development through to planning and programme activities.

In cases where gender disaggregated data shows that participatory capacity is lacking, especially among women, city managers have to facilitate training and empowerment of stakeholders to enable their participation in issues affecting them. In some cities women-centred discussions and demonstrations are held to sensitise women on environmental issues before any serious planning takes place, and in some cases where men dominate discussions, separate women's and men's workshops are conducted. Urban managers should bear in mind that stakeholders do not only need to be identified and mobilised but also trained and empowered in cases where capacity is lacking. In some cases legislation has to be reviewed to allow informed, constructive and effective participation.



Ibadan, Nigeria: In capacity building for urban poverty alleviation in Ibadan, the city consultation brought together 300 stakeholders drawn from the military administration, members of the state executive council, traditional rulers, government officials, industrialists, unionists, CBOs and UNDP representatives to participate in identification and prioritisation of urban environmental issues. This forum provided an opportunity for participants to gain a better understanding of the roles and responsibilities of a cross section of potential actors.

The training on skills development enhanced women's capacity to freely discuss and challenge gender inequality in access to resources, analysed gender constraints, and suggested measures for addressing imbalances and constraints. The training has resulted in the formation of a market association that has and reflections on what has to be changed and why. During the utopia phase they develop a new vision of an ideal city which clearly defines what they believe is needed to feel at home – to be safe, healthy and happy as a citizen. The realisation phase discusses how these ideals can be achieved. Expert skills are used during all these stages.

Hamburg, Germany: An advisory council made up of women invited women living in project areas to a round table discussion on a 'women's city'. Questions were raised on how to improve the urban environment to make it more compatible with women's lifestyles and allow freedom of movement as far as the use of public spaces is concerned. This round table provided a dialogue forum for women and took into consideration the fact that women's gender-specific interests may be as different as their patterns of life. The different phases in the life of women were taken into account by defining a typology of women's patterns using variables like household and income. Once this information was gathered, it was analysed by gender experts and discussed again by women.

Patan City (Kathmandu), Nepal: A community meeting for stakeholders identified the major existing problems in the community as well as the potential

actors to address the problems. Further consultations, using participatory methodology, were held with a number of stakeholders: women's groups, community elders, and several other groups and individuals, both women and men. These consultations revealed male dominance in leadership, which undermined the role of women and "frustrated" the sanitation improvements. Consultation with stakeholders provided forums for airing views and resolving conflicts and resulted in the formation of a women's saving group and separate training for women.

Kampala, Uganda: A programme on promoting household sanitation organised a two-day participatory planning workshop which brought stakeholders together. The stakeholders included local leaders, female council representatives, CBOs, opinion leaders, landlords and district environment and health workers. The stakeholders identified the major environmental problems by constructing a problem tree outlining causes and effects. Sanitation was identified as the major problem, and stakeholders subsequently formulated objectives and activities, for addressing the problem.

The gender division of labour for each activity was outlined taking into consideration gender patterns in work activities, the interrelationship between women and men, time allocation, activity locus, access to and control of resources relevant for carrying out the activities and access and control over benefits derived from mobilisation of resources.

Amman, Jordan: A programme for poverty alleviation demonstrated the effects of the lack of relevant stakeholder involvement in environmental planning and management. Planning income generation activities for women did not involve their male counterparts and this led to a clash of interests between what the project achieved for women (it generated income from cottage industries) and its impact on the male members of the community. The men complained that the wastewater from the industries run by women polluted the agricultural land cultivated by men. They also complained of women spending a large portion of their time on the industries and ignoring them, their children and other household duties and responsibilities. Effective stakeholder involvement during the planning phases of the project could have prevented such problems.

Green Towns Project, Kenya: The participants in the Training of Trainers (TOTs) are drawn from stakeholders including Government Ministries, Local Authorities, Universities and NGOs. Through the Ministry of Local Authorities' Urban Planning and Environmental Unit, the TOT graduates act as agents of change as they conduct Participatory Environmental Planning (PEP) workshops using videos and participatory 'who suffers most' exercises. Participants identify environmental problems, their causes, effects and solutions. The workshops emphasise enhanced active participation of women.

2.2 Importance of gender disaggregated information and qualitative data from women and men

Gender disaggregated information provides the necessary basis for gender analysis and gender responsive EPM. This issue specific information is collected and presented along gender lines, where applicable, making clear the impact of environmental issues and development activities on women and men. Gender disaggregated data is collected where issues affect men and women differently, and is also important in assessing *if* issues affect men and women differently. Gender disaggregated data and qualitative data include diagnosis of roles, access to and control over resources, constraints and needs. It includes information on households, household types and composition, and who does what within the household. Gender considerations in EPM have to start at the data collection stage, for example during the development of an environmental profile. The collected data has to be connective, well organised and easily accessible. For efficient environmental planning, information has to be updated as new information becomes available.

Gender disaggregated information is important for planning and greatly contributes to stakeholders identifying with the projects and programmes. Through gender disaggregated information, different perceptions regarding environmental resources and hazards versus development activities, infrastructure needs and facilities are recorded, compiled, analysed and used for gender responsive planning.

Collecting gender disaggregated information enables the analysis of gen-



der issues through activity profiling exercises. This method enables a diagnosis of how women and men address environmental issues. Historically, women do not expressed themselves openly. In gender responsive EPM, all family and community members are involved and are free to express themselves in programme activities. City experiences show that such involvement reduces the likelihood of conflicts of interest and priorities among stakeholder groups.

Effective collection of gender disaggregated data uses methodologies which capture the situation of women. While both quantitative and qualitative methods can be used, the latter is more appropriate for ensuring that women's thinking and needs are integrated in environmental planning and management. Information gathering and dissemination takes place through a number of channels: participant observation; participatory rapid appraisals (PRA); bulletins; workshops; surveys and/or monitoring of particular local situations; exchange visits among cities; the promotion of networks of users; and sharing city experiences, methodologies and training skills.

Experience has shown that research methods such as observation and using unstructured interviews helped in getting to know communities and their problems. Community-based collection of information through appropriate management information systems is useful for gathering information from women. Informal interaction with women, including advance visits before using participatory methodologies such as Focus Group Discussions (FGDs), and extended interviews without formal survey instruments are also effective in getting information from women.

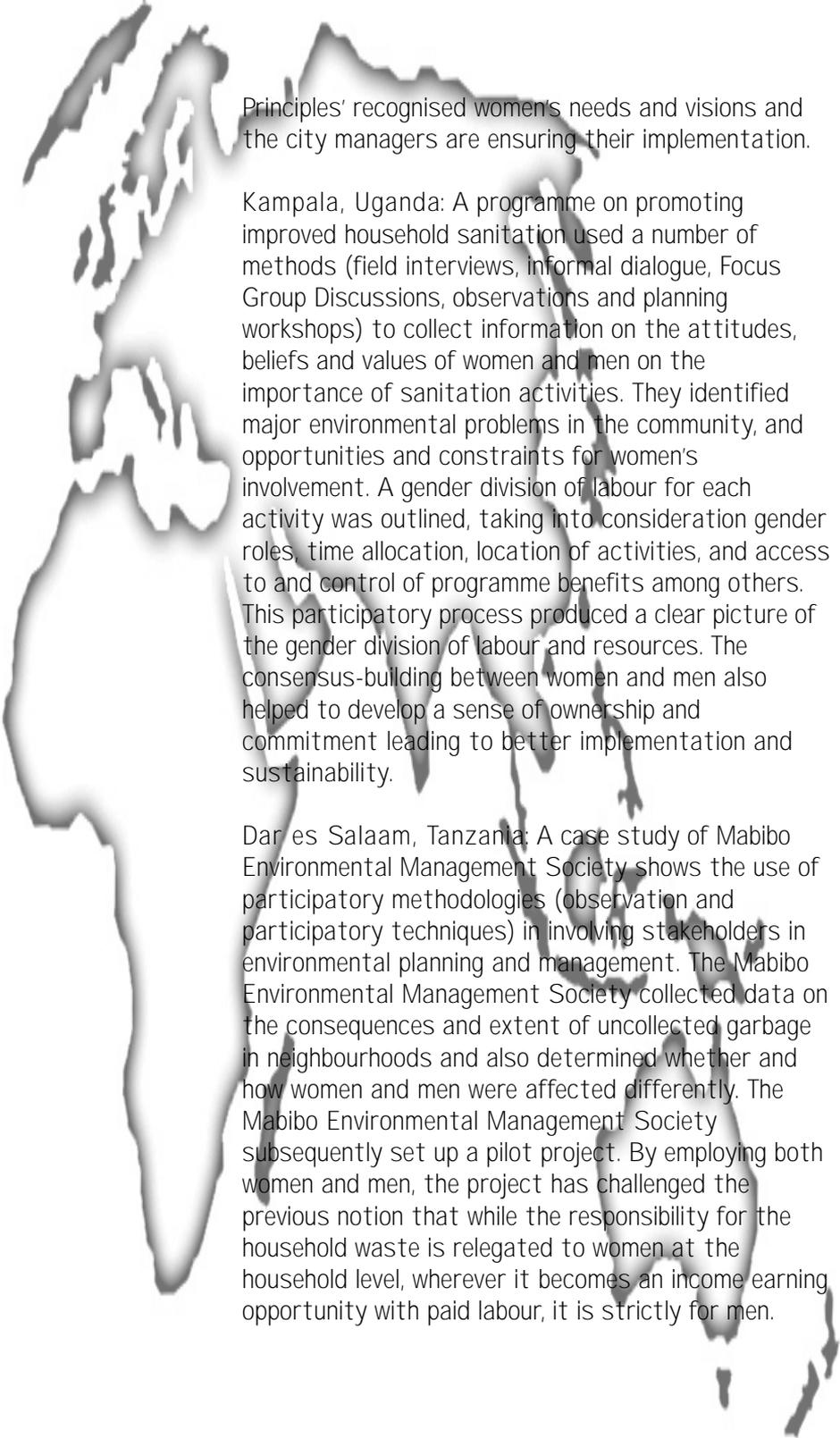
It is important to be aware of how cities are addressing the issue of information availability, its form and how it is shared. Experiences from cities show many different levels of information availability and usage. In some cities information is available but is not disaggregated nor made available from one unit to another. In others, available information is not in a form which can be readily or effectively utilised, while in other cities adequate information does not exist.



Appropriate planning requires that gender disaggregated information be consistently gathered, synthesised, compiled and shared among all key actors and participating institutions. Information which is not disaggregated and is not compiled and stored in the right form may not be useful for efficient gender responsive EPM. In such cases, further information gathering has to be done with the support of gender responsive technical experts and stakeholders. They have to be conversant with the issues being addressed and a significant percentage must be able to apply a gender analysis.

Lusaka, Zambia: In the Sustainable Lusaka Programme, in order to have first hand information on women, men, children and youth, the programme collects gender disaggregated data using participatory methodologies. Through resident development committees and zonal consultations, general problems are identified and environmental issues prioritised. The programme produces a monthly bulletin which explains environmental issues and the programme process. The programme intends to have a column in the bulletin focusing on gender and environment. It will create awareness on the importance of involving women and men in dealing with environmental issues.

Heidelberg, Germany: The Future Workshops has initiated a number of activities, including carrying out surveys and using universities with women and youth assisting in gathering information on the urban environment and women's needs within the environment. The data gathered on women's perspectives and visions (documented separately in the report: "Women's Perspective in Urban Development in Heidelberg", to be obtained through the Heidelberg City Administration) served as useful information in the planning process. It was incorporated into the amendments for the city development plan and was used as a basic resource. As a result the 'City Development Plan 2010 - Goals and



Principles' recognised women's needs and visions and the city managers are ensuring their implementation.

Kampala, Uganda: A programme on promoting improved household sanitation used a number of methods (field interviews, informal dialogue, Focus Group Discussions, observations and planning workshops) to collect information on the attitudes, beliefs and values of women and men on the importance of sanitation activities. They identified major environmental problems in the community, and opportunities and constraints for women's involvement. A gender division of labour for each activity was outlined, taking into consideration gender roles, time allocation, location of activities, and access to and control of programme benefits among others. This participatory process produced a clear picture of the gender division of labour and resources. The consensus-building between women and men also helped to develop a sense of ownership and commitment leading to better implementation and sustainability.

Dar es Salaam, Tanzania: A case study of Mabibo Environmental Management Society shows the use of participatory methodologies (observation and participatory techniques) in involving stakeholders in environmental planning and management. The Mabibo Environmental Management Society collected data on the consequences and extent of uncollected garbage in neighbourhoods and also determined whether and how women and men were affected differently. The Mabibo Environmental Management Society subsequently set up a pilot project. By employing both women and men, the project has challenged the previous notion that while the responsibility for the household waste is relegated to women at the household level, wherever it becomes an income earning opportunity with paid labour, it is strictly for men.

2.3 Facilitating gender sensitive strategy formulation and decision making

Once cities have identified their environmental issues, they must take a number of steps. They must clarify issue-specific policy options, consider implementation options and resources, build broad-based consensus on issue-specific objectives and strategies, and coordinate environmental and other development strategies.

Facilitating gender responsive strategy formulation and decision-making entails making sure that both women and men are effectively involved in identifying the major environmental problems, their causes, effects, and the selected action aimed at bringing change. Since women and men are responsible for different tasks, gender responsive strategy formulation and decision-making takes into consideration the social, economic and political needs of both women and men during the process. Education and exposure to gender issues and analysis, including use of the media, has to be undertaken to enable the formulation of strategies and informed decisions. Alternatively, external gender sensitive experts can be included in the strategy formulation and decision-making process.

Gender responsive EPM recognises that women are traditionally not involved in the planning stage of projects. Instead women largely participate at the implementation level of the project cycle. Over the



years this lack of involvement at the planning stage has meant that women's interests, especially their multiple roles and contributions to development activities, have not being adequately planned and catered for. Such planning processes tend to ignore that women, as producers and managers, are key



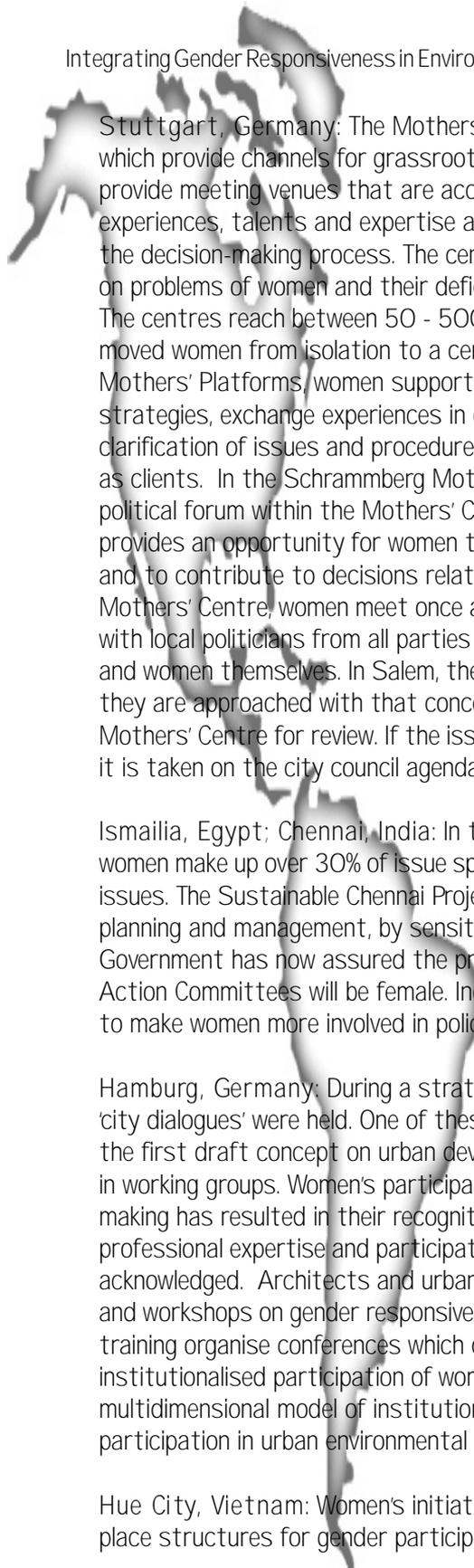
stakeholders in all aspects of urban development policy and practice.



To a large extent women and men have different views on urban issues and on how to address these issues. For example, in most urban informal settlement, while men would suggest an extension of the water systems, women would be more concerned about the number of taps and the number of households that would be served by the water system. Indeed, if given a chance, women tend to highlight women- specific issues such as the aforementioned or the effect of uncollected garbage on children.

In order to ensure equity, gender interests have to be incorporated into the strategic planning and gender responsive measures put into practice. Gender responsive strategy formulation has to address urban deficiencies, especially time-consuming, household related urban activities which limit women's effective participation in other economic areas. An effective strategy formulation should identify and modify structures in order to enhance general productivity in the areas of income earning, reproductive activities, the organisation of the household, and daily life. Overall, greater productivity is achieved in the urban planning process if it responds to both women's and men's needs and if these needs are incorporated right from the beginning of the planning process. This also ensures the process leads to user-friendly areas and a more sustainable environment.

Responding to gender needs offers a chance to apply EPM more precisely and to avoid planning mistakes and imperfections. Separate and joint forums for women and men, as needed, have to be created for suggestions and debates on gender responsive urban planning. Direct and representative inputs must be obtained from women and gender sensitive planning experts during the planning process, and the perspectives, ideas and visions of women need to be an integral part of strategy formulation and decision-making.



Stuttgart, Germany: The Mothers' Platform has created Mothers' Centres which provide channels for grassroots participation in local governance. They provide meeting venues that are accessible to women, where everyday experiences, talents and expertise are tapped, consolidated and channelled into the decision-making process. The centres are not intimidating and the focus is not on problems of women and their deficiencies but on their strengths and talents. The centres reach between 50 - 500 families in the neighbourhood and have moved women from isolation to a central place in decision-making. Through Mothers' Platforms, women support each other, develop problem-solving strategies, exchange experiences in dealing with Local Authorities, and get clarification of issues and procedures they do not receive without being treated as clients. In the Schrammberg Mothers' Centre women have created a monthly political forum within the Mothers' Centre that is visited by politicians. This provides an opportunity for women to reflect on issues of environmental concern and to contribute to decisions relating to them. In the Leinenfelden-Echterdingen Mothers' Centre, women meet once a year with the mayor and three times a year with local politicians from all parties to debate issues affecting families, children and women themselves. In Salem, the city council refers any inquiries or requests they are approached with that concern women, families and children to the local Mothers' Centre for review. If the issue is thought relevant by the Mother Centre it is taken on the city council agenda.

Ismailia, Egypt; Chennai, India: In the Sustainable Ismailia Governorate Project, women make up over 30% of issue specific working groups for the top priority issues. The Sustainable Chennai Project has ensured gender responsive urban planning and management, by sensitising the Tamil Nadu Government. The Government has now assured the programme of one-third representation in the Action Committees will be female. Inclusion of women in these cities is expected to make women more involved in policy formulation and general decision-making.

Hamburg, Germany: During a strategy formulation phase in Hamburg, a series of 'city dialogues' were held. One of these were a public 'city dialogue' of women, where the first draft concept on urban development was discussed by interested women in working groups. Women's participation in strategy formulation and decision making has resulted in their recognition by the Planning Authority. Women's professional expertise and participation as local experts has also been acknowledged. Architects and urban planners have been trained through classes and workshops on gender responsive planning. People who have undergone this training organise conferences which discuss experiences with different forms of institutionalised participation of women and gender experts. A strategy for a multidimensional model of institutionalisation of professional women's participation in urban environmental planning emerged out of these forums.

Hue City, Vietnam: Women's initiatives in environmental protection have put in place structures for gender participation which include Municipalities assisted by



a steering committee and Community Management Units (CPMUs). At each level of programme management, there is a representative of the Hue City Women's Union. The woman representative is a permanent executive who is chiefly responsible for the management of the programme and also acts as coordinator between beneficiaries, political leaders and professional experts. The management structure of the environmental protection programme facilitates an interactive relationship between the Women's Union, which represents local women and political leaders as well as professional experts. The interactive relationship enhances gender responsive decision-making and women's management capacity in planning and development.

Patan (Kathmandu), Nepal: The Lonhla Community has devised user committees with a fair representation of both women and men to address environmental problems. The participation of women in the user committees has improved the situation of women and enhanced their capacity to participate in discussions, raising issues and also making decisions. The user committees meet weekly to discuss various aspects of the project. Training on leadership, accounting, skill development and entrepreneurship is provided to women in savings groups. The training has equipped women with skills, improved their working relations with men in the user committees, and also helped in building their confidence in decision-making. Women have played a key role in resolving conflicts between Patan and the neighbouring farming community over the laying of water pipes and the threat of sewerage blockage. Women were at the forefront in calling for meetings for conflict resolution. They organised about 65 formal and informal meetings during the planning, conflict resolution, and construction phases of the project. They consulted formally and informally with the affected communities, calmed down the men to look at the matters peacefully, and sought agreeable solutions for all stakeholders.

Conakry, Guinee: The Association of Women Engineers of Guinee (AFIG) formed partnerships with other Women's Non-governmental Organisations. Together they carried out technical studies of construction projects for schools, fish smoking centres and godowns. The technical studies involved making decisions on the choice of institutions or economic enterprises to put up in the areas, their planning, actual construction, management and follow-up actions and services. Women were given the role of trainers in the different women's groups that had been formed. Their efforts were aimed at popularising the production and use of earth bricks (BTS) in the construction of buildings. Through this process women were involved in making decisions on the type of training to be given to different groups, on the choice of equipment to be used, and on the overall management of the training activities.

2.4 Gender responsive action planning and resource mobilisation for effective implementation

Action planning and resource mobilisation for effective implementation calls for the active participation and coordination of all stakeholders. During the action planning stage the stakeholders are invited to contribute and make commitments for providing necessary resources such as time, finance and materials. During this stage stakeholders are also asked to clarify their environmental planning and management goals and objectives. Working groups are expected to lobby various identified stakeholders to mobilise resources.

Women and men play a role in identifying the right structures for planning and implementation and have to be well represented in such structures. Once structures are in place, tasks and roles have to be synchronised with time plans. These must suit women. In doing this, the interests of actors have to be defined in order to avoid duplication and also resolve and/or manage conflict. In effective gender responsive EPM action planning and resource mobilisation, women take an active role.



Gender responsiveness in action planning and resource mobilisation aims to reverse the trend of passive gender participation and ensure that women have inputs in establishing structures for planning and implementation, and that they contribute and participate directly in designing action plans, mobilising resources and implementation. The mere inclusion of some women in planning and implementation structures does not amount to gender responsive EPM. It is the actual contribution and participation which counts and which results in the



interests of both sexes being addressed in planning and implementation. In some societies, it is better for women and men to develop separate action plans based on their priorities and then negotiate to merge them in a common forum. Otherwise women's priorities can be suppressed.

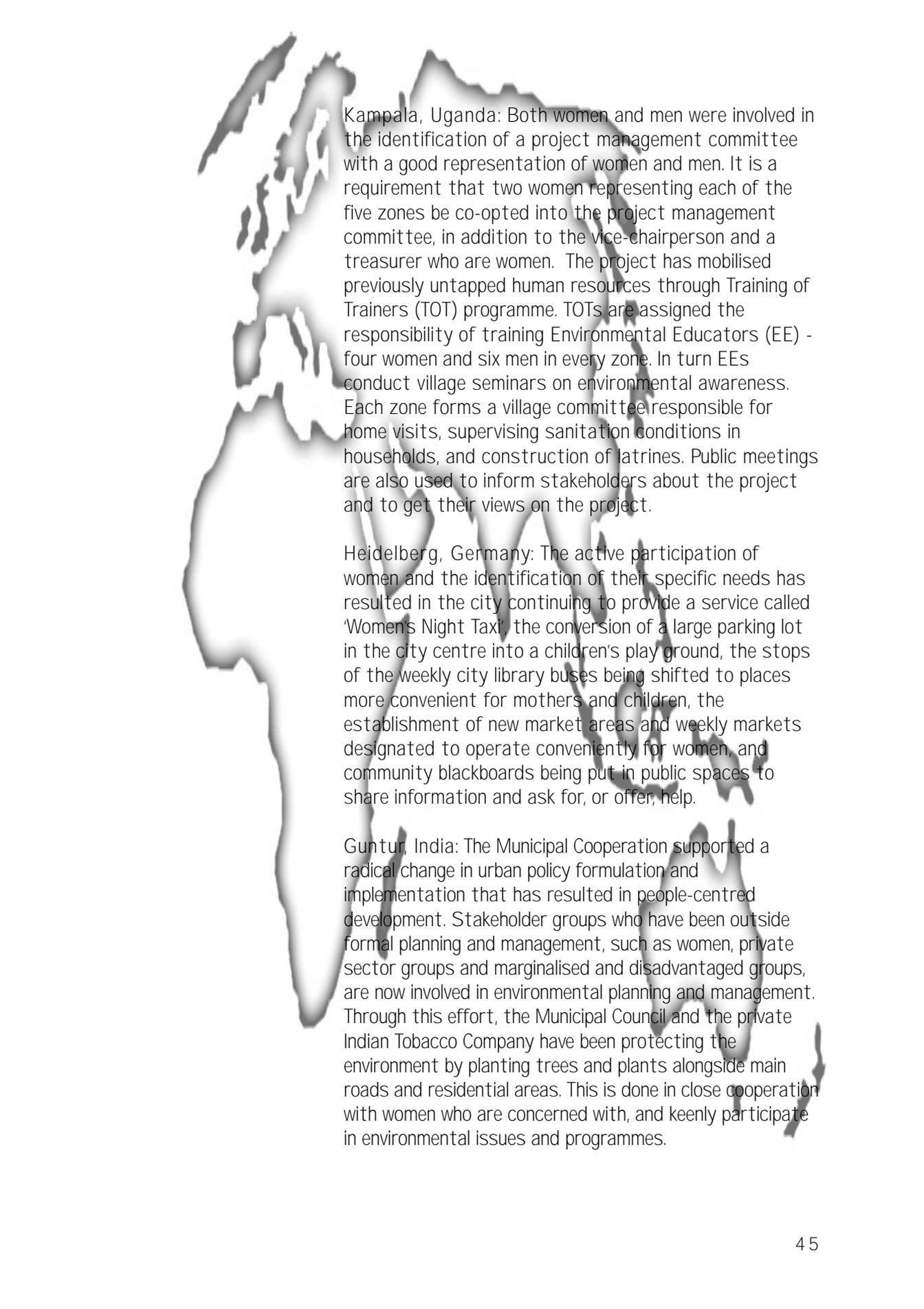
Diverse implementation capabilities are considered and mobilised best when applying a gender responsive approach. Once resources are identified there has to be an institutional framework for mobilising them, right from the grassroots to top policy level. In some cases training and capacity building is required; whereas in others the integration of public and private concerns is necessary in order to avoid duplication and to enhance the cost sharing of activities.

Today, cities are beginning to develop partnerships with private sector actors and communities in service delivery and environmental planning and management. However, both central and local governments still have roles to play. They have to take a lead role in facilitating environmental planning and management activities. Although all stakeholders have to make a critical analysis of how the issues being addressed affect women and men and of their appropriateness to women, most stakeholders cannot fully deal with policies and regulations governing environmental planning and management. They have to collaborate and work with municipal and central governments.



Ismailia, Egypt: The non-governmental Association for Development and Environment has established a Women's Committee to ensure that issues and subjects concerning women are adequately addressed within the Sustainable Ismailia Governorate Project. Through working groups the committee mobilises stakeholders and residents to find solutions to environmental problems and to design implementation strategies. The sense of empowerment created has resulted in women taking a lead role in collaborating with the district authorities and the Suez Canal University to address environmental issues. Through the working groups a garbage dump has been transformed into a garden with trees, plants and flowers; children have been kept busy and away from interfering with stakeholders' property by the establishment of a library and the organisation of activities such as a drawing competition. Free private lessons for children of different age groups are held and adult lessons, such as training women to sew are also operational.

Recife, Brazil: The combined efforts of women and men through the Communal Selective Collection Project has resulted in environmental recovery, by improving waste collection methods. Through the project stakeholders have learnt the potential of recycling. Based on identification of the abilities and potentials of both women and men, different gender issues and interests have been integrated in the project. Women's participation has resulted in improved quality of materials. Operationally, the project has utilised untapped human resources through its Integrated Action on Health, Education and Environment. The project undertakes an environmental education programme in a gender sensitive way for a total of 1,226 health care promoters, and it also conducts the training of 330 trainers. In addition, the programme initiated a participatory programme involving 320 stakeholders. This process uses community-based meetings where stakeholders discuss local environmental problems, especially addressing on how to select recyclable materials and their storage before sale.



Kampala, Uganda: Both women and men were involved in the identification of a project management committee with a good representation of women and men. It is a requirement that two women representing each of the five zones be co-opted into the project management committee, in addition to the vice-chairperson and a treasurer who are women. The project has mobilised previously untapped human resources through Training of Trainers (TOT) programme. TOTs are assigned the responsibility of training Environmental Educators (EE) - four women and six men in every zone. In turn EEs conduct village seminars on environmental awareness. Each zone forms a village committee responsible for home visits, supervising sanitation conditions in households, and construction of latrines. Public meetings are also used to inform stakeholders about the project and to get their views on the project.

Heidelberg, Germany: The active participation of women and the identification of their specific needs has resulted in the city continuing to provide a service called 'Women's Night Taxi', the conversion of a large parking lot in the city centre into a children's play ground, the stops of the weekly city library buses being shifted to places more convenient for mothers and children, the establishment of new market areas and weekly markets designated to operate conveniently for women, and community blackboards being put in public spaces to share information and ask for, or offer, help.

Guntur, India: The Municipal Cooperation supported a radical change in urban policy formulation and implementation that has resulted in people-centred development. Stakeholder groups who have been outside formal planning and management, such as women, private sector groups and marginalised and disadvantaged groups, are now involved in environmental planning and management. Through this effort, the Municipal Council and the private Indian Tobacco Company have been protecting the environment by planting trees and plants alongside main roads and residential areas. This is done in close cooperation with women who are concerned with, and keenly participate in environmental issues and programmes.

2.5 Institutionalising gender responsive EPM and measuring progress

Institutionalising gender responsive EPM means building long-term, system-wide EPM capacities that are intrinsically gender responsive. It involves mainstreaming gender in all issues relating to gender responsive EPM: gathering gender disaggregated information, involving stakeholders, gender responsive strategy formulation and decision making, as well as gender responsive action planning and resource mobilisation for effective planning and implementation. Institutionalisation needs political will for putting in place good policies, regulations and procedures which are relevant for effective gender responsive EPM. The process is best incorporated into all the organisations and institutions of a city and into its daily activities and routines.

Community structures and a legislative framework which encourages gender participation have to be put in place to ensure the efficient handling of gender responsive EPM issues. In addition, stakeholders have to be mobilised, and personnel handling gender issues trained in gender responsive EPM. Conventional methods of planning and management have been observed to marginalise women. Institutionalisation of gender responsive EPM ensures that both women and men are given equal consideration in EPM and related programmes and projects.



Experiences from cities around the world reveal different approaches to institutionalisation. Different structures have been established which facilitate participation and ensure institutionalisation. These include community-based structures such as neighbourhood groups, committees, community development societies, and work-

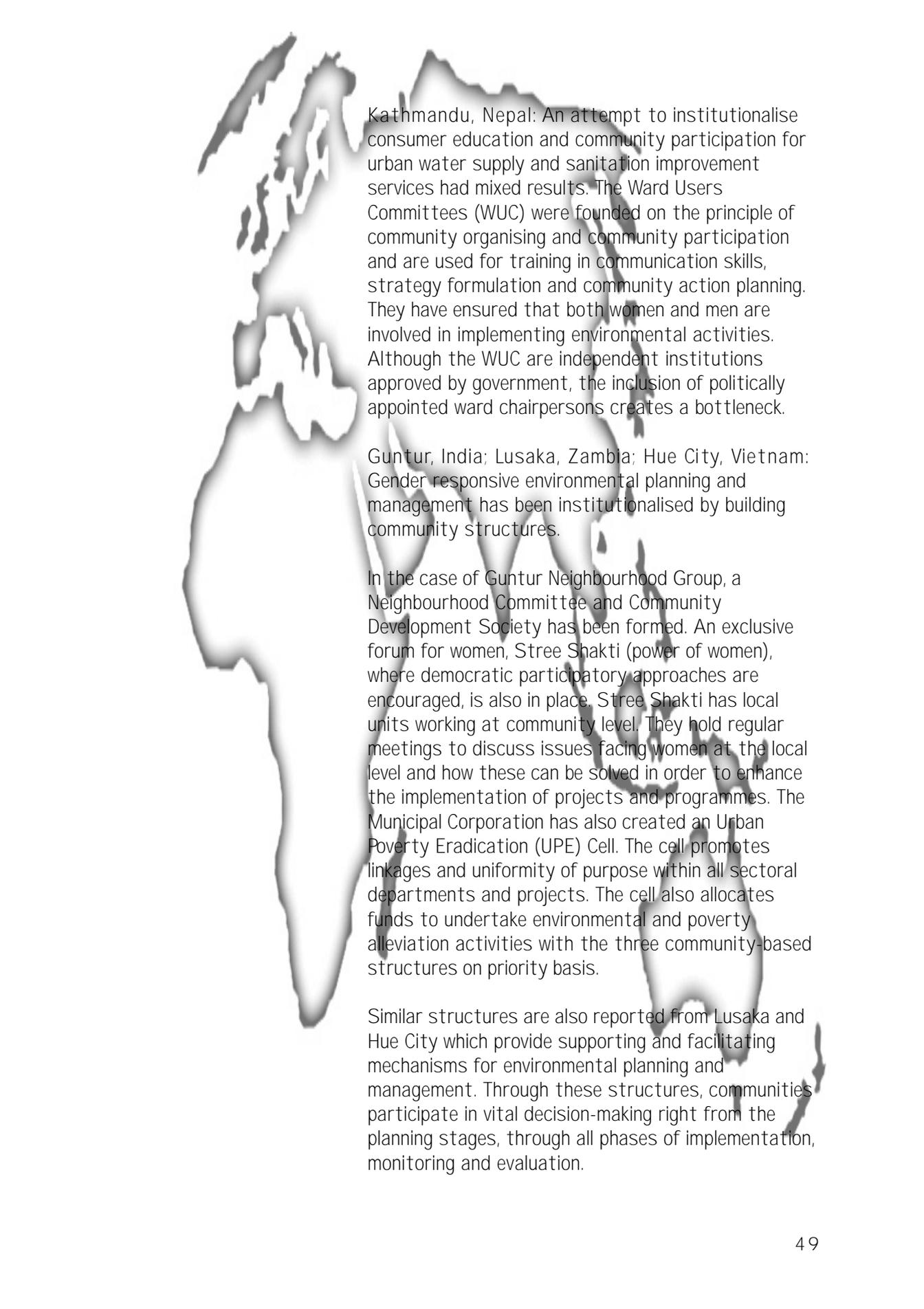
ing groups or cells addressing specific issues. Through community organisations and training workshops, Training of Trainers (TOTs) programmes have been conducted to build capacities of environmentalists, educators and environmental committees at the community level. After such workshops, groups and networks continue the work, often on a voluntary basis.

In some cities, city dialogues on environmental issues, which include gender responsive EPM, have supported community-based organisations and city authorities. This has created a pool of people equipped with the necessary skills to work across institutions and stakeholder groups, and to carry out training workshops both within communities and related organisations. In turn, the skills acquired contribute to a clear understanding and build cross-sectoral capacities for gender responsive EPM.



Heidelberg, Germany: The Future Workshops have built long-term gender responsive capacities and helped to institutionalise the workshop mechanism at various levels, especially the grassroots level. This is reflected in the ongoing networking and continued awareness. Women have improved their communication in their neighbourhoods and communities significantly. They enjoy larger and close networks of cooperation. This has made them identify more with their local environment and created an awareness of existing opportunities and responsibilities regarding the environment. Women now have a stronger urban identity and a greater motivation to contribute and participate. The outputs which represent the thinking, vision, and demands of Heidelberg women feed into the Municipal Gender Department for use in political debate. This is indeed a powerful political tool.

Hamburg, Germany: Structural and administrative reforms have been undertaken to ensure gender sensitive urban planning and development. An Office of Urban Development was established in 1991, and collaborates with the Women's Advisory Council, the Senate Office for Equal Opportunities, and women's organisations and gender experts in incorporating the gender dimension into the long-term city planning process. This multidimensional model for institutionalised participation of gender experts has brought in new forms of cooperation and partnership for gender responsive urban development. It links the expertise of women working in and outside the different planning institutions and hears their views before making decisions relating to environmental urban planning and management. The process has played a key role in three strategic plans: the Urban Development Concept, the Regional Development Concept, and the Zoning Plan. Of particular importance is the inclusion of a gender-specific guiding principle within the urban development concept, concerning the freedom residence, mobility, living and housing conditions, and the safety and user-friendliness of public spaces. A public statement on improving public spaces for children has also been made.



Kathmandu, Nepal: An attempt to institutionalise consumer education and community participation for urban water supply and sanitation improvement services had mixed results. The Ward Users Committees (WUC) were founded on the principle of community organising and community participation and are used for training in communication skills, strategy formulation and community action planning. They have ensured that both women and men are involved in implementing environmental activities. Although the WUC are independent institutions approved by government, the inclusion of politically appointed ward chairpersons creates a bottleneck.

Guntur, India; Lusaka, Zambia; Hue City, Vietnam: Gender responsive environmental planning and management has been institutionalised by building community structures.

In the case of Guntur Neighbourhood Group, a Neighbourhood Committee and Community Development Society has been formed. An exclusive forum for women, Stree Shakti (power of women), where democratic participatory approaches are encouraged, is also in place. Stree Shakti has local units working at community level. They hold regular meetings to discuss issues facing women at the local level and how these can be solved in order to enhance the implementation of projects and programmes. The Municipal Corporation has also created an Urban Poverty Eradication (UPE) Cell. The cell promotes linkages and uniformity of purpose within all sectoral departments and projects. The cell also allocates funds to undertake environmental and poverty alleviation activities with the three community-based structures on priority basis.

Similar structures are also reported from Lusaka and Hue City which provide supporting and facilitating mechanisms for environmental planning and management. Through these structures, communities participate in vital decision-making right from the planning stages, through all phases of implementation, monitoring and evaluation.

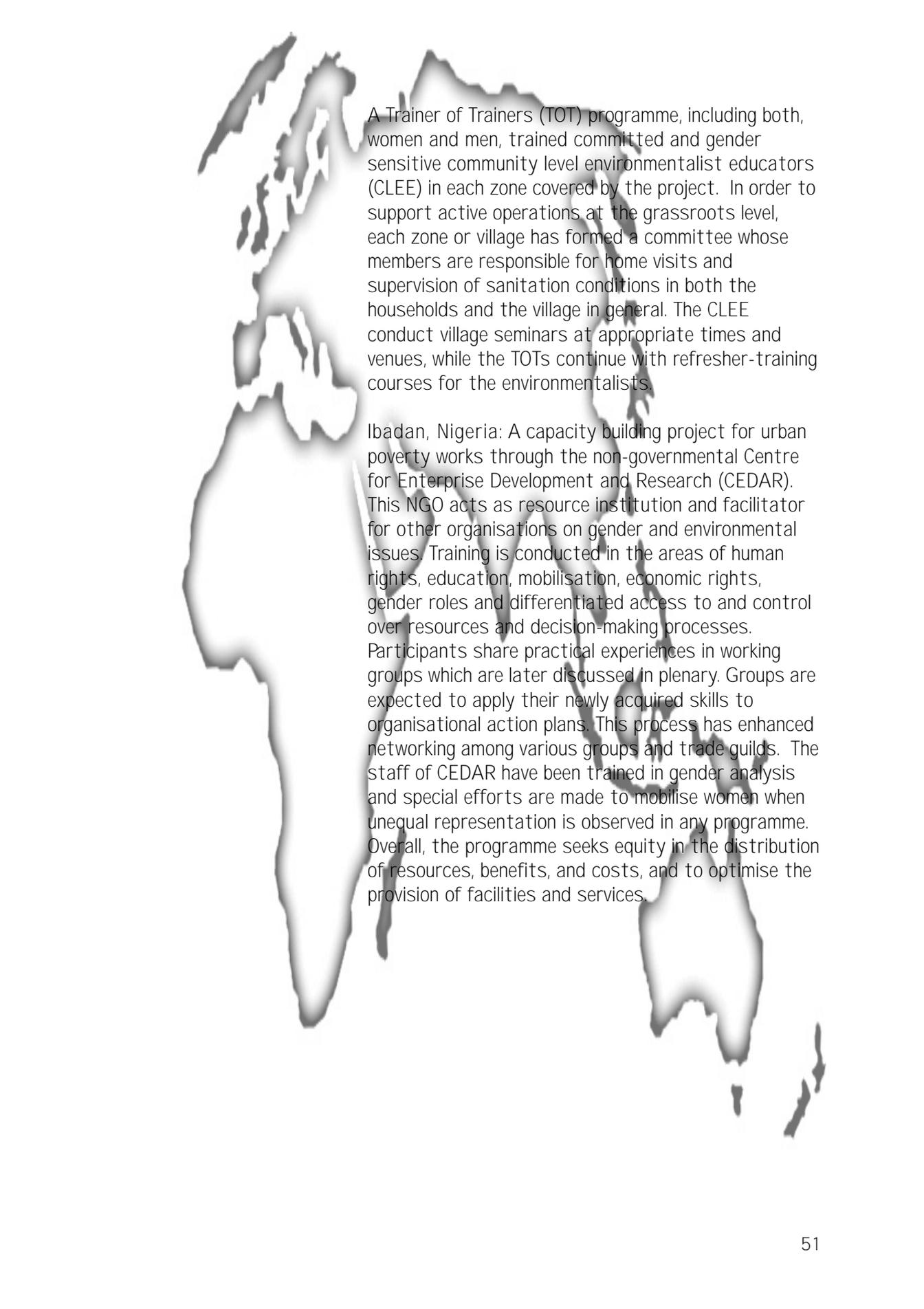


Institutionalising gender responsive EPM has replaced the conventional method of top-down planning and implementation. They are facilitated by a variety of measures such as the consistent sharing and dissemination of information, documentation in non-technical (and where appropriate local) language, capacity-building programmes designed by NGOs and CBOs, grassroots training on environmental improvement, and sensitivity training for the public sector institutions to enhance their understanding of public needs and perspectives of development.

Green Towns Project, Kenya: The Participatory Environmental Planning PEP workshops result in Green Towns Action Groups (GTAG), which have gender responsive representation. Members are drawn from local authorities, provincial administration, councillors and community representatives. So far there are fourteen GTAGs. These have registered themselves as an association called the Kenya Green Towns Partnership Association (KGTPA). The association promotes gender responsive representation in environmental planning and management and also networks with women groups. The project conducts gender and environment sensitisation training for stakeholders through the Government Training Institute (GTI).

Dar es Salaam, Tanzania: The Mabibo Environmental Management Society employs 28 women and 21 men. The society is run by 5 women and 3 men, which has further proved women's ability to participate in environmental management. The society has been able to mobilise residents in the pilot project area to pay their service levies - a task which City Authority had much difficulty in undertaking. This has earned the society and the women the respect of Local Government Leaders.

Kampala, Uganda: The project on household sanitation has made sure that structures and activities for ensuring gender responsive sanitation upkeep are in place. Both women and men are included in the project management committee which meets regularly to direct the actions of the project manager.



A Trainer of Trainers (TOT) programme, including both, women and men, trained committed and gender sensitive community level environmentalist educators (CLEE) in each zone covered by the project. In order to support active operations at the grassroots level, each zone or village has formed a committee whose members are responsible for home visits and supervision of sanitation conditions in both the households and the village in general. The CLEE conduct village seminars at appropriate times and venues, while the TOTs continue with refresher-training courses for the environmentalists.

Ibadan, Nigeria: A capacity building project for urban poverty works through the non-governmental Centre for Enterprise Development and Research (CEDAR). This NGO acts as resource institution and facilitator for other organisations on gender and environmental issues. Training is conducted in the areas of human rights, education, mobilisation, economic rights, gender roles and differentiated access to and control over resources and decision-making processes. Participants share practical experiences in working groups which are later discussed in plenary. Groups are expected to apply their newly acquired skills to organisational action plans. This process has enhanced networking among various groups and trade guilds. The staff of CEDAR have been trained in gender analysis and special efforts are made to mobilise women when unequal representation is observed in any programme. Overall, the programme seeks equity in the distribution of resources, benefits, and costs, and to optimise the provision of facilities and services.





Chapter 3

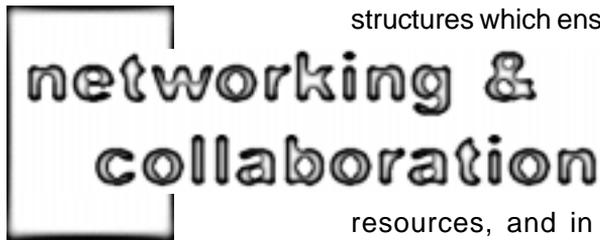
Gender Responsive EPM: Lessons Learnt and Challenges

As cities introduce and begin to apply gender responsiveness in environmental planning and management, different experiences come to light, depending on the particular settings of cities, projects and programmes. Some cities are making progress, others just beginning to apply gender responsive EPM, while others are still to begin. The preceding sections of this Source Book have highlighted a variety of experiences in gender responsive EPM, which cities should reflect on with reference to their own context. This section reviews lessons learned and challenges facing the implementation of gender responsive EPM.

Experience from cities shows that programmes and initiatives addressing urban environmental problems may differ in their focus and their approach. Since gender responsive EPM cuts across all development and environmental issues, programmes, projects and city governments have to design their own methodologies on working together in order to ensure gender responsive EPM.

3.1 Gender responsive EPM activities today

Today, networking and collaboration is increasing within and among cities. Gender disaggregated data is helping to identify and clarify environmental issues. It is also changing the way such issues are being addressed, and is informing and strengthening the EPM process. Furthermore, gender disaggregated data assists in establishing appropriate participation structures which ensure efficient urban environmental planning and management.



The involvement of a diverse and gender-balanced range of stakeholders in mobilising resources, and in planning and implementation ensures that the location, timing and day of participation, as well as the language of communication are appropriate for all stakeholders, including women. It contributes to developing and tapping local capacities for addressing environmental issues. In cities where gender responsive EPM is used effectively, it contributes to utilising previously untapped human resources, especially the skills and knowledge of women. Women's involvement in EPM is increasing their confidence and strengthening their skills in handling public environment-development issues.

As reflected in the case studies, cities have different methods of involving stakeholders in environmental planning and management. Women and men participate both directly and through representation in working groups, round table consultations, plenary discussions and public debates. Such involvement is resulting in women becoming active members of their respective communities. Such forums ensure that conflicts of interest are resolved as they arise, and at the same time impart a sense of ownership to all stakeholders and contribute to successful implementation of action plans.

City experiences show that training, community education, participation and exposure to gender responsive planning is resulting in improvement of

implementation of the EPM process at the city level. Linkage and access to information, training and other forms of support are contributing to development of local capacities to address environmental issues. The process has resulted in more balanced participation and has contributed to more women participating in decisions relating to management of urban areas in general.

3.2 Factors affecting the implementation of gender responsive EPM

As cities adapt and apply the concepts of gender responsive EPM there are various implementation factors which need to be noted and addressed. The factors can be analysed at two levels: those external to, but affecting the process, and those directly relating to the gender responsive EPM process itself. External factors include political will for administrative change among urban managers and within the general political system. The impact of other collaborators who are not applying gender responsive EPM methodologies but are focusing on environmental management also need to be taken into consideration. Internal factors relate to elements within the gender responsive EPM process.



3.2.1 External factors

As cities go through the urban planning and management process, they have to remember that gender responsive EPM is not an end in itself, but a means of ensuring that the needs, interests and ideas of both women and men are integrated at all levels of urban environmental planning and management. Further, the concept of gender has different meanings for different stakeholders. To most people, the concept of gender is seen as women's issues and as something designed by gender activists to change the *status quo* for the benefit of women. This makes men distance themselves from programmes and projects that use a gender perspective.

Gender does not mean women nor does it refer to biological sexual differences. If gender responsive EPM is to be effective, each city has to ensure that stakeholders have a common understanding of gender as the socially constructed roles ascribed to women and men in social processes, as outlined in Chapter One, Section One of this Source Book. It is only when women and men - together - examine how they can adapt and change these roles that better urban environmental management and development can be achieved. Women and men need to plan consciously how to share work and responsibilities.

Political will on the part of urban managers and other leaders is key to realising gender responsive EPM. In order to realise the benefits of genuinely gender responsive EPM, both central and local government have to be positively involved in the process. Municipalities, supported by central government, have to play a leading role in ensuring that suitable policies, regulations, procedures and collaboration mechanisms for stakeholders are in place. They must also ensure that gender issues are taken on board and facilitate the creation of forums for gender balanced participation.

In any planning and management process, support from senior management dedicated to ensuring that the goals are realised, is vital. It is through such political will that the required legislative instruments, procedures and regulations for environmental planning and management are put in place. Apart from “developing” gender sensitive policy-makers and planners, cities must ensure that women are part of the policy, planning and implementation structures which run cities. Specific mechanisms for ensuring women’s participation, especially in cases where disaggregated data show their exclusion from existing environmental planning and management structures, have to be put in place.

3.2.2 Internal factors

Implementing gender responsive EPM can be affected by limited knowledge and expertise. For example, gender disaggregated data collection is an expensive endeavour requiring special skills which most urban

authorities do not have. This capacity gap is exacerbated by conservatism among urban managers who may not acknowledge the need to allocate a significant percentage of the scarce council budget to information gathering. Also, the gathering of gender disaggregated information is not a one-off event; it has to be continuous, responding to needs and priority issues being dealt with. In cases where urban managers do not appreciate the importance of information gathering, and where internal expertise is lacking, there is a high probability that gender disaggregated data may not be collected.

participation

Stakeholder involvement in gender responsive EPM is based on the assumption that stakeholders have the capacity necessary to take part in the decision-making process. However, there are a number of factors which limit full participation of stakeholders, and especially the participation of women: low literacy rates, and a subordinate attitude which limits their input in formal administrative arrangements; low or nonexistent incomes; cultural barriers; limited time and lack of interest and incentives for volunteering within communities.

In applying the gender responsive EPM process, possession of the abilities relevant for participation of women and men should not be assumed. The level of capacity available for participation has to be assessed through gender disaggregated data. In cases where capacity is wanting, those directing the environmental planning and management process have to include and organise for capacity building. This can be done, for example, by creating multi-disciplinary, gender-aware teams, which include planners, administrators, economists, sociologists, community development assistants and gender experts, depending on the need.

Building capacities, especially in women, enables all stakeholders to articulate urban concerns from an environmental perspective, and contributes to the prioritisation of issues to be addressed in urban planning and development. Gender experts have suggested that gender training should be a standard element within

the EPM process. The experiences of cities show that although gender responsive EPM is being put in place, there is still a need for gender training and the inclusion of women in the policy, planning and implementation structures of urban management.

3.3 Challenges of implementing gender responsive EPM

The challenges of implementing gender responsive EPM were extensively discussed in the International Workshop on Gender Responsive Environmental Planning and Management (Nairobi, September 1998). The Workshop Statement resolved that:

- gender is one of the social categories relevant for human behaviour and structuring of societies, e.g. age, ethnic group, religion. Therefore, addressing gender issues is fundamental to readdressing issues of equity, justice and peace in society;
- all urban environmental issues are gender sensitive, but some are strategically more important, such as environmental education, improved sanitation, the urban economy, employment, transportation, safety and security issues. Strategic issues are context specific and the challenge is to collect more experiences in order to make available and expand knowledge in this specific field;
- research in gender responsive environmental planning and management, including gathering and sharing further lessons of experience, is fundamental to practical applications, such as the development of training tools and curricula;
- indicators are important to measure progress towards achieving gender responsive environmental planning and management;
- sufficient allocation of resources is necessary for ensuring gender responsive environmental planning and management;

- the Urban Environmental Forum is a suitable platform to facilitate a continuous exchange in gender responsive environmental planning and management through topic clusters relating to gender; and
- that the Urban Environment Forum will facilitate networking among partners through list servers and an interactive web-page.

The workshop was central to the development of this Source Book and the participants noted that the future of gender responsive EPM lies in concentrating on issues such as research and collection of information, the development of appropriate indicators for measuring progress, administrative support, and collaboration and networks. In response to these challenges, the Nairobi Workshop participants mandated the Urban Environment Forum to follow-up the workshop by mobilising additional support from programmes and institutions at the local, regional and global levels.

3.3.1 Research in city experiences

While city experiences and collaboration and networking are increasing in the area of gender responsive EPM, research on gender responsive EPM needs to be pursued. Areas relating to indicators, the impact of different cultural contexts, and the practical application of environmental planning and management need particular research attention. This calls for the collection and analysis of more examples of city experiences, documented in case studies.

3.3.2 Measuring progress in gender responsive EPM

When applying gender responsive EPM to deeply rooted environmental issues, it is important to be able to assess whether change is occurring in the way that the environment is managed. Experience from cities show that most cities are applying gender responsive EPM without any clear indicators for measuring progress. In efficient gender responsive EPM, both qualitative and quantitative indicators for measuring progress have to be discussed and agreed on by

measuring progress

stakeholders, right at the planning stage of a certain project. Gender is about attitudes, emotional responses to power relations and about power sharing, efficient utilisation of resources, good planning and programming. In assessing these variables, qualitative indicators are more relevant since they deal with changes of behaviour rather than numbers, but at the same time qualitative indicators should not be ignored. Indicators are an important tool in subsequent decision-making.

An increase in the number of women participating in the various stages of the gender responsive EPM process could be viewed as one important quantitative indicator of progress. Other useful indicators could, for example, include: who comes to talk about their problems with urban authorities and other stakeholders; quality of involvement and discussions; the level of community satisfaction; trends over time; change in productivity ratio; and the percentage of benefits accruing to men and women.

Although there are many types of indicators, the most common is the one developed by the Canadian International Development Agency (CIDA, 1997). These consider risk/enabling, input, process, output and outcome (see box on facing page).

Indicators for measuring progress are important in realising gender responsive EPM, but city experiences show that few initiatives have been undertaken to identify gender responsive EPM indicators. Some international programmes have developed tools but very few cities have started to apply them. Thus, there is additional need to develop methodologies and indicators that assist cities in measuring progress in achieving gender responsive environmental planning and management goals.

The Sustainable Cities Programme (SCP) has developed indicators for measuring progress in environmental planning and management in general which address the issue of gender responsive indicators, where applicable. It is recommended that interested cities, especially those that are participating

The *risk indicators* describe factors which are external to a programme but which contribute to the project's success or failure. They can include major political or environmental disruption, such as elections, floods or drought.

Input or resource indicators measure resources devoted to the programme, for example funding, human resources, infrastructure, institution building, and other means whereby a programme is put into effect.

Process or activity indicators show how resources devoted to the programme are delivered on an ongoing basis. They measure the level of implementation and are used for programme monitoring. A process may be successful at the same time as the outcome is a failure.

Output indicators measure immediate results concerning products and services that are delivered when a programme is completed but not longer-term results.

Outcome or impact indicators measure the long-term effectiveness of a programme as judged by the measurable change achieved in improving the quality of life of the beneficiaries.

Canadian International Development Agency

particularly in the Urban Environment Forum (UEF) will adopt these indicators, fine-tune them to the local context, and test their effectiveness in measuring performance in gender responsive EPM.

3.3.3 Administrative support

Gender responsive EPM depends on political understanding, acceptance and will. City experiences show that where there is political will, urban managers support gender responsive EPM and actively participate in the process. They are able to promote new multi-sectoral mechanisms and put the right legal instruments in place, and to take lead in mobilising resources and the active involvement of all stakeholder groups. For gender responsive EPM to succeed, the relevant authorities and the professional must support gender responsive ideals which are not only promoted through existing projects and programmes but which are also translated into new initiatives which over time institutionalise gender responsive EPM as a routine way of addressing urban growth and development.

3.3.4 Collaboration and networks

In order to address the challenges facing gender responsive EPM, there has to be effective collaboration and networking among programmes operating in different cities. The Nairobi workshop acknowledged the importance of facilitating a continuous exchange of information and experiences in 'gender responsive environmental planning and management'. The UNCHS/UNEP Sustainable Cities Programme (SCP) was suggested as an appropriate link in facilitating the process among collaborators and partners. The SCP took an important initiative by establishing a Web page to facilitate the organisation of the gender responsive EPM workshop. Furthermore, the programme plans to establish an interactive web site where any gender responsive EPM incoming documents and information will be posted and exchanged.

3.4 Supporting and adapting gender responsive EPM locally

The Nairobi workshop underlined that the task of coordinating city activities for effective gender responsive EPM can not be undertaken by cities alone. While the workshop recognised that the initiative and responsibilities for gender responsive environmental planning and management must come from the cities themselves, it acknowledged the important role of specialised expertise and international support. Cities need support to implement gender responsive EPM. Such support can be provided through locally adaptable tools and the inclusion of gender elements in local curricula. Adapting gender responsive EPM locally requires innovative approaches at various levels.

Adopting gender responsive EPM locally requires cities to consider a number of prerequisites. *Political commitment* involving change agents at the level of policies, regulations, practice, structure and use of resources is a key element in preparing ground for a gender responsive EPM.

In Uganda, the government's affirmative action on inclusion of women is resulting in a positive political environment. This has contributed to local authorities having gender sensitive political structures, including Women's Local Councils. These Councils provide opportunities for women to participate in decision-making processes and so far are contributing to the success of environmental planning and management projects. This is reflected in the case of promotion of household sanitation in Luzira parish.

Political commitment must be backed by *capacity building* involving demand-driven sensitisation and training of individuals, communities and organisations. As a first step, city managers, both administrative and political, need to be sensitised to the concept of gender, and to be exposed to its application in relation to environment and development. In these cases gender specialists may have to be brought in specially.

Professionals operating within conventionally established planning and related disciplines have to be sensitised to look for ways to incorporate gender environmental issues into their practice. In some cases cities will need to hire full time gender specialists, while in others they will be able to use consultants and/or volunteers drawn from among the stakeholders.

Gender competence in conceptualising, policy making, planning and management of environmental urban issues is key for successfully implementing gender responsive EPM. While gender competence is required at all levels of city management, including at the grassroots, cities may not have adequate resources for acquiring it. In such cases, cities must exploit the skills of existing staff, and collaborate and work with other organisations already applying gender responsive techniques. This should be backed up with information sharing, education, consultation, and continuous monitoring and reviewing of gender responsive EPM indicators.

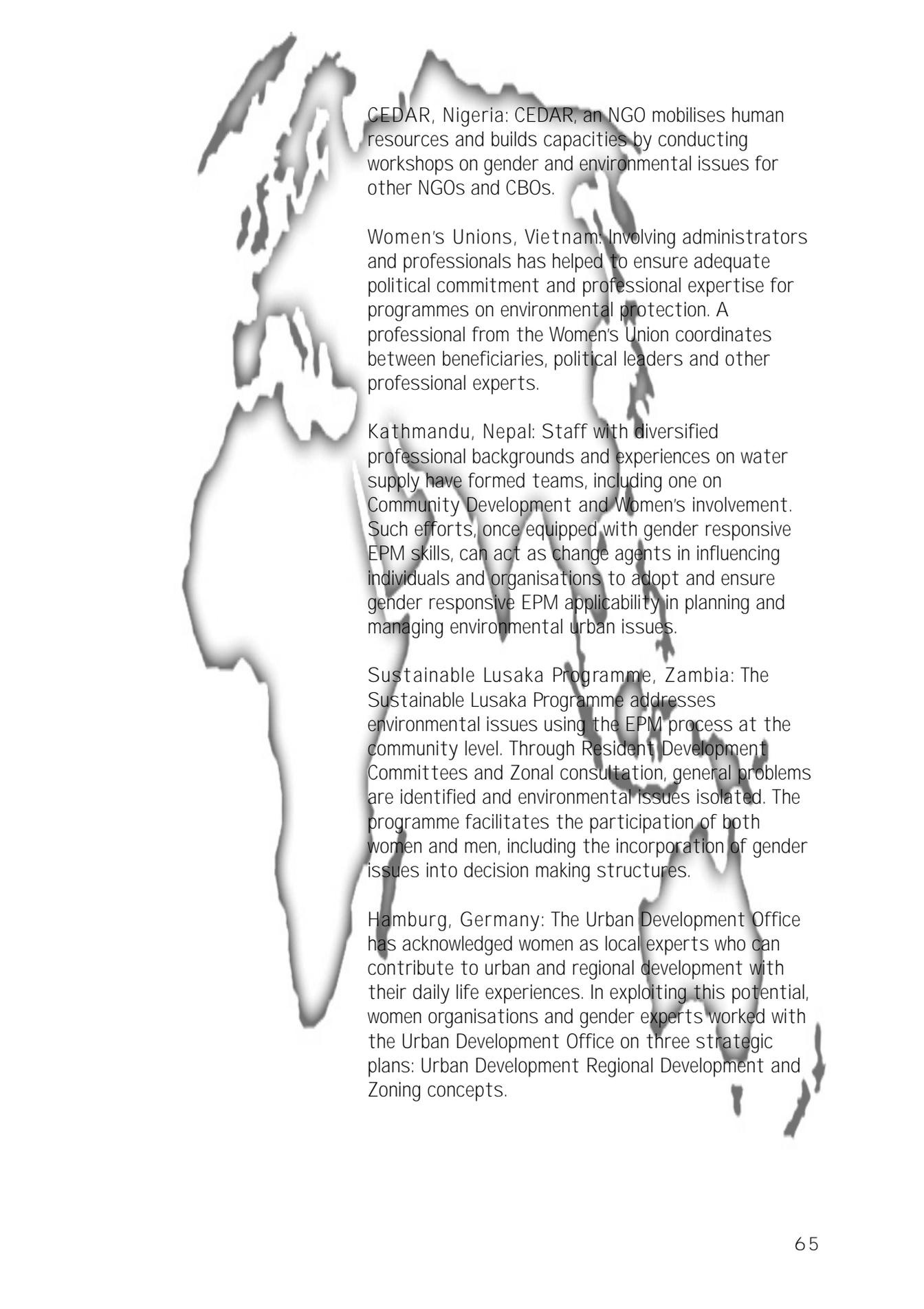
3.5.1 How support programmes respond

City experiences reveal that a number of agencies, aside from the city authorities, are working in the area of gender and development. City managers need to firstly *tap existing skills and resources* of these agencies, as they continue to put in place measures for full incorporation of gender responsive EPM in their environmental planning and management processes. Indeed gender responsive EPM should not be viewed as an approach in isolation or 'something extra' for professionals but must be regarded as an essential element in 'good' planning practice, contextualised within existing planning and management systems. This calls for *committed change agents, identified by stakeholders*, with others specifically being hired to undertake the assignment.

There are many national and international agencies who are already promoting gender responsiveness through research, development of toolkits, and capacity building, but only few are operating at the city management level. On the other hand, there are a large number of NGOs and CBOs operating at grassroots level but they do not have sufficient capacities for promoting gender responsive EPM. Such organisations need further *training and facilitation* in order to be able to apply gender responsive EPM. Included in this should be the translation of this Source Book into the local languages the communities they work with will understand.

International support programmes usually play a key role in bringing together major stakeholders, facilitating consensus and forging alliances. Once stakeholders have a common understanding, relevant organisations, such as local authorities, NGOs, or CBOs focusing on gender and development should be supported to act as change agents. This is done best through a *training of trainers (TOT)* approach, drawn from stakeholders who are already addressing environmental urban issues.

City experiences show that some programmes are already responding to gender issues.



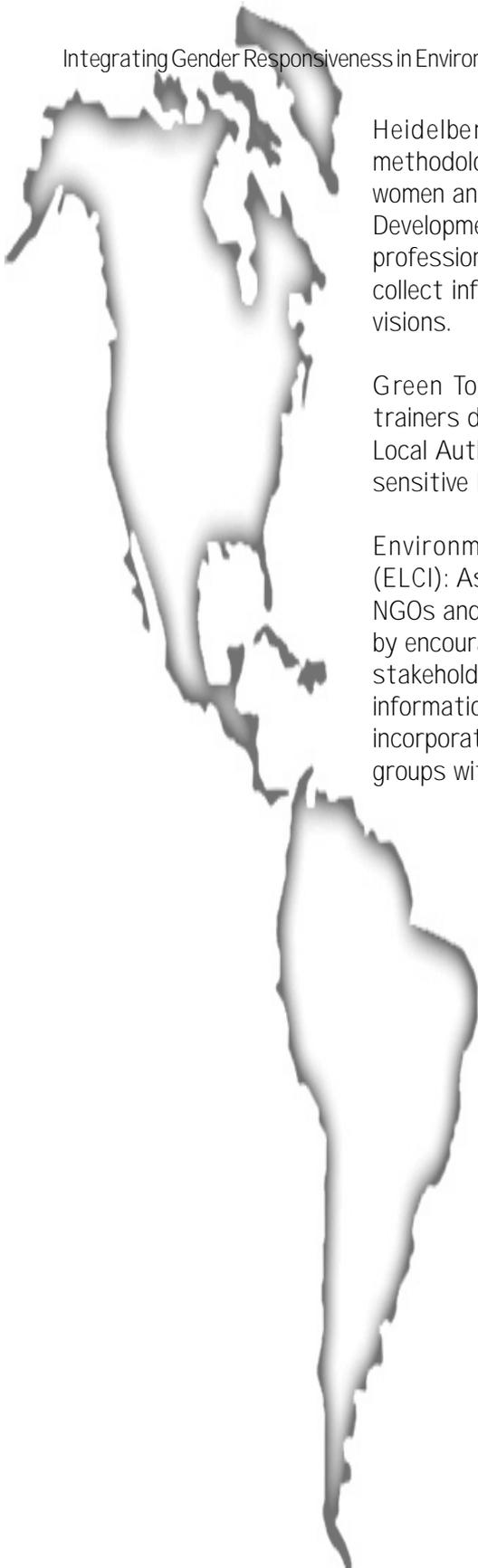
CEDAR, Nigeria: CEDAR, an NGO mobilises human resources and builds capacities by conducting workshops on gender and environmental issues for other NGOs and CBOs.

Women's Unions, Vietnam: Involving administrators and professionals has helped to ensure adequate political commitment and professional expertise for programmes on environmental protection. A professional from the Women's Union coordinates between beneficiaries, political leaders and other professional experts.

Kathmandu, Nepal: Staff with diversified professional backgrounds and experiences on water supply have formed teams, including one on Community Development and Women's involvement. Such efforts, once equipped with gender responsive EPM skills, can act as change agents in influencing individuals and organisations to adopt and ensure gender responsive EPM applicability in planning and managing environmental urban issues.

Sustainable Lusaka Programme, Zambia: The Sustainable Lusaka Programme addresses environmental issues using the EPM process at the community level. Through Resident Development Committees and Zonal consultation, general problems are identified and environmental issues isolated. The programme facilitates the participation of both women and men, including the incorporation of gender issues into decision making structures.

Hamburg, Germany: The Urban Development Office has acknowledged women as local experts who can contribute to urban and regional development with their daily life experiences. In exploiting this potential, women organisations and gender experts worked with the Urban Development Office on three strategic plans: Urban Development Regional Development and Zoning concepts.



Heidelberg, Germany: The Future Workshop methodology uses trained moderators to involve women and men in each borough in developing the City Development Plan. The methodology also uses professional researchers from the University to collect information on women's perspectives and visions.

Green Towns Project, Kenya: The project trains trainers drawn from Central Government Ministries, Local Authorities, Universities and NGOs on gender sensitive Participatory Environmental Planning (PEP).

Environmental Liaison Centre International (ELCI): As an international network of environmental NGOs and CBOs, ELCI supports local capacity building by encouraging the informed participation of all stakeholders in environmental activities through information exchange. ELCI also promotes the incorporation of gender issues in the agenda of target groups within its programme.

Concluding Remarks

The task of integrating gender responsiveness in environmental planning and management is still in its infancy. Building on the participatory culture of efficient urban environmental planning and management, the implementation of gender responsive EPM concentrates largely on the practical benefits of facilitating the inclusion of as wide and complete a stakeholder base as possible. Gender responsive EPM recognises that, by virtue of their traditional social roles, men and women face different environmental issues, and are also custodians of different environmental resources. The entire EPM process – gathering information, consulting stakeholders, strategising and action planning, and implementation – is greatly enriched by the contributions of all parties. Institutionalising gender responsive EPM works hand in hand with the task of institutionalising the EPM process – an ongoing process of acceptance, assimilation, and implementation.

As the case studies show, however, making EPM more gender responsive is not simply a question of ensuring an even gender balance in meetings. Gender responsive EPM needs committed political support in its early stages if it is to be accepted and operationalised. Simple physical changes – times at which meetings are held, availability of childcare, location – have a large impact on participation. Other capacity-building changes – training, workshops, NGO and CBO support – take longer but also result in more longterm effects, empowering all stakeholders to participate fully and confidently in the decision-making process.

Gender responsive EPM cuts across all stages and all levels of the EPM process, and as such, is not to be regarded as a stage in the cycle. Rather, it is an element underpinning the cycle, a fundamental principle upon which sustainable and efficient environmental planning and management is based. This Source Book has been designed to provide people and programmes working in the urban

environment with an overview of the rationale for, and benefits of, gender responsive EPM. The challenge which now faces urban planners and managers, and support programmes, is how best to go about incorporating the lessons of experience in gender responsive EPM described in this book into daily city practice. It is expected that individual programmes and cities will adapt these lessons to suit their own needs, drafting training materials, developing curricula and documenting their own activities to build a global repository of gender responsive EPM experiences to support urban planners and managers everywhere.

Part 2

Case Study Summaries







Case Study Summaries

This section presents summaries of the case study experiences which form the basis of this book. The case studies have been drawn from twenty countries across the globe. The Source Book was developed using a three stage methodology: (1) writing and gathering city experiences with gender responsive EPM; (2) an International Workshop discussing city experiences with gender responsive EPM; and (3) the development of a Source Book on gender responsive EPM.

These summaries aim to provide short, easily readable case material, which can be used by city managers and practitioners as a reference in their daily operations. The summaries capture the experiences of cities at every stage of implementing the gender responsive EPM process.

The summaries highlight the key features of gender responsive EPM in the case studies. All the summaries follow the same pattern of presentation: Introduction; Urban/Environment Context; Experiences with a Gender Responsive Environmental Planning and Management (G-EPM) Process; and Lessons for the Future.

The contacts of authors and cities which participated in the process are provided at the end of each

summary. This is expected to facilitate access to full texts of case studies to interested readers.

The summaries indicate that integrating gender expertise and participation into the environmental planning and management process leads to increased efficiency in urban environmental planning and reduces cost. City experiences show that both women and men should participate in environmental planning and management if sustainability is to be ensured. The historical situation where women only concentrate on the implementation of environmental management, with hardly any role in planning, is viewed as retrogressive to environmental planning and management. A G-EPM process has the goal of ensuring that both women and men effectively participate in both the planning and management of the environment.

Addressing gender needs offers a chance to place investments more precisely and to avoid the planning mistakes and imperfections which have been perpetuated over the years. Effective G-EPM involves creating forums for debate and suggestions on gender responsive urban environmental planning and management, incorporating gender needs into strategic planning, and putting gender responsive measures into practice.

Involving stakeholder groups such as women's organisations and gender experts in the planning process mobilises specific expertise and attention. Through this process new partnerships between and among different actors such as NGOs, CBOs and Municipal institutions relevant for sustainable urban development are established. This leads to a more user-friendly environment and therefore more sustainable urban environmental planning and management as reflected in the summaries provided in this section.



Al Naseryah Urban Improvement Project, Aswan, Egypt

Introduction

Al Naseryan Urban Improvement Project began as a pilot project in Naseyan District of Aswan in Egypt. It was an initiative of the General Organization of Physical Planning (GOPP) of the Arab Republic of Egypt and the Germany Development Agency (GTZ) of the Federal Republic of Germany. Since 1983 GTZ has cooperated in a consulting capacity with the government of Egypt in urban planning for medium size Egyptian cities.

During the Naseryah cooperation, the active involvement of all stakeholder groups in improving infrastructure and services within low income 'unplanned' areas was identified as a priority. In this particular case, the project had the task of finding financially and socially acceptable means of working with the communities to improve their living conditions.

Assessment had indicated that the housing conditions were poor, infrastructure was run down and services were hardly provided. To respond to this situation, the programme had the goal of mobilising, creating awareness and training communities in technical and administrative skills relevant for addressing their housing, infrastructure and service needs.

In 1986 a decision to start working with the Al Naseryan community was reached and later in 1987, the Al Naseryah Urban Improvement Project was started at Nasriya. The latter was chosen as a pilot site because the residents had already started addressing the environmental problems facing the community.

Urban environment

Nasriya is the most populated urban district of Aswan. With a population of 50,000 it forms a quarter of the total population of Aswan. The housing situation is poor in terms of building materials, infrastructure, services and maintenance. This situation has affected the quality of life and general economic production. Before the project started, Nasriya was connected to the main Municipal water system by an eight inch pipe and there were only 15 public water points for the whole population. The water pressure was low and only the lower parts of Nasriya could get sufficient water, other community members had to laboriously carry their water up the mountain for household use.

Only four per cent of houses were provisionally connected with waste water disposal, sewerage flowed into the canal, while cesspits used for disposing human waste were small, resulting in the need for frequent emptying. Domestic refuse was either stored on roofs, if it was useful for recycling by the households, or was dumped along streets, open pits or in the flood water canal which was already polluted by a fertilizer factory and the Municipal hospital. Thus large quantities of refuse had piled up along the walls of the canal near all major access roads.

Apart from the poor water and sanitary situation, the area also lacked social services and amenities such as recreational facilities. There was no local community organisation to address the problems facing the area. The project thus came up with three objectives aimed at changing the environmental situation:

- general urban improvement for the whole area with particular emphasis on infrastructure, especially sewerage and sanitation;
- improving awareness among women and improving their living conditions; and
- strengthening community organisations and close collaboration with Municipal and related agencies.

Experience with a gender responsive EPM process

A wide number of community organisations, including women's societies with the support of technical experts, collected information and set project priorities using a participatory and consultative methodology. The women's societies transformed the traditionally dominated male society into a much more equally balanced one. An increasing number of women played a role in decision making, with some playing conventional men's roles, for example, cutting and filling the ground for installing a sewerage and sanitation network.

In order to address the problems facing Al Naseryah community the project came up with the following strategies:

- through community organisation and support of external experts, the Nasriya community drew the attention of the Municipality to recognise the area's problems and the need for improvement of the settlement;
- clarification and identification of issues affecting women and men, in order to reach an appropriate environmental strategy for the settlement;
- the grouping of the communities according to their origin resulted in strong community organisations. The organisations maximised people's participation and ensured efficient use of all available resources.

The original implementation period of the project was three years, this was extended for an additional nine months due to technical and financial considerations. The specific areas addressed by the project included land buying and development of infrastructure, including a waste water network, water supply network, and garbage collection. Other activities undertaken included services such as development and improvement of service centres such as schools, youth centres, recreational areas and kindergartens as well as the promotion of social programmes. The latter included enhancing community participation, this resulted in the formation of Community Development Associations (CDA).

The involvement of the people in the project was ensured by the formation of 'Public Organisation Council'. With the support of the GTZ and Aswan governorate, the community prioritised their problems and designed strategies for addressing them. The first priority was water and solid waste disposal. The community undertook the digging of lines for laying pipes, while GTZ provided tools and technical advice.

To implement the project, a working team consisting of a project director and specialists from different Municipal Departments were attached to the project.

The representatives of each quarter of the Nasriya community were responsible for mobilising the community to support the project team in their task. To achieve its objectives, the project adopted a gender responsive EPM process which endeavoured to ensure the inclusion of all stakeholder groups and expertise in collecting environmental information, designing environmental strategies, implementation and institutionalisation of the process.

A concerted effort of the community, experts and the project team realised the laying down of the main water lines, followed by household connections to interested members of the community, and the construction of septic tanks for solid waste disposal. In addition, the project constructed a new water supply network adequate for the whole area. In order to guarantee permanent water supply with adequate pressure in the upper part of Nasriya, a pumping station was built on the main line. Most of these activities were carried out by the residents of Nasriya.

The project also addressed garbage collection. The Federal Republic of Germany financed the purchase of five vehicles, which the residents were to maintain. The CDAs submitted a detailed plan outlining the role of the community in refuse collection. The existence of strong community organisations based on the inhabitants' origins resulted in long term commitment with women playing a major role. The participatory methodology was used throughout the gender responsive EPM process

Lessons

The Al Naseryah experience is unique both in Aswan and Egypt. The participatory approach ensured the involvement of a range of stakeholder groups and actors in addressing environmental issues. The methods and procedures for public participation were based on the CBOs representing residents of Nasriya with different cultural backgrounds. This integration resulted in their needs being addressed by the project.

The active involvement of women and men has shown that through gender responsive EPM even a traditional, conservative society can facilitate the participation of women. Further, the involvement of all stakeholder groups has ensured the provision of the infrastructure and essential services needed by the community. The project has also acknowledged the need for continuous capacity building for various groups, instead of focusing only on specific programmes. Further, the participatory approach should be institutionalised throughout the gender responsive EPM process while research on gender responsive EPM should continue.



Promotion of Sanitation among Households in Luzira, Kampala

Introduction

Luzira is located in Nakawa Division, East of Kampala District. It has a population of about 50,000 and at the point of project initiation, critical urban environmental concerns included mainly overcrowding and poor housing. Most of the houses were poorly constructed, lacked windows and were on the verge of collapse. Most of the houses are built on land unsuitable for residential development. The area is prone to flooding and related health hazards associated with poor sanitation, including the outbreak of water borne diseases.

Urban environment

The unplanned development coupled with bad terrain resulted in blocked drains. There was inadequate collection and disposal of refuse by the Kampala Municipal Council; resulting in uncontrolled volumes of refuse, mostly generated from a local brew (malwa) which is an economic activity largely undertaken by women.

The majority of households (77%) use communal toilets, 2.5 per cent did not have toilets, while 12.5 per cent do not have bathroom facilities. Since the toilets are shared by large numbers without appropriate care and control, there is overuse and

general deterioration. Apart from congestion and unsanitary conditions, most of the toilets are improvised structures built on soggy ground and located too near the houses. They are dilapidated, some do not have doors while others have no roofs.

In response to the poor environmental situation, Luzira Parish Anglican Church initiated a pilot project to promote sanitation among households in Luzira. This was done with the gender responsive EPM process in mind. The church realised that there were distinct differences between women and men in their roles, responsibilities, constraints and opportunities; especially in respect to women's production and reproduction responsibilities.

The project came up with a number of objectives:

- construction of improved latrines;
- identifying grounds for refuse disposal;
- improving the drainage system;
- training households on provision of safe drinking water and its storage; and
- improvement of household hygienic practices.

Experience with a gender responsive EPM process

The project was conceived after a situational analysis of the area through both formal and informal consultations with a broad spectrum of community members. These included local leaders, opinion leaders, CBOs and landlords. A survey of the community was also undertaken. The objectives of the survey included:

- getting an insight into the community understanding of the importance of sanitation, including their attitudes, values and beliefs;
- identification of major environmental problems in the community; and
- identifying opportunities and constraints for women's involvement in the project.

The project used field interviews, informal dialogue, focus group discussions and participant observation methods in gathering information. This was followed by a participatory planning workshop organised for all stakeholder groups. A construction of the problem tree for the community was done, causes and effects outlined, strategies identified and objectives formulated. This was done with the general agreement of stakeholder groups on the issues affecting the lives of Luzira community.

With the survey results, the stakeholder reached a consensus on the general problems within the community. These were poor sanitation, lack of immunization facilities, inadequate family planning services, and low levels of AIDs awareness

and counselling services. Out of these problems, poor sanitation was identified as the priority problem needing immediate attention. Once this was agreed the pilot areas were mapped and five out of 23 zones were selected. This was followed by an identification of activities for achieving specific objectives.

The suggested activities included mobilisation and sensitisation of the community, training of trainers (TOT) and community environmental educators, selection of village committees, and service delivery which included evening health education classes, home visits, construction of model latrines, proper disposal of household wastes, improvement of the drainage system, provision of safe drinking water, monitoring and supervision of activities and reporting.

In order to ensure effective gender participation, the gender division of labour for each activity was delineated, taking into consideration gender, age, gender patterns of work, the interrelationship between women and men, time allocation, activity locus, access and control of resources for carrying out activities, and access and control over the benefits derived from the mobilisation of resources. This process allowed the development of strategies and action plans for implementation of the project. Both women and men were well distributed in formulating action plans, assigning responsibilities, making budgets, work plans, and strategies for monitoring project performance and evaluation.

During implementation the project ensured that both women and men were represented in the project management committee. It was a requirement of the project that the community identified two women representing the five zones to be co-opted in the project management committee in addition to the vice-chairperson and a treasurer who were women. The project had a goal of ensuring women's representation in every zone.

Apart from the management committee, the project also ensured that the training of TOTs included women who were to hold environmental awareness seminars in the community, and to train the community environmental educators in each zone. In total, four

women and six men were trained as TOTs. The location of the training was appropriate for women, it was carried out within the village; while meetings and seminars on health education were organised on weekends and conducted in the evenings - this proved very convenient for women.

Women were educated as users of services. This contributed to positive attitudes on hygienic use of facilities. During the construction of toilets, women provided labour, food, water and supervised general hygiene.

The project put in place a number of measures aimed at ensuring sustainability. Home environment competitions were organised every six months, monthly clean-ups were initiated by local councils, the project provided material support, including the purchase of motorcycles and bicycles to facilitate transportation of project manager and TOTs. The TOTs are given a little monthly incentive of US\$ 50. The project also provides financial support for training seminars and other administrative costs.

Lessons

The inclusion of women and men in the project right from the information gathering stage to implementation and management was a recognition of the contribution of both women and men. Both genders took part in identifying the major environmental problems - the causes, effects, and alternative actions. The consensus building among both gender and stakeholder groups helped develop a sense of ownership and commitment resulting in efficient implementation with high chances of sustainability. The project has proved different from its predecessors due to its gender sensitivity and effective stakeholder groups participation.



Women's Committees in the Sustainable Ismailia Governorate Project, Egypt

Introduction

The Sustainable Ismailia Governorate Project (SIGP) is located in Egypt. The project addresses environmental issues using the Environmental Planning and Management model and encourages and facilitates the participation of all stakeholder groups. Both women and men define prevailing environmental problems and strategies aimed at addressing the problems. Women's participation at both the management and implementation level is prominent. The project national director is a woman and out of nine technical field staff, five are women.

The Environmental Planning and Management process within SIGP has integrated gender responsive EPM in improving environmental and technical expertise by collecting gender disaggregated data, and improving environmental strategies and decision-making by involving all stakeholder groups. In particular, the project enhances the capacity of women by offering training courses.

SIGP has developed structures to ensure gender responsive EPM. One of these bodies is a Non-governmental Organisation called 'Association for Development and Environment'. The association was established in 1993 with the aim of promoting

sustainable environmental management and development. The association draws its membership from the youth, women and specialists drawn from different backgrounds. After a few years in operation, the association realised the need to integrate women in the planning and management process.

The social problems facing the Ismailia community was mainly brought about by economic inequalities. The area, which had been upgraded in 1989, was inhabited by people belonging to two social classes: the original dwellers who are of low income status and high income groups who bought land in the area and built comparatively better structures, demonstrating their different class status. There was conflict between the two groups created by their children. The children from the low income status group were idle with a number not attending school. This contributed to their being a nuisance to the high income group by causing damages to their cars.

Urban environment

The Association for Development and Environment is faced with various physical and social environmental problems. The physical deterioration of land within Ismailia is reflected in the areas surrounding residential houses. Areas meant to be green had been turned into refuse dumping grounds. This provided breeding ground for rodents and insects and was also a source of serious pollution and an offensive smell. Other areas were full of neglected plants which also attracted flies and mosquitos.

The project had the responsibility of upgrading one informal settlement within Ismailia, Al Haloos. The area had about 4,000 people and lacked the necessary infrastructure and services such as portable water, electricity, sanitary facilities, drainage and roads. A survey conducted by the Women's Committee found that 60 per cent of the dwellers were women. Illiteracy among women was very high with that of elder women reaching 70 per cent. 25 per cent of girls did not have a chance to go to school. Thus, the project had the major goal of changing the pathetic environmental conditions and related social problems using gender responsive EPM.

The Association for Development is the main organ charged with development of Ismailia. It had six key objectives:

- improving and developing the environment;
- preparing studies, consulting and cooperating with government and other actors regarding support and implementation of environmental projects;
- searching for different national and international financing sources for project implementation;
- providing loans to individuals for environmental projects under the supervision of the association;
- holding symposiums and training courses aimed at increasing public environmental awareness and
- encouraging and facilitating participation of women in environmental planning and management.

Experience with a gender responsive EPM process

After several meetings the Association realised the importance of involving women as a stakeholder group, in order to facilitate their participation in project planning and decision making. This resulted in the establishment of a 'Women's Committee' in 1995. The committee had three key objectives:

- gender sensitive improvement of environmental information and expertise;
- involving women in decision making, and
- building institutional capacity for integration of gender in environmental planning and management.

The association with the support of the Women's Committee has succeeded in gathering information on both women and men and implementation of a number of projects. The committee comprises of women members of the association, who live within the project area where the associations office is located. The Women's Committee also has women members drawn from professional groups, such as teachers and doctors working in the Ministry of Health. The Women's Committee holds regular meetings to discuss environmental and development issues and problems concerning women living within the area raised.

In a bid to improve environmental strategies and decision making by involving all stakeholder groups, the project formulated issue specific working groups for prioritised issues. The project also offered training courses for the community. One course on leadership is offered only for women, while others are attended largely by women and a few men.

The strategies adopted by the project ensures that women are included in the working groups, in any meeting the numbers are more than 30 per cent. Of the six issue working groups, three had women as their coordinators. Through these strategies women and men participate in discussing priority environmental and developmental issues in order to come up with alternative strategies for addressing issues relating to the environment.

In a bid to rehabilitate the waste lands, the Women's Committee formed working groups with a goal of discussing and coming up with solutions to the problems facing them. With the help of the authorities of the district and technical advice and expertise from Suez Canal University Faculty of Agriculture, the Women's Committee, together with the working groups, managed to transform the land surrounding the Al Sheik Zafed estimated at 300 square meters from a refuse dump into a beautiful public garden filled with trees, flowers and grass. The district authorities provided trucks for removing garbage, the experts from Suez Canal University gave advice on the most suitable types of plants and soil. To avoid a decrease in water supply to households, underground water was dug for watering the garden. This was done with the support of the University, who analysed the ground water and approved its suitability. Seats were provided within the park and the Women's Committee was able to use the area as its meeting place.

The project also used the same method to rehabilitate another waste land, Al Safa. The working group mobilised dwellers for discussion and agreement on how to turn a wild neglected area full of flies and mosquitos into a beautiful garden full of plants and flowers. Again, with the support of the University, district authority and Global Environment Facility (GEF) Programme, the project bought suitable trees, built a fence, walking paths and fixed pipes for watering the garden.

Apart from the rehabilitation programmes, the women's committee also organised mobile clinics which offered medical advice on birth control and preventive medicine; and dispensed basic medicines and treatment at no cost. The problem of children being a nuisance factor was solved by keeping the children busy. A library for children was started in the associations main office. A working group comprising mainly of school teachers was formed and entrusted with the library. To supplement the library, and also bring children together, a drawing competition for children was held and prizes given. Further, through the efforts of the women's committee, tuition on different subjects was offered to older children. The project also supported women in improving their living standards by offering training in tailoring.

Lessons

This project clearly demonstrates the usefulness of involving stakeholder groups. The combined effort of two public authorities (the university and the district authority), the community (through the Women's Committee) and an international agency (the Global Environment Facility Programme) has changed a refuse dump and a wild neglected area into beautiful public gardens. It has provided relevant activities to children who were previously a nuisance, making them responsible citizens, offered medical advice on birth control and preventive medicine as well as necessary medicines and treatment at no cost to the community.

The project also demonstrates that when right structures are established, both women and men are able to effectively participate in project planning, implementation and management. The 'Women's Committee' has managed to spearhead the environmental activities within the project area and its approaches can be replicated elsewhere.



Selective Solid Waste Collection and Recycling in Recife, Brazil

Introduction

Recife is the capital city of the state of Pernambuco in North East Brazil. Commerce and service provision are the most important economic activities within the city. The Municipal Council largely relies on community approaches for service provision as opposed to public services.

An integrated sanitation programme encompassing drainage, sewerage, refuse removal and health promotion is implemented by a decentralised administration. This approach involves using local and regional structures in addressing health and environmental problems. It has resulted in the Municipal structures working closely with different actors, including NGOs and CBOs. The approach is expected to improve environmental management and enhance sustainability.

Urban environment

Drainage was one of the most serious problems facing the city of Recife. The absence of a sewerage system and the lack of community awareness on efficient waste management resulted in flooding caused by waste disposal. This degraded the environment through surface water pollution and contributed to water borne diseases.

Before the solid waste collection project, waste was mainly handled by men, in form of trade on recyclable materials. The waste recycling industry employed 1,100 workers, 94.1 per cent of whom were men. The project aimed to change this trend by promoting women's involvement in waste management. Through the programme both women and men participated in the informal selection and trade of recyclable materials. This was done not only for economic purposes, but also with the goal of reducing environmental hazards.

The objectives of the project included:

- promoting environmental improvement;
- reducing extra cost on public services;
- improving hygiene and environmental education; and
- meeting gender needs on income generation.

These goals were to be achieved through various planning and action strategies including:

- mobilising public support and participation;
- improving policy intervention;
- strengthening service delivery; and
- building institutional capacity.

Experience with a gender responsive EPM process

The project adopted a participatory process by bringing together all stakeholder groups. The abilities, potential and interest of women and men were identified. This was aimed at understanding and overcoming some cultural and social constraints which affect women and men. Subsequently, gender specific aspects were worked out and different tasks and responsibilities distributed.

The selective solid waste collection programme adopted gender responsive EPM process which encouraged strong linkages among stakeholder groups and encouraged participation. The identification of capacity, needs and subsequent training offered increased women's participation in decision making.

The project has resulted in two major initiatives: the pilot project on Integrated Actions on Health, Education and Environment which have been implemented by the Ministry of Health, and the pilot plan for Municipal Capacity Building on Environmental Education by Ministry of Water Resources, Environment and Legal Amazon.

The participatory approach encouraged by the Community Health Care Promotion (CHCP), which the Municipal Authorities started in 1994 within its Urban Cleaning and Maintenance Unit (EMLURB), has brought changes in the area. The

programme is linked to the Municipal Health Secretariat and involves 1,256 community health care actors, 85 per cent of whom are women.

The Communal Selective Collection Project (CSCP) is implemented in middle, lower and low income neighbourhoods. Priority is given to neighbourhoods with difficult access to conventional garbage collection. To encourage the separation of materials by households, they are offered the possibility of exchanging the separated materials for food, meal tickets or construction materials for group building. The exchange is made by each household individually or collectively depending on community decisions.

The support to selective collection by the informal sector is meant for the groups active in informal waste trading. They include street pickers, cart pullers and rag pickers at the main city dump. All three groups have low education and can only offer unskilled labour. This method eventually proved so effective that it attracted established commercial agents, including middle and higher income groups to regularly participate in the process.

The Voluntary Delivery Spots operate special containers for segregated collection of recyclable materials. Besides providing a means for appropriate disposal of recyclable wastes, they also educate the community. Although the project was initiated by the Local Authority, it is being gradually handed over to community based organizations or informal groups. However equipment maintenance and social monitoring remains a public task.

EMLURB organises training of trainers (TOT), which provides a forum for discussing the competing and conflicting interests of women and men in project participation. During this forum, a general consensus on how to achieve the objectives are discussed and agreed upon. This approach makes it possible for multi disciplinary teams to work together on research, planning, implementing, monitoring and managing environmental projects.

Playing a multiple role in the maintenance of the urban infrastructure, EMLURB contributes a deeper

integration within the different services. This is relevant in a city where drainage problems can be solved or easily reduced by regular waste collection achieved through behavioural change.

Through EMLURB, the active involvement of the informal sector, which was largely male dominated, and CBOs which are mostly composed of women's groups, has been ensured. This has contributed to the exchange of information and skills on recyclable materials and trading.

Lessons

In spite of the progress made in actively involving stakeholder groups, the lack of an efficient institutional framework affected project activities whenever there was an administrative transition. There is therefore a need to build an institutional framework in order to ensure continuity, especially during administrative transitions. The project should not rely only on heads of departments and programme coordination for continuity. The project has pointed out the need for effective use of the media in educating the communities on issues related to gender imbalance in order to break the social and cultural barriers existing between women and men.

Apart from the above achievements, the project has provided good lessons for designing a good marketing strategy for recyclable materials. This can both promote well being and also ensure good environmental planning and management.

The project has improved environmental management. Under its umbrella, several complementary and integrated projects have been initiated. The programme has a number of components, including voluntary delivery spots, communal selective collection and support to informal selective collection.

Social control has been improved through regional work and involvement of the Health Care Promoters. All the carts are now licensed and special areas for inspection have been defined where there was visible concentration of pollution of waste. Finally, the promotion of interaction among social and inspection teams, community and institutional control, adding new points of view by gender analysis has made the implementation of environmental strategies in general more effective.



Future Workshops - From Vision into Action: Women's Role in City Planning in Heidelberg, Germany

Introduction

Heidelberg is located on both sides of the river Neckar in the South of Germany. It is an old well known city, visited by millions of tourists every year. It has a population of 131,837 people of which 53.2 and 46.8 per cent are women and men respectively. About one fifth of the population are students enrolled at the University of Heidelberg, University of Pedagogical Sciences, Jewish University and the University of Music. The US Army's European headquarters and NATO headquarters are also located in Heidelberg. Most people live in flats, altogether there are 66,135 houses and flats which provide an average of 37.5 square meters of space per person.

Public transport includes trams and buses covering all boroughs of the city and connecting to other areas. The city has one main and several peripheral train stations. The city provides 80 kilometres of cycling paths to encourage the use of bicycles. Traffic has been a major issue of concern and has been a target of many efforts towards reduction of CO2 emissions. In response to the situation, the public transport system has improved during the last fifteen years.

There is a little industrial activity in the areas of printing, specialised car supplies, small chemical industry, sanitary ceramics, biotechnology, surgery instruments and several publishing trusts.

Urban environment

The Heidelberg project was concerned with contributing to the City Development Plan of 2010. The project identified areas of concern in preparing the plan: preservation of resources, social justice, environmental protection and public participation. In addressing these issues the project considered the general orientation, built environment, regional cooperation, work and employment, mobility and transport, social life and culture.

Preparing the City Development Plan 2010 involved setting up a special committee which managed public participation and discussions. The Committee gathered 360 proposals and amendments stemming from participatory processes, including effective participation from women.

The project realised that the participatory approaches that were in use did not sufficiently encourage women to participate effectively. This meant that women's perspectives, needs, demands, ideas and visions were not being accommodated in the planning. Participation was mainly coming from male representatives of relevant stakeholder groups. Subsequently, the planning process was found inadequate and strategies to change it were designed. In response to this situation, the city's gender department used gender responsive EPM to address the problem. An effective methodology for enhancing women's participation in each of the city's 14 boroughs was designed: the Future Workshops Methodology.

Experience with a gender responsive EPM process

The Future Workshops Methodology was developed to ensure that planning is not left solely in the hands of male experts, politicians and business-persons. The methodology is based on the fact that any planning process has to take into account the perspectives of all those being planned for. It is a participatory and consultative mechanism which identifies needs as well as searching for consensus on action plans for implementation.

The methodology is designed to facilitate the involvement of stakeholder groups, and in particular assist them in developing their vision. The dates of Future Workshops are chosen in accordance with women's needs, they are held within the boroughs convenient to women, and professional child care is provided throughout the workshops.

The methodology consists of a one day seminar made up of three major phases: Critique, Utopia and Realisation. These three phases are facilitated by a trained moderator, equipped with group work techniques and equipment. The process is meant to raise the level of brain storming, creativity, vision and decision making.

The *Critique* component provides a forum for discussing problems, identifying critical issues, expressing opinions and discussion. The forum is organised in small groups and issues and opinions collected are gathered in order to identify key areas of focus.

The *Utopia* stage encourages participants to develop a new vision of an ideal city and borough which clearly defines what they feel is needed for citizens to feel at home, safe, healthy and happy. In this stage the moderator encourages participants not to discuss but purely to gather ideas before considering their advantages and disadvantages. The moderator gathers ideas and visions visibly on a big board and enhances the visualization as much as possible with drawings, symbols and pictures.

In the *Realisation* stage, the ideas are discussed in regard to how they can be put into practice. To structure the discussion, the different ideas are rated roughly and the most promising ones discussed first. Participants are asked to gather examples of where the ideas have been implemented and consider the results and experiences to discuss possibilities of transferring specific measures to their own boroughs. If there are no examples at hand, participants are encouraged to discuss the advantages and disadvantages on the basis of their knowledge and experience. The key aspect of this phase is to plan the implementation of the idea to the utmost possible detail in order to realise the plans. A successful Future Workshop ends with putting together a detailed plan of action including assigning tasks and roles to participants.

Effecting the Future Workshops methodology entailed working very closely with women's groups and organisations in preparing and organising women within the 14 boroughs. In total, 177 women participated in the 14 workshops held in 14 boroughs in Heidelberg. The participants included women of all age ranging between 25 to 50. A large proportion were mothers with children who worked either as housewives but intended to get back to working outside the home, or mothers engaged in other activities.

Gender research conducted at the University's faculty for Social Sciences support the Future Workshops process. Such research has included safety and security within the city, needs and interests of young mothers in the city and the future workshop itself. In some cases, gathering the data has involved women who are active members of the future workshops. The results of such research is made available to the gender department and the city council, who in turn use the findings as appropriate. The Faculty also keeps in touch with the groups in the boroughs and individual women on a regular basis in order to provide support and consultation where necessary. Overall, the data collected serve as a useful resource in the planning process. The gender department provided a report on 'Women's Perspective on Urban Development in Heidelberg' which was incorporated into the amendments for city development plan and used as a basic resource in the City Development Plan 2010 - Guidelines and Goals.

The future workshops methodology mobilised women and resulted in women's needs and ideas within the boroughs being accommodated. It has improved communication within the boroughs leading to large networks of cooperation and exchange of information, identification with local environment, and motivation to participate and contribute to issues affecting the respective boroughs. Women feel encouraged and empowered to contribute to community life and politics. They are aware of the opportunities and responsibilities and can transfer their skills elsewhere. The positive outcome of involving women is reflected in a number of concrete actions and ongoing projects which gender involvement has yielded within the 14 boroughs. Some of the actions and ongoing projects include:

- creating safety and security for women by having new routes for cyclists;
- changing the stop of the weekly city library bus to a more convenient place;
- converting a large parking lot in the city centre into a children's playground;
- improving street lights;
- planting trees and bushes along streets;
- carrying out surveys with local children and youth to gather information on their needs and suggestions regarding their urban environment; and
- lobbying for green areas, parks and meadows of church or private property to be opened to the public.

The actions integrated in the gender responsive EPM process have been institutionalised. Groups have been created in the boroughs to continue the work long after the workshops. These groups continue to build long term gender responsive capacities and helps to institutionalise the workshop mechanism, through continuous networking and awareness. Further, their direct link with the gender department of the council provides continuity in institutionalising the gender responsive EPM process.

Lessons

The participation of women has provided numerous constructive and indispensable contributions to improving the physical and cultural environment, and is expected to result in sustainable urban development. The participation of women has not only resulted in their views and ideas being incorporated in the Development Plan but has also given birth to a number of actions and ongoing projects by the women's groups formed in the boroughs. Maintaining women's groups in the boroughs is important for building long-term gender responsive capacities and helps to institutionalise the G-EPM process.

The Future Workshop Methodology has made participatory processes better known and appreciated by the Local Authority, other stakeholder groups and the general public. Individuals have developed numerous and detailed visions of the future of their city. Many problems have been addressed effectively through communication and networking in the boroughs, which has encouraged identification and sharing problems.

The project recommended several measures which need to be taken to improve and sustain women's participation in decision making. They include; capacity building as it relates to developing visions, ideas and practical strategies for implementation; ensuring that women's inputs are used by Local Authorities, adequate resources for participatory processes, broad participation by other stakeholder groups and the general public, especially the media. The media was recommended because of its ability to publicise the ongoing activities and contributions of stakeholder groups.



Swarna Jayanti Shahari Rozgar Yojana Programme, Guntur, India

Introduction

Swarna Jayanti programme is located in the Municipal Corporation of Guntur in India. The Municipal has a population of 470,051 with a total of 103,991 households, population density of 10,265 persons per square kilometre and an urban growth rate of 1.8%. The per capita income is \$300 with an unemployment rate of seven per cent. The sources of employment include; agricultural based industries of tobacco, chillies, jute, cotton and granite products.

The city is well connected with all the major towns in the country by both road and rail. There are a number of tourist attractions: Buddhist centres in Amaravathi, and Nagarjuna Sagar, woodlands, boating facilities and deer parks add to the number of tourist attractions.

Among the priority concerns of the city are urban poverty alleviation, environmental protection, primary education and primary health care.

Urban environment

The Municipal Corporation of Guntur faces a number of problems. A total of 15 per cent of the population have no access to safe drinking water, while 50 per cent have no appropriate sanitation facilities. While it is estimated that by 2025, 50 per cent of the Indian population will reside in cities and towns, the Municipal Corporation of Guntur has 40 per cent of its population living below the poverty line.

The city suffers from traffic congestion, housing shortages and increasing numbers of poor housing, infrastructure and services such as education, health, roads, electricity and garbage disposal. There is also degradation of the ecological environment, unemployment and increase in crime. The city lacks adequate resources, and skills for coping with the demand of urban life as well as awareness regarding various environmental issues.

The Swarna Integrated Programme aims at addressing these urban problems by mobilising, organising and empowering communities, especially women, to address environmental issues. The programme realised that women constitute half of the population in India but they are not well integrated in accessing and controlling resources, including planning and managing the environment. There are three main factors which make women's integration necessary: women are more involved in bringing up children, women form some of the poorest of the poor at the family level and are subjected to exploitation by men due to their lack of education. This is in spite of the fact that women are considered better educators on personal and domestic hygiene, sanitation and tree planting among others.

Experience with a gender responsive EPM process

Through the gender responsive EPM process the programme carried out a survey aimed at understanding the environmental conditions of the communities. The survey instrument was designed in a way so as to get adequate and essential information on women in each household. Women's perception regarding the environmental conditions, infrastructure, services and interest in group activities were recorded.

Through the gender responsive EPM process the city of Guntur has mobilised and accommodated groups which have often been outside the formal planning and management such as women, private sector groups and other marginalised and disadvantaged groups. In addition to bringing in women, the Guntur programme has brought in private sector participation through Green Guntur Committee, a forum with the objective of making Guntur clean and green. Through the committee, the Indian Tobacco Company (ITC), a private sector organisation, has taken up environmental protection by planting nearly 10,000 trees along the avenues, main roads and residential areas of Guntur.

The programme considers that neighbourhood groups have a better understanding of the environmental conditions around them. Thus, during the process all

stakeholder groups: women, men and children are involved through a three-tier participatory community structure. The structure include neighbourhood groups (NHG), neighbourhood committees (NHC) and community development Societies (CDS). These structures are further facilitated by Resident Community Volunteers (RCV), and a Community Organiser (CO) who is a functionary from the Municipal Corporation. The latter ensures that the priorities and needs of the communities are integrated in broader strategies set up by the Municipal Corporation.

The structures, with the support of external technical expertise, mobilise and organise communities and further facilitate understanding of the environmental conditions. Specifically, women centred discussions and demonstrations are held to sensitise women to environmental hazards which affect them and their families. Through these structures, both local and external expertise is tapped - residents hold meetings, pass resolutions through consensus and design strategies. For example, residents suggest which plants should be planted, methods of procurement of plant seedlings, space for planting and watering methods.

The actual implementation of strategies include women and men. They participate in construction of drains, roads, tree planting and provision and maintenance of sanitation. The programme was designed also to provide employment to the poor, and pays wages for the poorest of the poor who participate in the programme activities.

To ensure the effective participation of women, an exclusive women forum named 'Stree Shakti' (power of women) was formed in the city of Guntur. The objectives of the society were:

- elimination of all types of discrimination against women;
- improvement of health conditions;
- creation and utilization of resources for health, education, development and equality of status of women in socio-economic, political and cultural fields; and
- environmental upkeep through women's participation.

'Stree Shakti' has its local units working at the community level and headed by women. Apart from focusing on overall economic development, these women's organs are involved in environmental planning and management. They hold regular consultative meetings to discuss problems facing women and come up with strategies for addressing the situation. Gender responsive EPM has been institutionalised by building community structures which actively involve women and men.

Through gender responsive EPM Guntur Municipal Corporation has moved away from its previous planning and management methods, which did not consider the inputs of local people. The active involvement of a wide range of stakeholder groups has been put in place due to efficient coordination among the administrative Municipal officers, private sector and the local people. This approach has brought

a change of attitude in stakeholder groups who are now able to appreciate collective action.

Women groups are taking up entrepreneurial activities to have better income and improved living standards. Saving societies consisting of 10 - 15 women have been started and women are able to save. The combined effort of women and men has improved the environment, a number of drains were repaired and new drains built and sanitation facilities provided.

Lessons

The project has provided a number of lessons:

- traditional approaches to town planning are inadequate, and an integrated approach is necessary for achieving long term environmentally sustainable development;
- reaching consensus on priority environmental issues while time consuming, is a worth while investment, and ensures a gender responsive EPM process;
- although lack of financial resources and infrastructural facilities can be a hindrance, much can be achieved with the active cooperation of beneficiaries and other stakeholder groups;
- in order to realise success in the gender responsive EPM process, the city's stakeholder groups not only need to be identified and mobilised but also empowered through legislation;
- programmes should establish measurable and time bound indicators for monitoring and evaluating the gender responsive EPM process; and
- consensus-building across stakeholder groups including politicians assists in building a sense of ownership and commitment among stakeholder groups - this leads to better implementation of management of environmental programmes.



Women's Initiative in Environmental Protection, Hue City, Vietnam

Introduction

Hue is the capital of Thua Thien Province in Central Vietnam, located on fluvial islands in a river delta. It has a population of 230,000, and is exposed to frequent flooding. Hue is mainly a city for tourism and culture. It has a small industrial sector, most of the industries are either small or medium in size. In this regard the city is spared environmental pollution threats since most of its productive activities are largely in environment friendly fields, such as tourism and services.

Urban environment

Hue city generates a total of 3,000 cubic meters of refuse per day, of which about 55 per cent is collected by the Centre for Municipal Environment and Sanitation Management. This is the only government agency charged with refuse collection. Part of the waste not collected by the agency is disposed of through burning, burying while some is dumped illegally on open spaces, drainage and rivers.

The sewerage and drainage system is in poor condition and discharges waste into surface water (ponds, canals and Huong river). Sewers were largely blocked and had unfitted joints, with high chances of polluting ground water. The septic tanks used by 63 per cent of the population are not connected to the drainage system. In most cases the effluent from the septic tanks drains into the ground or flows directly to the water ways. The remaining percentage of the population do not have adequate sanitary facilities, and use either pit latrines, or other methods. Those without sanitary facilities dispose their human and other waste into the rivers, ponds and both public and private open spaces and plots. The worst hit with city environmental problems are about 800 families living in barges and boats without any access to public utilities and services.

The Hue Municipal council is responsible for the overall supervision of implementation of the environment project. It is assisted by a Steering Committee

(SC) and a Community Programme Management Unit (CPMU) which heads the executing units established within each community. The units include Green Volunteers (GV) and basically most local women within the community participate.

The project formulation team identified women as key actors, because women are more vulnerable to pollution, use more water, handle garbage, are exposed to a high rate of obstetric and skin diseases and other pollution related diseases, and are charged with children's education. Thus, the need to focus on women justified the formulation of a project on 'Women Initiative on Environmental Protection'. The project was started in 1997 with Hue City's Women's Union as the coordinating agency. The project aimed at protecting the urban environment and landscape by promoting local people's awareness, improving the local community living environment and facilitating more gender responsive environmental planning and management.

Experience with a gender responsive EPM process

In response to the City of Hue's neglected environmental issues, an environmental project was started. This involved bringing all stakeholder groups, including experts from Departments of Environment and Health Care, City Women Union, Commune Authorities and local women together in a workshop. Through the workshops, the participants, especially women are introduced to the concepts of environmental protection. With the guidance of the experts, women actively participate in discussions and finding out for themselves the problems, both existing and potential, and the solutions for the problems.

The workshops play a key role in raising awareness and preparing communities to participate in environmental protection activities. It also secures the commitment of the municipality and related professional departments to the improvement of the local living environment; and contributes to women being recognised not only as beneficiaries but as the main actors. Once communities are sensitised through workshops, gender sensitive action plans based on data gathered from surveys and field visits

are developed. The plans clearly outline the priority issues, the responsibilities and participation of each partner, schedule and method of implementation.

Through the project, women have participated in environmental education campaigns, improvement of living environment and the general facilitation of gender oriented environmental planning and management. Houses as well as roads, lanes and other public places have been kept clean through clearing existing uncollected garbage dumps, bringing garbage to collection points accessible to the Centre's collection vehicles, and preventing illegal burning and dumping of garbage.

The project has further contributed to the proper maintenance of sewers and the drainage system by frequent examination of drainage/sewerage subsystems and by preventing the discharge of solid waste into the subsystems. Public and private sanitary facilities have also been improved by constructing household toilets, providing dust bins within communities, and constructing community sewerage/drainage subsystems. Overall, the frequent meetings between local women's unions and local authorities on environmental issues and replication of the programme in new areas has facilitated gender oriented environmental planning and management.

Lessons

The programme has managed to bring diversified stakeholder groups to work with women in order to realise efficient environmental planning and management. Government agencies, Non Governmental agencies and Community Based organisations have worked from the onset, beginning with the workshops. This process has encouraged women to use their abilities, participating more actively in problem identification and programme implementation.

Technical information and expertise was also used effectively by tailoring it to the needs of women and the community at large. This allowed the community to fully use information for improving the environment.

Overall, the success of the programme is attributed to strong political support, education and gender awareness among all stakeholder groups. The active and effective involvement of the Women's Union has contributed to the programme being responsive to women's needs. It has also changed the views of politicians as well as other actors on the capacity of women in development. The programme clearly shows that when women are given a chance through participatory approaches, they can significantly contribute to improving the environment.



Consumer Education and Community Participation Project, Kathmandu, Nepal

Introduction

The Nepal Water Supply Corporation (NWSC) is a quasi independent entity accountable to the Ministry of Housing and Physical Planning (MHPP). It is responsible for providing treated water and ensuring hygienic sanitation services to 14 urban centres in the Kingdom of Nepal. As of 1985, 70 per cent of Nepal's urban population had access to safe drinking water, while 17 per cent had access to adequate sanitation facilities. The accelerated urban growth which is higher than the national population growth has resulted in a deterioration of services, including water supply and sanitation.

The NWSC suffers from severe financial and operational weaknesses, and is in need of improvement. A total of 80 per cent of the operational costs are budgeted during planning. However, the budget deficit has forced the corporation to make short term savings at the expense of the quantity and quality of water and much needed maintenance. This has resulted in the dissatisfaction of consumers, which is reflected in illegal connections, tampering with water meters, direct pumping and evasion of water tariff payments.

Urban environment

The consumer education and community participation project in Nepal responds to a number of environmental problems: contamination of the supply, adjacent septic tanks, latrines and polluted surfaces. Further, sewerage and drainage systems developed over the last 100 years can not meet the growing needs. At the same time, many of them are clogged with solid waste; while the majority of houses are not connected due to the unwillingness of consumers to incur expenses. Latrines in areas without sewer are poorly constructed, contribute to ground water contamination, and result in the spread of water related diseases.

In responding to the water and environmental problems, Nepal has embarked on a 15 year Comprehensive Development Programme (CDP) aimed at rehabilitating and expanding urban water supply and sanitation systems. The strategies for implementing the programme include two levels of Community Education and Community Participation (CECP). The first level included establishing a Consumer Relations Unit (CRU) in each branch operation unit of NWSC and formation of Ward User's Committee (WUC) in each ward at community level. Women are active in WUC, just as they are in Ward Development committees which are grassroots political units for local government. Country wide, a total of 36,000 women are members of the WUC.

The CECP programme accommodates women and informs them about the availability and accessibility of water supply and sanitation. Women's primary role as resource managers of households and key water users is a strong motivating factor for enhancing active participation in the programme. The programme has the ultimate goal of providing safe and adequate water and sanitation services to all main urban centres of the Kingdom by the year 2005.

In addition to being a signatory to most United Nations conventions relating to equal opportunities for women and men, Nepal has a Ministry of Housing and Physical Planning directive which states that women should be actively involved in planning, designing and implementing water and sewerage projects. This has made it mandatory to have the equal participation of women and men. In each Water and Sanitation Users Committees (WUCs) operational throughout the country, at least two women are required to be members.

The CDP relies on working with communities and other stakeholder groups in ensuring the availability of clean water and functional sewerage systems. The role of communities is important in ensuring that the systems are not damaged or destroyed once they are in place. This requires improving relationships with consumers, including enlisting their support in the delivery of water supply and sanitation systems. The consumer education project address this through the following objectives:

- improve and maintain the quantity and quality of water supply and sanitation services with coordination and cooperation of consumers and community groups;

- create and enhance the awareness level and educate community members on rational use of water; and
- mobilise and motivate community participation.

Experience with a gender responsive EPM process

A first step in gender responsive EPM was data collection, using a community based approach. Information on wards relating to water supply issues was gathered, and community problems were identified. Informal contact with women was made by female staff before a door-to-door campaign and other information gathering was undertaken. Ward offices acted as grassroots administration and main entry points.

Once information was gathered a series of strategic planning workshops were conducted with all staff members and CECP branch level public relations staff, branch operational managers, line managers and managers separately. At community level, the school teachers, community leaders and youth participated in strategic planning workshops. These workshops gave communities a mandate from the NWSC operational management and also mobilised communities. With all stakeholder groups, including community, the project identified three priority areas: establishing a full scale customer relations unit within NWSC with the capacity to keep management informed of consumer needs; dealing promptly with complaints; and developing and launching effective consumer education programmes and mass media campaigns among communities served by NWSC.

In order to ensure gender responsive planning, additional NWSC staff including women were hired and trained to educate and inform consumers on water, sanitation and health issues. Further, NGOs and community leaders in selected Municipalities were identified, indoctrinated and mobilised. There were also mass media campaigns designed to improve the relationship between NWSC and its consumers. In turn, the community leaders and NGOs organised User Groups and community participation.

The efforts of ensuring gender responsiveness resulted in the implementation of programs which consumers identified with, as reflected in an improved awareness on how community actions affect delivery of water and sanitation systems, how health is affected and how the city environment can be improved. The program resulted in the proper use and care of facilities and timely payment of service charges, a measurable increases in NWSC revenue, and a reduced incidence of meter tampering, illegal connections and general abuse of facilities. Furthermore, replication of the program to other municipalities and wards is being realised.

The programme has established a number of structures and sensitised all stakeholder groups to environmental issues. This has contributed to institutionalisation of the gender responsive EPM process. There is emphasis on equal participation of women and men - in most decision-making structures there are at least two women representatives. The training being conducted is expected to enhance community participation in all NWSC activities. This will foster and act as a medium through which all kinds of environmental programmes can be launched.

Lessons

There are both positive and negative lessons from the programme. On the positive aspects, awareness created by the programme through mass media and community talk is having an impact on the community. Women who have participated in courses in adult literacy are adopting steps in conserving water, while national agencies are replicating the programme elsewhere. These aspects have the potential to institutionalise the project and ensure its sustainability.

The fact that WUCs' presidents are Ward Chairpersons, who are also political leaders, has not been positive to the programme. It has created a gap between communities having a different ideology and interpretation of the CECP programme. Other negative experiences with the programme include women not participating in community talk programmes due to social factors, including negative attitudes. This leaves men to participate in the programmes, making them more aware of issues relating to their environment and how to relate with NWSC. Due to the close links that the programme has with government, some policies and strategies have failed to be effectively implemented due to frequent changes in the government.



Good Governance: New Forms of Cooperation and Partnership for a More Gender Responsive Urban Development in Hamburg, Germany

Introduction

Hamburg is located in unique setting, surrounded by water. The city has the obligation to keep the social fabric of the city intact. The city is undergoing changes and new challenges have to be met through comprehensive planning policies. The economy of the city has been transformed from dependence on the sea port to being a major centre for service industries. Since the re-unification of Germany the population of Hamburg has been increasing by 20,000 people annually.

Urban environment

The process of urban transformation is characterised by new demands for land and housing, growing environmental problems, socio-economic and socio-regional polarisation. In order to manage the changes and ensure sustainable development, the Senate decided in 1991 to set up an Urban Development Office and work out a policy framework for Urban and Regional Development.

The first head of the Urban Development office was a female politician, Senator Muller, who at the same time became the head of the Senate Office for Equal Opportunities. The appointment of a woman Senator

marked a landmark for the advancement of gender issues. It facilitated the mobilisation of both local and external resources and enabled the immediate beginning of gender responsive urban planning and management. Gender planners share ideas at conferences and national meetings. They also publish and exchange experiences on gender planning with other cities.

Such gender sensitive activities offered a chance to combine women's interests with urban environmental planning. Through the female Senator's leadership, several ideas arising from both authorities led to changes in structures and opening up the possibilities for work on gender aspects of urban development. This has further contributed to each head of the Urban Development Office acknowledging the participation of women at all levels of planning and managing urban and regional development. The incorporation of women's interests into urban planning and management has resulted in new ideas and innovative approaches to planning as demonstrated in this case study.

The ongoing economic deregulation and globalisation have a negative impact on women's lives, they can hardly cope with their daily tasks. In order to respond to this situation, women must participate effectively in planning and managing the city. This was realised through an analysis of mobility, district functions and residential buildings by a gender sensitive specialised group of women planners. Their analysis showed that the creation of safety has an influence on the choice of routes and transport modes, particularly during the night. The analysis revealed that working mothers are harder hit by the demands of synchronising different urban time patterns than other working people. With a gender focused approach the authority stimulated public debate on the need to change urban time structures in order to accommodate women within the city. Subsequently the project came up with the following objectives:

- develop visions and approaches for a women's city;
- creating institutional framework for participation of women;
- incorporating gender interests into urban environmental planning;
- increasing efficiency of urban environmental planning and reducing costs; and
- responding to women's needs and incorporating them right from the initial stages of environmental planning in order to enhance productivity and ensure sustainability.

Experience with a gender responsive EPM process

The first step undertaken by the project in ensuring gender responsive environmental planning and management was to develop a dialogue-oriented approach. A council made up of women who figured in public life of the city and women within the three districts covered by the project effectively participated in gathering information. Women representatives of the areas being covered were invited to round table discussions and major questions relating to their lives within

the city were raised: how to improve urban environment and make it more compatible with women's daily lives; how to allow the freedom of movement which allows women to use public spaces in a more suitable way; and the protection of natural resources. The output of the round table discussions were again discussed with local women within the project areas.

The recognition and accommodation of women's professional expertise, women's organisations and gender expertise resulted in the cooperation and active participation of women. Local women and female architects initiated and monitored several public housing projects; a working group of women employed by a building authority was set up; a woman secretary in the Senate Office for Equal Opportunities was appointed and she initiated several projects promoting gender responsive action. A series of 'City-dialogues' were conducted in which the Urban Development Concept was discussed in working groups with interested women; women had a chance to make their comments during formal participation on the zoning plan and the Women's Advisory Council suggested including a gender specific guiding principle in the Zoning Plan.

The implementation of the project was ensured through close collaboration among the three key actors: the Office of Urban Development; the Women's Advisory Council; and the Senate Office for Equal Opportunities. The Urban Development Office is able to intervene if no woman is included in city planning processes, the same office has a list of competent women professionals, which they engage whenever required. The office of Urban Development set up a multidimensional model of institutionalised participation of women professionals, organisations and groups in planning processes. A planning authority linked to the Authority for Equal Opportunities was also set up.

Through the institutional framework created by the project, the Working Group on Women's Concern in Regional Planning produced a position paper which was incorporated in the framework for implementation of the Regional Development Concept; and public debate over the need for change in urban time

structures has been stimulated and implemented. Additionally, numerous activities in housing, neighbourhood planning and community development, including the development of planning theory and methodology, are being realised.

Lessons

The project has developed relevant structures which enhance women's participation in environmental planning and management. The establishment of a gender sensitive new planning authority has resulted in the city developing an up-to-date urban development approach and process. The identification and involvement of active gender planners, experts and women's organisations has facilitated the mobilisation and tapping of resources relevant for ensuring gender responsive EPM.



Establishing a Women-Oriented Cottage Industry in Madaba, Amman, Jordan

Introduction

Madaba City and its surrounding suburbs are situated in the southern part of Jordan. The area lacks proper transport and communication services, drainage systems, housing, hospitals, schools and recreational facilities among others. The area also suffers from severe water shortage, which is further intensified by the effect of a poorly managed cottage industry. The area largely relies on cottage industries which has had an impact on the environment. The activities of the cottage industries produce contaminated waste water which has caused pollution in the area for over ten years. Subsequently, the area experiences severe air, water and soil pollution.

The cottage industries were started with an aim of enabling underprivileged housewives generate income by reviving traditional crafts. Most production units are located within residential areas in houses which lack facilities relevant for supporting such production. The location of industries within residential areas has made it easy for women to commute to work given that the area suffers from transport problems.

Urban environment

The project uses low quality wool which requires a lot of water and chemicals for cleaning. Given the poor drainage system, the industries have had a negative impact on the environment, due to pollution. As opposed to the gender responsive EPM process, the project right from its initiation lacked coordination between the project initiators, local organisations and other stakeholder groups. The project did not make any attempt to facilitate dialogue among the stakeholder groups who were mostly directly affected.

Experience with a gender responsive EPM process

The lack of involvement of stakeholder groups created tension and problems, especially between spouses. The project empowered women with income in a male dominated community without involving the male gender. The shift of economic power from men to women generated family squabbles with some ending in separation and divorce. The inability to put gender responsive EPM in place produced a negative end result which could not be sustained. Although the project enabled women to generate income from the cottage industries and received international acclaim for reviving cottage industries; the lack of involvement of stakeholder groups has made the project not realise its objective of economic sustainability.

Most unemployed men earn their economic livelihood by cultivating land. The emissions of contaminated waste water used by women polluted the soil and jeopardised the men's economic opportunities. Men were left with no opportunities and tried to stop the women's cottage industries by filing complaints to the Health Department in a bid to close the industries. Stopping the industries implies no income for women, while continuing the project also has a negative implication for men, who were largely spouses of the women. This conflict of interests has contributed to tension between women and men, resulting in depression, due to verbal and psychological torture.

Apart from the conflict, the project has also put pressure on women. Dividing their time between their household chores and going to work in the factory has been over-strenuous. There is also increase in mortality rate of infants, miscarriages and stillborn births. The factory work is very demanding and partly contributes to physical disorders such as backaches, headaches and dizziness.

Although the project did not put in place a gender responsive EPM right from the onset, gathering information revealed how the project affected different stakeholder groups. It also revealed the poor working environment. Most of the facilities required were lacking, and the use of unsuitable houses as production units posed health hazards to the workers and the general surrounding populace. The emission of foul smell from acetic acid and the prevalence of contaminated waste water had polluted the air, water and soil. The lack of involvement of stakeholder groups has affected the creation of awareness which was attempted for over ten years. Further, the little efforts made are not institutionalised due to lack of environmental planning and management.

The project has witnessed isolated individual initiatives through informal discussions. For example, a few elite women from Amman started some initiatives through CBOs and NGOs with a bid to improve environmental management, but failed due to poor coordination and commitment from relevant stakeholder groups. Some of these efforts include:

- addressing pollution problem by recycling water for further use;
- creating green areas by planting trees and encouraging communities to plant trees;
- relocating dye centres from residential areas and equipping them with fume-hoods and proper ventilation;
- centralising wool washing; and
- increasing the volume of water in order to increase production by liaising with the water authorities.

The above was done by encouraging and supporting women to join local committees. Through the committees women would be mobilised and also participate in information gathering, strategy formulation and decisions relating to environmental management.

Lessons

The lack of involvement of all stakeholder groups, especially male spouses of women contributed to the failure of the project. There was little consultation during project planning and implementation. This resulted in resistance from various stakeholder groups due to conflict of interests, which at the same time contributed to the negative effect on the environment. Future development of the project has to give gender responsive EPM as a process a high priority in order to ensure participation and good working relationships among the stakeholder groups.



Capacity Building for Urban Poverty Alleviation in Ibadan, Nigeria

Introduction

The majority of the population in Ibadan is poor and is mostly engaged in informal economic activities. Some of these economic activities have a negative impact on the environment. For example, women who are largely responsible for ensuring household livelihoods are also engaged in different types of petty trade, including food processing, which negatively affect the environment - cassava processing, both for subsistence and for commercial purposes, discharges waste indiscriminately. Women also fetch firewood, queue for water and kerosine and sell seasonal crops which all generate waste.

Urban environment

In combining their production and reproduction roles, women are faced with a lot of constraints including lack of access to portable water, energy and disposal of waste. The poor including women have formed support networks to assist in addressing common concerns. In view of the fact that poverty reduction often leads to improved environmental quality and vice versa, adequate knowledge of environmental issues as well as the link to gender is viewed as essential for programmes attempting to facilitate community based development.

The degradation of natural resources around Ibadan has reduced the productivity of the poor and made them even more vulnerable. The level of poverty of most of the informal sector operators contributes to environmental degradation, and at the same time exposes them to environmental hazards. The poor lack a safe water supply and are not able to efficiently manage waste. On the other hand, the better off have alternative arrangements to both problems when public utilities fail. Most high income homes have their own bore-holes and waste disposal facilities.

Experience with a gender responsive EPM process

Recognising the prevalence of poverty in Ibadan, the Centre for Enterprise Development and Action Research (CEDAR) initiated the Urban Poverty Alleviation Programme with the aim of addressing social and economic problems associated with poverty and unemployment. The project has the key objective of facilitating development activities of women and men through their different economic activities. In particular, the project seeks to empower groups involved in Urban Poverty Alleviation programmes to understand poverty, gender and environment interactions. The latter three are known to be closely related and are an integral part of realising sustainable development.

Specifically, the project has the objectives of equipping NGOs, CBOs and trade guides involved in poverty alleviation programmes with information, organisational and strategic skills for gender responsive EPM. The project has the following objectives: training; provision of information and gender disaggregated data; counselling; research; and mobilisation.

Through CEDAR, women and men have been involved in programmes, they have been trained in gender diagnosis and special efforts made to mobilise women, especially when unequal representation is observed in CEDAR programmes. The Sustainable Ibadan City Programme (SIP) held a series of awareness and sensitisation programmes among stakeholder groups including public sector officials, CBOs, NGOs and private organisations.

This was backed up with a city consultation forum aimed at identification and prioritisation of urban environmental issues. The consultation brought together over 300 participants drawn from all stakeholder groups, including military administration, members of the state executive council, traditional rulers, government officials, industrialists, CBOs, NGOs and UNDP representatives.

The consultation created an opportunity for participants to understand the roles and responsibilities

of a cross-section of actors in Ibadan. This process resulted in the creation of cross-sectoral working groups charged with addressing environmental issues, including urban poverty and gathering gender disaggregated information on NGOs. Information gathered included:

- organisation and management capacity of NGOs;
- incorporation of gender perspective into NGO work;
- involvement of NGOs in environmental issues, understanding of gender environment interactions;
- linkage of NGOs with CBOs;
- nature of poverty alleviation programmes among NGOs; and
- needs of NGOs for effective operation.

The analysis of findings revealed that a number of NGOs actually have links with CBOs. Further, the participatory nature of the research created an opportunity for stakeholder groups to network and identify problems. It revealed that there was an increasing emergence of female-headed NGOs in Ibadan in response to the disadvantaged position of women, their inequitable access to resources and the constraints they face in meeting the challenges posed by urbanisation.

Based on the findings, a consultative workshop among representative NGOs was held. The workshop identified and prioritised the needs of NGOs in addressing poverty alleviation, identifying gender roles, access and control over resources, constraints and needs as well as ways of mainstreaming gender in urban poverty alleviation. This resulted in the development of a series of skills relevant for the programme.

The participatory learner-centred methodology adopted in the training programmes allowed both women and men to participate in analysing gender issues through activity profiling exercises for women and men. They were able to design survival strategies among low income female and male urban dwellers and the implications for sustainable urban development. In addition, training included economic rights, gender roles and differentiated access to and control of resources.

The training has improved environmental strategies. Stakeholder groups have gained confidence in addressing strategic gender needs such as equal rights to decision-making. Further, CEDAR staff are often requested to act as resource persons and facilitators in other NGO programmes. Overall, organisations which have participated in the training programmes have been able to apply the skills gained to their action plans and to implement programmes.

Lessons

The programme has enabled NGOs, CBOs and other stakeholder groups to consider the interrelationships of poverty, environment and gender. This is reflected in their action plans and programmes. Their efforts are also backed by

government efforts on Family Economic Achievement Programmes which emphasise women's empowerment.

CEDAR has become a focal point for community based NGOs. Gender training requests are on the increase and networking activities have been enhanced. Although the culture of data collection is quite rudimentary among NGOs, gender disaggregated environmental data is continuously being gathered by NGOs.

The project has had to face some limitations on women's participation and coordination. Low literacy rates among women has limited their participation in formal and administrative arrangements. This has resulted in men taking up most secretarial assignments in mixed group organisations. External support has not been well coordinated and the concept of 'environment' is not well understood. Most stakeholder groups view environment as relating to sanitation issues. There is also limited access to information and understanding of gender and environment as a cross-cutting issue in development among development practitioners. This calls for further capacity building among NGOs that have a link with CBOs in the area of gender responsive EPM in order to have a multiplier effect.



Gender Responsive EPM: An Experience from Lonhla Community, Patan, Kathmandu, Nepal

Introduction

Lonhla is one of ten small poor communities with a total of 35 families, belonging to the butcher caste - a lower caste which faces discrimination. Most of them are migrants, daily wage labourers and generally deprived of the basic necessities of life. The community is located within the Kathmandu valley that consists of three major cities - Kathmandu, Patan and Bhaktapur. Lonhla community consists of households with low socio-economic status and poor physical facilities and amenities. Before the project, their views were generally not taken into consideration when designing and planning development.

Urban environment

The major problems the Lonhla community are facing are inadequate basic facilities, poor quality of dwellings, poor hygiene, health and sanitation, the general social and gender discrimination. These problems affect women more than men since they are the ones who mostly stay at home and around the home, where the environment has been degraded. The inadequate water supply means women are spending more time fetching water. At the same time, lack of sanitation facilities is a mental anguish, especially because they have to care for its impact both on themselves and on children as well.

Lumanti, a group formed in 1993 in memory of Ramesh Manandhar who had initiated programmes aimed at supporting the less fortunate, has the vision of improving the living conditions of the urban poor, with a major focus on shelter. Among the many activities Lumanti is facilitating in Patan is the drainage construction project carried out within Lonhla community with a high participation of women.

Experience with a gender responsive EPM process

The drainage construction project was started after a preliminary household survey in Lonhla revealed that the greatest problem the community was facing

was the lack of toilets. Toilets could not be constructed because there was no drainage system and no space for building pit latrines. Other problems identified through the gender responsive EPM process included lack of unity among women and men, and a lack of education, skills and income for women.

Following the participatory analysis of the findings of the survey, a user committee was formed consisting of five females and six males. The women were drawn from the Savings group, while the men generally were the senior elites within the community. While the president of the community was a man, both the secretary and treasurer were women. The committee was responsible for the project and met from time to time to discuss its various aspects.

Lumanti provided training in leadership, accounting, skills development, and entrepreneurship, and organised exchange visits for women in the savings group. The weekly savings group also enabled women to build up confidence in working with men in the committee.

During the construction of the drainage system the community had to contribute cash and also solve a conflict situation with the neighbouring community who were against the project. They were not willing to have the Lonhla community sewerage system connected to theirs. They argued that the butcher caste community would throw animal waste that might block the sewerage line. The project would also affect the electricity cables and telephone lines.

Through the gender responsive EPM process, several meetings of stakeholder groups were held and the Lonhla community agreed to the following:

- some amount of money be collected and set aside for maintenance in case of blockage;
- the neighbouring Khadgi community must be involved and participate in case of blockage;
- the existing manholes would be repaired during construction of drainage; in case the old pipe was damaged it would be repaired immediately and compensation paid; and

- the Khadgi community must never throw slaughter waste in the drainage.

These decisions were amicably arrived at after discussions with all stakeholder groups. It allowed the drainage construction work to begin and within 39 days of hard work the work was complete, with women managing construction work. Women purchased the necessary materials, organised meetings to discuss and review work; while male members of the User Committees supported them in keeping accounts, bills and vouchers. Overall, it was estimated that women organised about 65 formal and informal meetings during the planning, conflict resolution and construction phases of the project.

The impact of the project was assessed using participatory methodology. Women and men discussed and expressed the danger to their lives before and after the formation of the group construction project. Significant changes were realised both at an individual and the community level. There was increased collaboration and unity among women and men within the community.

Lessons

The project has resulted in women engaging in activities which they had never been engaged in before, especially participating in planning and decision-making relating to their environment. Women have been empowered, their situation within their households has improved. They participate in discussions, raise issues and also make decisions. In the area of economics, they have increased the number of women's groups to two and each household is represented in at least one.

The women's strong desire and continuous attempts to bring change to their lives and that of their community is viewed as a major achievement of the project. Whereas women are able to participate in household discussions, raise issues and contribute to decisions making, their ability to undertake many household roles is curtailed. Their engagement in community work, especially during the initial project work when men were contemptuous of their efforts, reduced their efficiency at home. However, their community work was subsequently acknowledged and appreciated. This contributed to some male spouses sharing household responsibilities, while women are engaged in community work.



Mabibo Environmental Management Society: A Case Study of Solid Waste Management in Mabibo Ward, Dar es Salaam, Tanzania

Introduction

Mabibo is in one of the 18 wards of Kiondoni District in Dar-es-Salaam, Tanzania. More than 80 per cent of the ward is squatter settlements characterised by poor drainage system, poor management of solid waste, pollution and floods. The rapid growth of the settlements has resulted in pressure on services. The few existing social facilities are expensive and sparsely scattered. This makes them difficult to access in terms of the time it takes to reach them and the money necessary for paying for the services. Women have to travel long distances looking for water for household use. Further, this is made worse by basic services such as hospitals and dispensaries being located far away.

Urban environment

Solid waste disposal is one of the major environmental problem facing Mabibo community. Piles of uncollected refuse in the form of hypodermic needles, smouldering refuse heaps, animals roaming and scavenging on garbage is evident. All these cause serious health hazards to the general public through exposing them to infection from all sorts of microorganisms, and physical injuries through contact with sharp and dangerous objects.

The physical environment has also been put at risk due to the microbiological and chemical contamination of the soil and ground water. Poisonous emissions from the incomplete burning of wastes such as plastic materials, pollute the air. In order to avoid or minimize health risks related to solid wastes, sound waste handling, treatment and disposal methods should be practised by both women and men.

Both women and men have different roles to play given their biological and cultural differences. In order to accommodate both women and men in environmental planning and management a gender responsive EPM process has to be put in place. The reproductive and community level roles are played by women while men mostly engage in productive formal activities outside the home. Women and children are exposed to infectious diseases and other environmental problems located around their home.

Due to poverty in the area, households cannot afford protective gadgets necessary in refuse collection and general environmental cleaning. Given the fact that waste management is viewed as a women's affair, women suffer more from physical injuries and infections picked up as they collect garbage. On the other hand, men only feel the pinch of environmental management when paying for the cost of treatment of diseases related to poor environmental conditions.

The Mabibo Environmental Management Society came up with a goal of establishing a system which ensures sustainable poverty reduction. This goal underlies the Ward's development objectives with regard to environmental protection. Specifically the project aims at achieving the goal by:

- organising women's groups to undertake deliberate effort to promote productive activities;
- organising and providing backward and forward linkages, including training as required; and
- encouraging and introducing gender development approaches which recognise that both women and men are equal partners in development and must therefore have equal opportunities at all levels of planning, implementation and management.

Experience with a gender responsive EPM process

The society used participatory methodologies involving relevant stakeholder groups to gather information on the consequences and extent of uncollected garbage in their neighbourhoods, and to determine both how and in what different ways women and men are affected by environmental problems. The selection of solid waste as a priority problem evolved from data analysis and the active involvement of stakeholder groups.

The analysis revealed that most people whose activities were dangerous to the environment were not quite conscious of the environmental implications. The

society thus decided to involve people who destroy the environment deliberately, those who do it unconsciously and those who suffer the consequences of environmental degradation. The gender responsive EPM process brought stakeholder groups together irrespective of their positive or negative contribution to environmental planning and management.

The project has adopted the national policy of including gender in project planning, and the city authority has acknowledged the efforts of the society in initiating G-EPM in its project. The project administrative structure is gender sensitive. The management of the society is composed of 5 women and 3 men at the top. They are backed by support staff of 28 women and 21 men, all of whom were unemployed before the initiation of the project. The employees are drawn from the community, have experience in working with people within their areas and are trained to become change agents within their communities.

The involvement of most stakeholder groups has enhanced public participation. Communities are paying service charges, ensuring the security of infrastructure and community property, and the adoption of new local technology. This includes the collection of waste using local bags and wheel carts pulled by women and men. The society managed to mobilise and encourage the people of Jitegemee, Azimio and Kanuni streets to take part in the management of their waste through paid levy activities.

The City Commission has supported the activities of the society. They provided a total of 300,000 Tanzanian shillings under the special programme of improving the informal sector. The Commission also gave the society a tender to collect solid waste and management of liquid waste in Jitegemee, Azimio and Kanuni streets in Mabibo Ward. Apart from bringing stakeholder groups together, this approach provides income for the society.

Lessons

The involvement of relevant stakeholder groups through a participatory methodology has resulted in acceptance of the project and a willingness to pay

service levies which the community never used to pay. The approach has made a difference, the previous government projects were centrally planned and had no proper details of those being planned for. The project has created equal opportunities for women and men in undertaking activities of the community, including decision making. The City Commission has acknowledged the project and awarded them a tender for managing both solid and liquid waste within the community.

In spite of the above positive results, there is still need for further collaboration, information gathering and training. Collaboration with other partners is important and efforts need to be made to strengthen existing relations and also forge new ones. There is also need to keep updating information and gathering new information, to build local expertise in order to enhance capacity within the community, and to link women groups with those of men in order to promote gender responsive environmental activities.



Gender Responsive Approaches in the Sustainable Lusaka Programme, Zambia

Introduction

Lusaka is the capital city of Zambia, located in the South-Eastern part of the country. It has a population of 1.8 million, with the majority of the population engaged in manufacturing and construction economic activities. The city faces problems of deforestation, environmental degradation, air and water pollution as well as unplanned growth.

Sustainable Lusaka Programme (SLP) is mandated to address the environmental problems facing Lusaka using the EPM process at community level. The programme faces the challenge of providing opportunities for communities with high poverty levels to initiate activities for poverty alleviation through sustainable activities of environmental improvement. To achieve this, the programme uses legally established community development structures, referred to as Residents Development Committees (RDC). These structures have been used as focal points for rallying and articulating community development needs since the community participation programme spearheaded by the United Nations Centre for Human Settlements (UNCHS) during the eighties. The focus of SLP has been Ngombe and Mandevu settlements. These areas have low income and high population densities. The programme has

designed issue specific Community Committees (IPCCs) to deal with specific prioritised issues.

Urban environment

Ngombe and Mandevu settlements faces environmental problems of inadequate water supply, lack of proper toilets, garbage collection, blocked sewerage, poor roads, unemployment and lack of residential plots among others. Among these problems the project is only addressing solid waste management, water supply, sanitation and decongestion of the Central Business District as well as access to social economic services.

Water and sanitation pose serious problems to the settlements. In Ngombe for instance, there are only 11 stand pipes of water, confined in one section of the settlement for a population of 27,000 people. The community suggested that the water system be extended in order to increase the number of stand pipes, in order to reduce the distance women cover collecting water. As women look for water they leave their children without proper care. This is intensified by poor sanitation, including piles of garbage which put young children at risk. Women also spend time looking for water at the expense of other duties and responsibilities. The option available for women is to purchase water from youths who have taken advantage and are selling water to those who can not get to the water points. This is expensive for most households.

The main problem associated with solid waste at community level is uncollected waste, and the lack of dumping sites and equipment for collecting waste. Pit latrines were also an area of concern, since there was hardly any space for constructing toilets, and in cases where they were provided, several households had to share. In cases where pit latrines are not well constructed and maintained they pose serious health hazards and a risk to children, who can easily fall inside them. There are also chances of the pits contaminating underground water if they are dug too deep.

The SLP supports measures aimed at poverty reduction by promoting environmentally sustainable socio-economic development within communities with high poverty levels. This goal is to be fulfilled through the institutionalisation of the environmental planning and management process. This is expected to result in environmental improvement, building sufficient capacity for communities and Lusaka City Council (LCC) to enable them to plan, implement and manage sustainable environmental programmes.

Experience with a gender responsive EPM process

In order to have first hand information on women, men, children and youth, the programme collected gender disaggregated data using participatory methodologies. Through RDCs and zonal consultations, general problems were identified and environmental issues isolated. The implementation of the programme ensured labour based designs which allowed both women and men in the community to participate in the process. Community members were given

the opportunity to analyse the effects of technology, maintenance requirements and the obligation of paying for the services.

The programme has proved more effective than previous ones through incorporating gender issues throughout the process, including decision-making through RDCs. Participants for the programme are recruited with extensive community consultations. This has made people aware of the importance of consideration at all stages of the project planning, implementation and management.

During community profiling and consultations, data was gender disaggregated and analysed. Participatory methodology was used to allow free discussions by all stakeholder groups. The discussions revealed that gender consideration is important right from the initial stages of the project, if the maximum participation of women and men is to be realised. Both women and men have different perceptions due to the different ways in which they are affected by environmental problems.

In conducting community consultation, community leaders mobilised the community, designed the programme and decided on the times and venue for the meetings. In order to allow participation and gender specific information three groups, women, men and a mixed groups were formed. Once groups have had their discussions they are given an opportunity to share their findings with other groups in a plenary forum. The female and male participants were drawn from a cross-section of institutions of public, private, NGOs and Community Based Organisations (CBOs). The project ensured that gender based NGOs were invited, and this ensured about 29 per cent participation of women during the City Consultation.

The desire to ensure gender participation has resulted in the recognition of gender imbalance in the RDCs. In response, the Local Authority and other development agencies have designed different methods of increasing gender representation and participation. Almost equal numbers of women and men have been included in Zonal and Regional Development Committees. These committees work

closely with government departments which provide technical inputs in planning, implementation and management of the project.

By ensuring the gender balance in Zonal and Regional Development Committees, the gender responsive EPM process is inculcated in the communities. This ensures that the interests of both women and men are discussed and incorporated in the overall plan. Some of the positive results of this model include cooperative activities between women and men in Ngombe where the water system is managed by a committee composed of four women and four men. The project also employs a female and a male water pump attendant.

Lessons

The SLP has proved different from previous programmes addressing environmental issues. It has strengthened existing RDCs and operated through extensive community consultations. During the process the SLP has designed training programmes in community management, leadership and gender awareness programmes. The process has therefore sensitised communities to the significance of involving women and men in planning, implementing and managing environmental programmes.

One challenge the programme faces is to link established community structures to other national, regional and local institutions. The gender desks being established in all line ministries, which are also to be extended to Local Authorities, are expected to facilitate the process. The other challenge is for SLP to promote coordinated development in the city. In its institutional framework SLP is advocating for a project and programme coordinating unit. This is expected to provide a focal point for addressing urban environmental issues, including ensuring gender responsive EPM.

Although the LSP has not operated long enough to share its lessons, reflections on a similar programme, Food for Work, show a negative outcome. Food for Work had the objective of alleviating poverty by assisting the urban poor through provision of food as they improve solid waste management and construction of roads. The programme had only women aged between 15 and 65 years doing the work. This associated solid waste management only with women, while the exercise should be a joint female and male exercise. Such situations have to be reversed in order to have all stakeholder groups, including women and men, play an effective role in environmental management.



Gender Responsive EPM in the Sustainable Chennai Project, India

Introduction

The city of Chennai is located in Tamil Nadu State in India. The Chennai Metropolitan area covers an area of 1,170 sq km. In 1991 the urban agglomeration which includes Chennai City and outer urban areas had a population of 5.4 million, while Chennai city alone had a population of 3.8 million. One third of this population lives in informal settlements. The population of the city has continued to increase as economic growth stagnates. This has put pressure on provision and management of services, resulting in poor sanitation, lack of adequate water supply, poor drainage, polluted water ways and congested roads.

Urban environment

Sanitation conditions in the city of Chennai are generally poor. The sewerage and drainage systems are under stress due to an increasing city population. The city also suffers from traffic congestion, poor air quality and dirty water ways. The Sustainable Chennai Project had a goal of working with communities in order to promote the environmentally sustainable socio-economic development of Chennai.

Although environmental issues impact more on women, gender discrimination against women in India has contributed to the lack of effective participation of women in projects which affect their daily livelihoods.

Zoning legislation, provision of child care facilities, and planning for a safe and clean environment has not integrated the views of women. In practice, women take the main role of educating the family members, providing and maintaining a safe and clean environment for their households. Degradation of the environment has implications for women, especially as it relates to health, nutrition and income.

The Sustainable Chennai Project (SChP) was started in 1995 with the support of United Nations Development Programme (UNDP), Habitat and Chennai Metropolitan Development Authority (CMDP). SChP has broad objectives which include:

- promotion of environmentally sustainable socio-economic development of Chennai;
- identifying priority environmental issues;
- establishing an institutional strategy for strengthening and institutionalising development strategy; and
- developing action plans into capital investment and technical cooperation projects.

These objectives are translated into action plans by involving all stakeholder groups, and reserving one third representation for women.

Experience with a gender responsive EPM process

SChP begun with Consultation Meetings, proceeded to Strategic Planning and resulted in the preparation of Action Plans. The latter identified both investments and necessary policy and institutional mechanisms. Workshops, Consultation Forums, Focus Group Discussions (FGD) and opinion surveys were conducted by SChP with a wide representation from various stakeholder groups, including government officials and technical experts. A good representation of women working both within and outside their homes was evident in the process.

The process identified three priority environmental issues in Chennai:

- improved liquid management and improved water ways;
- reduction of traffic congestion and improving air quality; and
- improving solid waste management within poor peri-urban areas.

In order to address these issues, the project set up Working Groups Mechanisms which included the formation of Action Committees. Through the process it was identified that the major source of waste was households, and that it was women who largely managed the waste. Subsequently, there was a need to educate women on orderly collection and disposal methods. These efforts would be combined with those of civic authorities and NGOs involved in solid waste management within the city. In turn, systematic and proper disposal of waste from neighbourhoods would be ensured.

In order to realise the project goal, the Working Group invited NGOs to work with women in the planning, implementation and management of the sewerage and drainage system. The training and incorporation of women into the project was expected to ensure the sustainability of the services, since women are largely available and continuously deal with the issues being addressed. Through this approach, the construction of community drainage in an informal settlement called Ambedker Nagar was undertaken. On the other hand, Working Groups comprising stakeholder groups, technical experts and women organisations were formed after several workshops and consultation programmes on ways and means to relieve traffic congestion within the city. The Madras Christian Council of Social Services (MCCSS), with the assistance of SChP, organised and educated the community in the process of construction of the community storm water drainage system. Thus, the SCP also addressed the issue of traffic congestion and air quality, identified during the workshop.

The Working Groups, composed of government officials, technical experts and NGOs with women representatives, have formulated programmes such as staggering weekly holidays in the market places of Chennai and staggering the beginning of school time in the busy areas of Chennai. A Traffic Action Plan for Chennai has also been developed. The programme has computerised programmes of improvements to road intersections, arterial roads, construction of mini flyovers and improvement in public transport system. An action plan for cleaning the water ways is still in the pipeline

Lessons

The SChP has moved away from previous methods of implementing projects which affect many stakeholder groups without involving them. The project had the blessing of the State Government of Tamil Nadu and all other stakeholder groups including women. The project is process oriented and ensures gender responsiveness throughout all the stages of the EPM process. It has improved the ability of individuals and organisations to convert agreed strategies into Action Plans. Other areas who have not benefited from the project admire its output and there are high chances of replication.

In spite of its success, there is need to strengthen and equip the key stakeholder groups with skills in project planning, implementation, monitoring and evaluation. There is also a need to increase the capacity of government and NGOs involved in provision, operation and maintenance of essential urban services through information exchange and appropriate information systems. Continuous research should also be conducted to assess the specific policy issues which affect women and men, the changing needs of women and their participation and contribution to urban environmental planning and management.



Mothers' Centres in Baden-Württemberg, Germany

Introduction

The Mothers' Platform (Mütterforum) is a network of Mothers' Centres in the region of Baden-Württemberg, Germany. The project addresses the marginalisation of housewives and women operating within the community. The project facilitates their re-entry into public life by creating direct channels for participation in community and local politics. Through the centres, women are able to contribute to community planning and development with special focus on the needs of households, based on their everyday experiences.

The Mothers' Platform as a movement has a long history dating back as early as 1976. The idea was born after a research project of the German Youth Institute (DJI). Between 1980 and 1981 three model Mothers' Centres were funded by the Federal Family Ministry. This was followed by the publication of a book *Mothers' Centres* written by mothers involved in the first three centres. This resulted in the spread of Mothers' Centres as a grassroots movement all across the country and across the borders of Germany in 1985. In 1986 the first Mothers' Centre in Baden-Württemberg in Reutlingen was opened. Many others followed.

The Mothers' Platform in Baden-Württemberg was founded in 1993 by the Family Ministry of Baden-Württemberg. By 1998 there were 42 Mothers' Centres and 22 initiatives of the Centres under the

Mothers' Platform on Baden-Württemberg. The numbers keep increasing, as per need.

Through the Mothers' Centres, women organise themselves and hold discussions, in their full capacity as decision-makers, and not as clients, as was previously the case. They view themselves as experts on family and community life, supporting each other as peers, designing strategies for solving their problems and those relating to their environment. Specifically, they challenge the exclusion of children from public life which is one of the greatest factors contributing to the exclusion of women from public leadership and decision-making. The centres have mainstreamed gender in decision making and local governance - through them women have access to family and Youth Welfare Councils and municipal decision-making structures.

Urban environment

Stuttgart is a rich, highly industrialised area in Germany. Like any other industrialised area, there are groups which are excluded and viewed as 'unproductive' within the city. The group mainly include children, the frail, the elderly and their caretakers who are mostly women. The Mothers' Centres identified that city structures (roads, public utilities, buildings and other facilities) hardly cater for the excluded group. The unfriendly public environment isolates this group from the rest of the society. Mothers and children experience decreasing access to peer contacts and public space due to an increasingly dangerous environment, and the inability of public facilities to adequately serve their interests. In response to this, the project recognised the importance of integrating the experiences and knowledge of women in the overall planning and management of the city.

Due to gender specific divisions of labour, women take on the majority of care work, reproductive tasks and other household responsibilities. They spend more time within their households and neighbourhoods. They use the environment not only as a recreational space but also as a work place, resulting in a wealth of knowledge about how urban infrastructure and housing should look in order to meet the requirements of users, especially themselves and their children.

Women know what it feels like to go through dark underpasses to get home, prepare meals for families in small kitchens or stow away a bicycle in the basement while a waiting toddler spills the contents of a shopping bag into the hall - they understand the effects of a society not welcoming and incorporating children into the overall public life.

Since these tasks are not well recognised as work, women are often not included in local decision-making. They are not able to participate effectively in politics at the grassroots level due to their engagement within the households and its surroundings. Instead, 'experts' with formal qualification and professional positions, who neither know nor understand the needs of women and their children, are relied upon.

The Mothers' Platform aims to change the trend of women not participating in urban environmental planning and management by providing participation forums for the marginalised women who work either at home or in its immediate surroundings, or outside the home. The Centres support women's re-entry into public life, not primarily through the traditional feminist routes of profession and labour market participation, but by creating direct channels for increasing participation in politics, community planning and development; with special focus on the needs and views of women based on their everyday experiences.

Experience with a gender responsive EPM process

Mothers' Centres are sources of information for women groups and those interested in pursuing gender issues in urban environmental planning and management. The Mothers' Platform assists in initiating the start of Mothers' Centres. The Mothers' Platform provides interested Mothers' Centres with a 'starters package', which contains guidelines on how to go about starting a Mothers' Centre in a community. Once Mothers' Platform approves the starting of a Centre, the Centre members mobilise local funding and political support. Both the Mothers' Centres and Mothers' Platforms have been recognised as grassroots political voice and partner in urban planning and development. Through them women have won access to Family and Youth Welfare Councils, and district and municipal decision bodies.

Once a Mothers' Centre has operated for a period of one year the Centre can apply for regional funds provided by the Social Ministry of Baden-Württemberg. The Mothers' Platform oversees the activities of Mothers' Centres, and builds their capacity through training, consultation services, coordination, technical assistance and political advocacy.

Overall the Mothers' Platform and Mothers' Centres have created forums where women discuss their issues with policy makers. In Schrammberg for instance, the monthly political forum in the Mothers' Centre is visited by local politicians, in Leinfelden Echterchingen, women meet once a year with the mayor to debate community issues; and three times

a year with local politicians from all parties to debate issues affecting women, children, households and community in general; while in Salem, the City Council refers inquiries or requests concerning women, children and households to the local Mothers' Centre for review.

Through the Mothers' Centres women have also developed confidence and are initiating measures for improving the environment. In areas where they have been established, the Centres are active in initiating and designing play-streets for children and children's adventure playgrounds. They have also created a lot of room for children to encounter nature, invent their own toys and design their own games. They have also influenced municipal childcare programmes to be more flexible and responsive to the needs of families. Other initiatives are in the areas of planning and construction of residential areas in Esslingen and Stuttgart; improving neighbourhoods; improving safety and quality of living environment and relevant services around households.

Lessons

Mothers' Centres have been institutionalised through the support of Mothers' Platform and other relevant institutional structures. The Platform coordinates community based planning activities of Mothers' Centres and represents them in Planning and Development Councils and Programmes. This has created channels for grassroots participation in planning and development for local women, who previously were not included in local governance processes. This has further resulted in new platforms for gender lobbying and participation in support of urban environmental planning and management.

The Mothers' Platform and Mothers' Centres act as a grassroots political voice and partner in urban environmental planning and management. They have empowered women so that they are able to take part effectively in decision making, including coming up with initiatives aimed at improving the environment. As opposed to the previous situation, women's issues are addressed in terms of their strengths and talents, capacities, resources and visions, rather than their problems and deficiencies.

Mothers' Centres remunerate women working at the Centres, and this both economically empowers women, and also builds their confidence and motivation. They are therefore not looked upon as unproductive caretakers but working women earning an income. Subsequently, they have become role models to other women working within their households, its surrounding and outside the two areas. The Centres have also promoted provision for child care in meeting venues. For this reason children accompany their mothers and child care is provided on request inside administrative buildings during political meetings. Within the public arena Mothers' Centres are increasingly called on by companies and public agencies to provide child care for public events and festivals. This is not only creating new business for Mothers' Centres, but also facilitating women's participation in public life.

Mothers' Centres have faced some difficulties from official bureaucratic circles. Inclusion of women in decision making and remuneration for their labour has agitated opposition from professionals in public welfare and social work organisations who fear losing influence and contingent potential funding. The middle management of Local Authorities are reluctant to change their bureaucratic non-participatory approaches. At the same time, public policy tends to look for voluntary workers, while women at Mothers' Centres are interested in their work being acknowledged and remunerated. This has created constant tension and debate in the negotiations and dealings with Local Authorities. The tensions and reluctance is not expressed openly and is therefore difficult to address.

Overall, the concept of Mothers' Centres has proved successful and replicable beyond Baden-Württemberg. By the end of 1998 there were 400 Mothers' Centres throughout Germany. They have also spread out in Holland, Austria, Italy, Switzerland, the Czech Republic, Hungary and Ukraine.



The Latin American View of Gender Responsive Environmental Planning, Chile

The Latin American urbanisation process is characterised by a strong concentration of population and economic activities in the metropolitan areas and by an urban development pattern which has had a negative effect on the environment and therefore on the quality of life of the residents of cities. Although cities are the main centres for promoting economic development, the failure of managing the impacts of an explosive urbanisation threatens, amongst other things, environmental quality, human health, equity and urban productivity and thus the quality of life of its residents. Such a situation affects men and women, girls and boys in different ways.

Because men and women generally have different roles, access to, and control of resources and differences upon decision-making, they thus have different needs. However, it is seldom recognised that the urban space is not neutral and that the “community” which is being targeted is not homogeneous and its members do not have similar interests, needs or ways of satisfying them.

As mentioned in the *International Workshop Gender Responsive Environmental Planning and Management*, in urban environmental planning and management all environmental issues are gender sensitive and therefore gender responsiveness is a prerequisite for sustainable development. However, some issues are of particular strategic importance depending on the social, cultural, economic and environmental context which takes place. It is thus necessary to consider the differences between the Latin American reality and the African, Asian or European one. Even between cities and within countries the situations vary considerably, making the recognition of these differences crucial to the environmental planning and management process and to the experiences which can be learned from them.

Over the past few years, there have been significant efforts from Latin-American academics, practitioners and activists to incorporate a gender perspective to the planning, management and study of human settlements. Despite the difficulties and resistance which can be analysed through the institutionalisation “elements”, it can be considered that this dimension is now recognised as relevant and important in the urban field, although the conceptual and practical doubts regarding its implementation still prevail.

The experience from training workshops, discussions and interviews carried out throughout the Region at different levels reveals a positive disposition and attitude towards the subject matter on the part of technical staff from municipalities, ministries, universities, and NGOs, amongst others. However, a consistent lack of support is detected from the higher level authorities. It is an utmost necessity to receive such support at the decision making level with the aim of institutionalising a gender perspective.

Following numerous attempts to incorporate this perspective in a parallel manner, it is now recognised that most of the planning manuals, programmes and projects which have been designed in this manner have been filed and rarely consulted, lack mainstream financing, and are still seen as “women’s projects”. This is generally due to a partial understanding of the subject, or to the idea that gender aware projects are more costly, time consuming and difficult to implement. In many cases, the notion that gender caters only to women still exists, without a full comprehension that it deals with the relations between men and women, and among men and among women.

In the cases where this perspective has been incorporated into existing, important or concrete programmes within ministries, municipalities or institutions, for instance, processes of modernisation of the State, preparation of ministerial goals, national or municipal planning or evaluation forms, the results have been more favourable. This requires a constant and iterative promotion, monitoring and follow up, whereby an internal team carries this process through. This does not inhibit the hiring of external consultants, however, it highlights the importance of

internal staff and identifies the possibilities and opportunities of synergies without necessarily increasing costs.

This aspect is quite significant, as it has been difficult to understand that incorporating a gender perspective does not necessarily require additional resources, but new and improved methodologies. This is why the attempt to refine Gender EMP as a cross cutting methodology is so important, for which environmental and gender bifocals are required to perceive reality.

Another issue that has attracted the attention of many urban researchers and practitioners relates to indicators, where the need to disaggregate data according to sex has been revealed as extremely important. Although much information is already available and it can often be found in a disaggregated form, sometimes there is lack of capacity to process, analyse, disseminate and use it. This requires capacity building within institutions.

“Engendering” existing indicators is also relevant. This entails having gender indicators as well as descriptive indicators with qualitative information. For this, new methodologies for data gathering are important. Over the last few years, methodologies such as participatory research, which uses didactic materials, have helped to reach this aim.

Apart from disaggregating data according to sex, the questions being asked need on issues relevant to the needs and interests of men and women. These questions could include: Who and how are things controlled? Which conflicts of interests exist? Who takes care of ...? How much time do men and women invest in who is in charge of ...? Which activities are carried out by whom? What type of work is assumed by whom as an “obligation”? Whose responsibility is to perform certain activity and whose decision is it to carry it through?

The use of participation within environmental planning and management is still at a precarious state, as environmental policies only consider its use in terms of public consultation and rarely contemplate a gender perspective in this process. This leads to action planning and decision-making which still does not consider the articulation of different actors or a gender-responsive approach.

Despite the effort and steps achieved up to now, gender aware environmental planning and management is still deficient in Latin America. Although in Chile, as in the rest of the Region, the opportunities arising from international co-operation and local initiatives tend to increase the awareness of urban-environmental problems, the incorporation of a gender dimension is still limited. It is important to note that often the diverse perspectives from the international co-operation have tended to overlap and confuse the attempts to improve the planning and management strategies. It is important to consider continuity in the application of gender to environmental planning and management as well as more than just will to work towards a sustainable development. The suggestions made in the Nairobi Workshop are an important input towards this direction.



Projet Integre de Dalifort, Environnement et Amelioration du Cadre de Vie, Dakar, Senegal

Dalifort est un quartier qui fait partie de la commune de Pikine, il est situé à la limite des communes de Pikine à l'Est et de Dakar à l'Ouest dans la presqu'île du Cap-Vert. Le gouvernement du Sénégal applique dans ses villes depuis 1991, une nouvelle politique de restructuration de l'habitat spontané basé sur les principes suivants: amélioration de l'environnement; accès à la sécurité foncière; recouvrement des coûts d'aménagement; intervention minimale dans l'aménagement des quartiers.

Cette politique est le résultat de longues concertations entre populations de Dalifort et Administration engagées depuis 1987. L'Urbanisation accélérée et incontrôlée a provoqué une détérioration rapide de l'environnement et l'occupation des zones impropres à l'habitat. Les dépôts sauvages d'ordures, l'absence d'équipement en assainissement collectif ou individuel adapté ont accéléré la pollution de la nappe phréatique et a augmenté les risques de destruction de l'équilibre d'un milieu naturel particulièrement fragile.

Cette pollution menace surtout les quartiers dépourvus d'adduction d'eau et qui de ce fait s'alimente directement dans la nappe à partir des puits. Dalifort a servi de champs d'expérimentation à certaines contributions permettant une amélioration de l'environnement.

La protection de l'environnement devient dès lors, la priorité, notamment dans les aspects santé et assainissement. Une contribution à l'échelle du quartier restructuré est recherchée à travers les activités suivantes:

- fourniture d'eau potable aux populations;
- ramassage et traitement local des ordures ménagères;
- déplacement et relogement des populations installées dans les zones impropres à l'habitat;
- aménagement d'espaces verts;
- éducation nutritionnelle en collaboration avec le ministère de la santé;
I.E.C. (Information, Education, Communication) sur les maladies liées aux problèmes
d'environnement;
- assainissement individuel;
- édicules publics.

Etant donné que l'assainissement individuel représente parmi les solutions étudiées, la moins coûteuse et la mieux adaptée aux moyens des habitants des quartiers populaires, l'intervention du projet peut consister à une assistance technique et financière. Le programme d'assainissement individuel vise à limiter les risques de pollution de la nappe, tout en tenant compte de la capacité financière des populations. Toujours dans le cadre de la restructuration et la régularisation foncière, le projet avait comme principe de faire participer les population. Elles participent impérativement à toutes les étapes du processus d'amélioration du cadre de vie: la planification; l'exécution; et le financement.

Dans l'esprit comme dans la mise en oeuvre de cette nouvelle politique de restructuration de l'habitat spontané, la planification cesse d'être un secret. Même les populations non scolarisées parviennent à planifier grâce aux instruments didactiques conçus avec elles et testés avec succès. Toutes les décisions sont prises en commun, elles tiennent compte des moyens financiers des populations. Celles-ci s'engagent à participer au financement et à l'exécution des options choisies.

Le Projet DUA/GTZ avait aussi la priorité d'améliorer les conditions économiques des populations et particulièrement celles des femmes. C'est ainsi qu'un projet d'atelier de teinture, de promotion des activités économiques (P.A.E.) et le projet environnement et amélioration du cadre de vie concernant les ordures ménagères qui constitue notre étude sont réalisés dans le cadre des projets intégrés. Parmi les projets intégrés nous avons essentiellement le P.A.E. qui est une mesure de confiance qui assure un appui financier aux microentreprises installés, dans les quartiers à structurer (commerçants, artisans, etc.) pour système de crédit rotatif remboursable de courte durée, autogéré par un comité des habitants.

Les crédits s'adressent aussi bien aux propriétaires d'impenses qu'aux locataires (toute la population) sans distinction de sexe.

A côté de la restructuration de Dalifort il restait beaucoup de choses à refaire. S'agissant des ordures ménagères la situation était dramatique dans toute l'agglomération dakaroise, du fait de la situation de crise généralisée des services qui géraient ces ordures vers les années 1992-1994.

Certains problèmes du quartier de Dalifort connaissent un début de solution, cependant la situation des ordures demeure toujours préoccupante et à plutôt tendance à se détériorer. La production d'ordures peut être estimée à 12 m³ par jour mais aucun ramassage de ces ordures n'est assuré. Les tas d'ordures grossissaient à proximité des maisons ceinturant totalement le quartier, dégageant des odeurs nauséabondes et participant ainsi à la pollution de l'environnement du quartier et à la détérioration de la santé des habitants.

Après le recensement et la vérification des ayants-droit, un G.I.E. (groupement d'intérêt économique) est mis sur pied. Il faut souligner que l'essentiel des propriétaires de parcelles, c'est à dire des habitants devant avoir des titres de propriété sont les hommes. L'objectif du projet DUA/GTZ, bien qu'étant la régularisation foncière, a senti qu'ignorer les diverses positions et besoins sociaux des femmes voire ne pas les prendre en considération dans de nombreux cas peut conduire à la détérioration de la situation. C'est dans ce contexte qu'il fallait introduire les activités intégrées dont le projet "intégré de Dalifort, environnement et amélioration du cadre de vie" qui constitue notre étude de cas. Le projet intégré a permis à la DUA/GTZ de faire participer un grand nombre de femmes et de jeunes.

Dans ce cadre, le potentiel de femmes a été utilisé, à savoir la prise en considération de leur grande motivation pour être active dans l'amélioration du quartier.

Le présent projet se propose d'agir en vue d'améliorer l'environnement, le cadre de vie et la santé dans le quartier de Dalifort à travers le ramassage des ordures ménagères, grâce à la production de compost, ce qui jumelé activités de maraîchage et de floriculture permet par ailleurs de créer des emplois

pour les jeunes charretiers, jardiniers, composteurs, les femmes surtout vendeuses de légumes et de fleurs. Il faut y ajouter les emplois ponctuels lors des investissements initiaux: maçons, menuisiers, puisatiers, plombiers, manoeuvres...

Dans les quartiers spontanés, et en particulier, à Dalifort, il était important de choisir la cible en ce qui concerne les besoins prioritaires, sur le plan social et généralement dans ces quartiers, il faut travailler avec les jeunes et les femmes qui constituent un groupe très dynamique dans les domaines d'activités génératrices de revenus, et liées à l'amélioration de l'environnement.

Il est important de souligner que les membres du G.I.E. sont constitués essentiellement de personnes d'un certain âge, qui ne se préoccupe que de la question foncière bien que confronté à des difficultés pour payer le prix de leur parcelles. Il serait donc intéressant de chercher dans les autres composantes de la population une ressource potentielle capable de renforcer l'effort des propriétaires d'impenses. Ce qu'on pourrait trouver chez les femmes (épouses) ou la jeunesse.

L'information sur les questions liées à l'environnement et les connaissances techniques sont améliorées grâce à la participation des femmes du quartier et à l'appuis du projet de restructuration DUA/GTZ. Les femmes, principales gestionnaires des foyers, se sont rendues compte qu'elles avaient des problèmes liés à la détérioration de leur environnement. C'est dans cette perspective qu'elles ont tenté de se réorganiser: à côté du bureau de leur comité il existait dans chacun des dix sous-quartiers que compte Dalifort, deux représentantes femmes à côté des deux représentants hommes.

Ainsi, des séances d'I.E.C. (information, éducation, communication) se tenaient dans les sous-quartiers périodiquement avec l'appui d'un ONG et du Ministère de la Santé par le Canal du Service de l'Education pour la Santé, sous la Direction du Projet de Restructuration de l'habitat spontané DUA/GTZ. Il s'agissait pour les femmes de s'informer et d'informer les habitants sur ce que peut entraîner un environnement malsain. Quand la sensibilisation se poursuivait dans le sous-quartier, les ordures continuaient à envahir les constructions. A partir de ce moment tout le quartier réuni, hommes, femmes sensibles à la questions des ordures ont demandé un assistance du projet DUA/GTZ qui dans le but d'atteindre ses objectifs dans l'amélioration du cadre de vie des populations, a renforcé les activités du comité femmes santé environnement.

Des premières études ont été menées par des experts et une proposition a été fait, cependant dans l'application du projet on s'est heurté à des difficultés. Ainsi, un système de dialogue s'est établi avec toutes les composantes de la population hommes, femmes. Ces populations commencent à voir plus clair sur les méfaits d'un environnement pollué et les causes qui en découlent. Cette fois l'idée du projet "intégré de Dalifort environnement et amélioration du cadre de vie" est confirmée. Il fallait mettre sur pied un comité de gestion et un comité de pilotage.

Dans ces comités étaient représentées les femmes, les jeunes, le G.I.E., le comité de sage, et l'ONG CCF (Christian Children Fund).

Plusieurs réunions se sont tenues dans le but de trouver la meilleure formule. La concertation a duré plusieurs mois. Dans le cadre des rencontres avec les représentants des populations de Dalifort un tour d'horizon a été fait sur les diverses solutions généralement utilisées pour le ramassage des ordures sur la base des coûts, on a procédé à l'élimination de toutes les solutions qui sont hors de la portée de notre population ciblée.

La prise en compte des hommes et des femmes ensemble nous a permis de prendre les décisions suivantes:

1. Le comité de gestion et de pilotage doivent toujours tenir informer les populations à la base en ce qui concerne les décisions prises ou propositions découlant des rencontres dans les ateliers.
2. Le G.I.E. (dans le comité de pilotage) des propriétaires de parcelles, dirige et supervise le projet.
3. Le comité de gestion doit comprendre à égalité autant d'hommes que de femmes, et se charger de l'exécution technique du projet.
4. Le projet DUA /GTZ est chargé en collaboration avec le comité de gestion d'élaborer le dossier technique en tenant compte des avis des autres parties.
5. Toutes les parties prenantes doivent donner une participation financière.

L'étude du projet a été très ambitieuse, mais compte tenu des fonds disponibles, à savoir: l'apport de la DUA/GTZ, des CCF régional et local, du GIE et des locataires qui constitue 1,650,000 FCFA. La réalisation est faite par étape.

Il fallait d'abord assainir le quartier et ses alentours de la ceinture d'ordures. Cette opération était de très grande envergure durant plusieurs jours. Elle se faisait avec l'appui de la Commune de Pikine en pelles mécaniques et camions. Toute la population a participé à ces opérations qu'on appelle chez nous

le “Sèt-Sètal”, c’est-à-dire, rendre propre les hommes, les femmes avec un grand dynamisme, et même les enfants. Chacun avec le matériel disponibles chez lui (râteau, balai, brouette...) se rendait utile. L’opération est accompagnée d’une très grande manifestation foiklorique pour élargir la sensibilisation.

Une fois ce travail terminé, la collecte des ordures a suivi, dans ce volet, l’appui de la Commune de Pikine a aussi été considérable par le renforcement en camion, qui passait deux fois par semaine parce que l’action de la charrette ne suffisait pas. Après la collecte, le maraîchage a suivi. Ce choix a été retenu par les populations du fait que le compost ne pouvait pas donner de fonds dans les six premiers mois. Le reste devait suivre.

Les avantages du projet

Les avantages de ce présent projet sont multiples. Dans le cas qui nous concerne, le projet est venu au moment où le problème des ordures constituait la priorité des populations d’une part, la concertation a été bien menée avec toutes les couches de la population, d’autre part, jusqu’à avoir un consensus. Cette fois ce n’est pas seulement avec les femmes seules qui pilotent ou prennent les décisions mais plutôt les hommes et les femmes. Le caractère communautaire du projet avec la participation massive des populations et le climat de confiance qui a régné entre celles-ci et l’Administration.

L’amélioration du cadre de vie

Les effets positifs sur l’environnement ont été non négligeables. La pollution de la nappe phréatique a diminué parce que les eaux de ruissellement sont moins polluées. Les enfants ne jouent plus entre les tas d’ordures ce qui entraînait surtout diverses maladies de la peau (ex. La gale), d’où l’amélioration de la santé des enfants et par la même occasion l’amélioration du sort des femmes. Le changement de comportement des habitants du quartier. Les populations sont de plus en plus sensibles aux questions d’hygiène.

L’élément marquant dans notre pays c’est que dans les projets liés à la gestion de l’environnement l’aspect genre est toujours pris en compte. On constate que les femmes passent beaucoup de leur temps à la maison ou dans un proche environnement en raison de la responsabilité de certaines tâches. Elles y accomplissent la plus grande partie de leurs travaux et ont un grand intérêt à l’amélioration des niveaux des infrastructures de leur environnement immédiat.

Les femmes sont très sensibles aux conditions de l’environnement et à leurs effets sur la santé de leur famille. Elles jouent un rôle important à Dalifort dans les organisations de voisinage, lieux de communication sociale du quartier. Le quartier jadis mis à l’écart, s’intègre de plus en plus dans le tissu urbain, la zone est convoitée par d’autres habitants de haut standing.

Les leçons à retenir du projet

- Il ne faut jamais perdre de vue la prise en compte des femmes dans les projets de développement, ce qui permet une meilleure gestion des ressources;

- Le projet DUA/GTZ, concernant les activités intégrées (ex. du projet intégré des ordures ménagères) ne peut pas assurer le suivi et l'évaluation de façon efficace;
- La collaboration de différents intervenants dans une même zone est déterminante dans la réussite des projets de développement;
- La participation des populations dans la mise en oeuvre de toutes les étapes du projet: conception, financement, réalisation... est essentielle.
- Les hommes malgré leur collaboration dans l'exécution des projets avec les femmes veulent toujours les dominer, et sont moins dynamiques que ces dernières.
- L'enthousiasme des débuts ne continue toujours pas. Dans nos pays généralement, la durabilité des projets pose des difficultés, les populations ne sont pas stables financièrement, donc, agissant par coups-parti, et courent derrière le pain quotidien.

Recommandations

- Le Gouvernement avec l'appui du CNUEH peut aider, en formant les femmes, à mieux gérer et suivre les projets après le retrait des bailleurs de fonds, les former aussi à bien négocier leur projet et à avoir plus de confiance en elles.
- Nous recommandons que les gestionnaires des projets de l'Administration collaborent de plus en plus avec les ONG.
- Le Gouvernement du Sénégal avec l'appui du CNUEH peut nous aider à la formation et à la sensibilisation des femmes dans le domaine du ramassage et de la gestion des ordures ménagères.
- Avec toujours l'appui du CNUEH, le Gouvernement peut aider les femmes à se former dans les techniques de gestion et de traitement des eaux usées.
- Il peut toujours, avec l'appui du CNUEH, aider les femmes à la formation, au recyclage et à la revalorisation des ordures ménagères.
- Enfin, nous recommandons au CNUEH d'aider, nous femmes qui tentons de soutenir les groupements de femmes dans les quartiers spontanés très diminués à visiter l'expérience des autres pays dans le domaine de gestion des ordures et des eaux usées.



Vulgarisation de la Technologie de la Brique en Terre Stabilisée (BTS), Conakry, République de Guinée

Introduction

Située en Afrique de l'Ouest, à 10° au Nord de l'Équateur, la Guinée est limitée à l'Ouest par la zone côtière Atlantique sur 300 km, au Nord par la Guinée Bissau, le Sénégal et le Mali, à l'Est par la Côte d'Ivoire et au Sud par la Sierra Leone et le Liberia. Elle s'étend sur une superficie de 245.854 Km².

Selon les résultats provisoires du recensement général de la population effectué en Décembre 1996 et publiés en Juillet 97, la population Guinéenne est de 7.664.893 habitants. De cette population les femmes représentent 51,2%. Cette population croit à un rythme de 2,8% par an.

Description du Milieu Urbain

Depuis plus d'une décennie, l'Afrique est confrontée à une crise économique et socio-culturelle, qui de nos jours est caractérisée entre autres, par la faiblesse de l'indice de développement. Par ailleurs cette crise fragilise davantage les couches les plus défavorisées de la population que sont les femmes et les enfants. De tous les temps, les hommes ont établi des priorités pour la satisfaction de leurs besoins. D'abord se nourrir, se protéger contre les intempéries c'est à dire se loger, se vêtir, se soigner et s'instruire. D'après cette hiérarchisation, il est indéniable que le logement occupe une place importante dans la vie de l'homme.

Historiquement le logement ne constituait pas un problème pour l'homme en Afrique. On assistait à une entre aide mutuelle entre les habitants d'une même communauté. Malgré la dominance masculine dans les domaines de l'habitat, dominance qui n'est d'ailleurs qu'apparente, traditionnellement la femme contribuait à près de 70% à la construction du logement familial. L'extraction de la terre, la corvée d'eau, le malaxage ou pétrissage, la confection des briques, l'enduisage des murs, et planchers avec des décorations sont des activités menées par les femmes.

Aujourd'hui l'explosion démographique a provoqué une importante augmentation de la population urbaine, qui a multiplié les besoins en logements et autres services sociaux. Les populations qui émigrent des campagnes vers les villes à la recherche d'un bonheur hypothétique, ne peuvent pas se porter sur les vieilles villes dont la capacité de réception est limitée. Elles cherchent à s'installer dans les périphéries et se lancent dans des constructions anarchiques, compromettant ainsi toute possibilité d'épanouissement équilibré de la cité.

On assiste ainsi à une prolifération de véritables bidons villes avec toutes les conséquences nuisibles qui découlent d'un tel phénomène: constructions provisoires, toits en vieilles tôles de récupération, perforées et retenues par n'importe quel objet lourd (cailloux, pneus ...) et qui sont défaits à chaque tornade. Ces locaux sont caractérisés par une mauvaise ventilation, une absence d'eau probable et d'assainissement, de voiries, d'équipements communautaires, d'électricité, etc.

La trop grande concentration d'individus sur une certaine surface, (promiscuité) détermine chez les individus, des déviations de comportement qui est un facteur de psychose, de délinquance, de prostitution, de criminalité, de conflits sociaux.

D'après des enquêtes réalisées sur l'habitat en Guinée, il ressort qu'il est caractérisé de façon générale par 3 types :

- L'habitat de haut standing comprenant les grands hôtels, les bâtiments publics et administratifs, les résidences.
- L'habitat moyen standing : bâtiments publics (administration, écoles, hôpitaux) logements construits en matériaux importés ou en matériaux locaux améliorés.
- L'habitat populaire essentiellement constitué de logement familial de moindre qualité et peu fonctionnel. Ce type pour la plus part en terre ordinaire crue ou cuite et matériaux importés est le plus répandu et forme le visage urbain de nos villes.

Dans la plus part des quartiers, on ne rencontre que les deux derniers types. Le troisième est celui généralement occupé par des populations à faible revenu. Il est caractérisé par des maisons très basses avec beaucoup de pièces exigües à murs lézardés, humides en saison pluvieuse et chaudes en saison sèche. La terre utilisée pour ces constructions est un matériau très répandu et accessible à tous à des coûts presque négligeables.

Ce matériau peut être amélioré par plusieurs méthodes dont la plus utilisée est la cuisson des briques dans des fours artisanaux ou modernes. Cette forme d'amélioration de la terre a un impact négatif sur:

- L'environnement à cause de la déforestation due à la coupe abusive du bois pour la cuisson, l'assèchement des lits de cours d'eau, le tout contribuant à la dégradation de la flore et de la faune. Cette flore est sérieusement entamée en Guinée avec la forêt qui disparaît à une allure inquiétante.
- Il faut noter aussi les efforts physiques pour la préparation du pétri, la coupe et le transport du bois ainsi que la corvée d'eau.

La deuxième méthode d'amélioration est la stabilisation; cette technologie a plusieurs avantages, économiques, écologiques, hygiéniques...

Sur le plan économique, la BTS n'utilisant pas de source d'énergie permet la conservation et le développement du couvert végétal et ne provoque pas de pollution. La stabilisation est faite au ciment ordinaire dosé à 6-8%. Pour 1 sac de ciment on peut obtenir jusqu'à 150 briques. Cette méthode utilise peu d'eau pour le malaxage du mortier ce qui permet une économie substantielle en temps, en effort et en volume d'eau.

Les maisons en BTS ne nécessitent pas de crépissage et offrent un micro climat intérieur, agréable en toute saison : frais en période chaude et chaud en période de froid. Pour les magasins de stockage de produits périssables, (oignons, pommes de terre ...), il a été prouvé que ces produits pourrissent moins dans les magasins construits en BTS que ceux construits avec d'autres matériaux (ciment par exemple).

Son économie s'explique aussi par le fait qu'elle soit un matériau local abondant, accessible à tous. Elle contribue aussi à la valorisation des matériaux locaux de construction. Le procédé de production de ces matériaux est relativement facile une fois le dosage fait et est à la portée de la main d'oeuvre locale peu qualifiée. La construction en terre est un savoir faire et une tradition millénaire en Afrique. La terre stabilisée n'est donc qu'une amélioration d'un vieux procédé pour la valorisation d'un matériau local dont la tendance était à l'abandon progressif.

La construction de logements «à coût modéré» est une voie incontournable pour la Guinée si l'on veut vite changer la physionomie désagréable qui imprime à la ville les vastes étendues de constructions de fortune et de baraques.

Experiences Locales d'une Planification et d'une Gestion de l'Environnement

L'approche genre et Développement est de plus en plus recommandée, car reposant sur un processus de développement durable, fondée sur la considération réciproque (homme et femme), l'égalité, la compréhension mutuelle sans exploitation ni domination réciproque. C'est dans ce cadre que le Ministère des Affaires Sociales de la Promotion Féminine et de l'Enfance en collaboration avec le PNUD a élaboré un Programme Cadre Genre Et Développement pour prendre en compte les questions féminines.

Ce programme est utilisé pour reconnaître que le rôle des hommes et des femmes ainsi que les relations entre ceux ci sont attribuées par la société et déterminées par le contexte (social, politique, économique). Ces rôles peuvent donc changer dans le temps. L'analyse de ces rôles et relations montre un déséquilibre dans le pouvoir, l'accessibilité aux ressources et la charge de travail entre les hommes et les femmes.

Le genre et développement (GED) est donc un processus rationnel entre homme et femme par lequel une meilleure répartition des tâches pourrait être assurée. Il permettra également de valoriser les tâches des femmes et leur permettre de s'auto-responsabiliser autant que les hommes. Le GED vise à un changement de mentalité. C'est une approche de développement culturelle d'où la nécessité de mettre l'accent sur l'aspect éducatif de la société. C'est dans ce cadre qu'une vaste campagne de sensibilisation pour la scolarisation de la jeune fille est entreprise sur toute l'étendue du territoire.

Les différentes recommandations issues des rencontres des acteurs en éducation encouragent l'orientation d'un plus grand nombre de filles dans les filières techniques en vue de développer et vulgariser l'utilisation de la BTS dans la construction des logements pour une meilleure protection de l'environnement.

L'approche équilibrée des sexes, c'est à dire reconnaître dans le cadre des efforts généraux visant

à responsabiliser les femmes, que les femmes ne sont pas seulement les principales premières bénéficiaires des services mais qu'elles jouent un rôle essentiel et sont des agents de changement.

Faciliter la participation des femmes aux réunions en organisant les rencontres à des heures et des lieux qui leur conviennent:

- Approcher la population féminine par des animatrices en vue d'une meilleure compréhension et d'une bonne réceptivité des messages concernant la BTS.
- Donner aux communautés la formation nécessaire par la prise en charge effective des équipements (mode de gestion, moyens matériels pour l'entretien et la maintenance).
- Les services de base, gérés par la collectivité c'est à dire maintenir un ferme engagement et apporter un soutien catalytique en faveur de l'expansion des services qui offrent un bon rapport coût efficacité, grâce aux technologies appropriées.
- Le renforcement des capacités, c'est à dire adapter des approches par programmes qui permettent de renforcer les moyens à tous les niveaux et dans toutes les couches de société, afin d'assurer un développement durable.
- Le partage des coûts par la collectivité, c'est à dire le partage des dépenses d'investissement et des charges d'exploitation des services de base, compte tenu de la volonté et la capacité de payer les prestations de services.
- La gestion communautaire du milieu aquatique c'est à dire la conservation de l'eau, la protection de sa qualité et la gestion des déchets solides et liquides dans le cadre de la protection prioritaire de l'environnement.
- Les liaisons intersectorielles avec les programmes de santé, d'éducation, de nutrition, de protection de l'environnement construction de logement et les autres programmes de développement, en exploitant les synergie entre tous les secteur qui agissent pour la survie, la protection et le développement durable.
- Les approches particulières en vue d'atteindre les objectifs, c'est à dire donner des moyens d'action aux communautés et faire valoir leur rôle, soutenu par les autres intéressés, dans la planification la mise en oeuvre, la gestion et le suivi des services.
- Le partenariat constitué et renforcé avec les pouvoirs publics à tous les niveaux aussi qu'avec la société civile (ONG, association) le secteur privé, les organismes d'aide extérieure et d'autres, de façon à assurer une coopération et une complémentarité.

Pour la vulgarisation de la BTS, elles seront des formatrices dans les différents groupements créés.

Les femmes occupent une place de choix dans la société guinéenne de par le rôle qu'elles jouent dans l'économie familiale et l'éducation des enfants. Elles

sont d'une manière générale à la fois reproductrices, éducatrices et productrices. Sur le plan juridique, elles jouissent théoriquement des mêmes droits que les hommes. La persistance des traditions et des mentalités défavorables aux femmes ont considérablement limité leur contribution et participation dans le processus de développement économique et social de la Guinée.

Bien que des progrès aujourd'hui réalisés dans le sens de l'amélioration des conditions de vie des couches sociales défavorisées en général, la situation des femmes et des jeunes demeure toujours préoccupante. Le présent thème a pour objet la vulgarisation de la technologie de la brique en terre stabilisée pour améliorer le cadre des populations en leur procurant un habitat décent.

On peut partir de ce qu'on appelle la femme au foyer, c'est à dire la femme qui utilise les différents espaces du logement. La notion de logement sera dans le sens le plus large du terme, c'est à dire qu'on considère ici l'ensemble des modes d'habitation, mais aussi leur relation avec les équipements d'accompagnement direct de l'habitat: eau potable, assainissement, santé, éducation, loisirs... Dans les centres urbains l'insuffisance de revenu est la cause principale de la pauvreté. Mais c'est le manque de revenu des plus défavorisés qui cause leur vulnérabilité.

Dans nos villes, les femmes de même que les groupes sociaux vulnérables, éprouvent de sérieuses difficultés à obtenir un logement social salubre dans un quartier sans risques disposant de services sociaux adéquats, d'un approvisionnement correct en eau potable, d'installations sanitaires de services de santé...

L'occupation anarchique des espaces urbains, la construction de logements précaires sans plans appropriés entraînant une promiscuité de vie sont la conséquence de la pauvreté. L'inexistence ou les difficultés d'application des schémas directeurs d'aménagement des villes les amène souvent à s'étendre de manière incohérente sur des terrains périphériques.

La croissance démographique accélérée, l'exode rural des populations vers les villes à la recherche d'un bonheur hypothétique, ont donné naissance aux bidons villes. Le problème de surpeuplement des pièces est un phénomène général en rapport avec la taille des ménages. Ce surpeuplement nous amène à constater la cohabitation des parents et des enfants qui a des conséquences pour l'éducation des enfants. La nuit tout le monde est entassé, et le matin les enfants sont chassés dans la rue pour permettre aux parents d'avoir un peu plus d'espace.

Le découpage des parcelles n'est pas du tout planifié. Au gré d'une occupation spontanée anarchique donnant aux parcelles une forme géométrique quelconque, se trace un réseau routier très rudimentaire difficilement praticable. Ce qui explique l'état d'enclavement de ces lieux qui ne sont accessibles que par des pistes piétonnières. Dans ces conditions, il est évident que l'adduction d'eau et l'assainissement posent des problèmes. Il existe presque pas, des canaux de drainage des eaux de ruissellement, de réseaux d'égouts pour les eaux usées. Pendant la saison des pluies, les eaux de ruissellement forment des torrents qui traversent qui inondent les zones basses des quartiers.

Les latrines traditionnelles et les fosses septiques non étanches polluent les eaux souterraines et celles des puits artisanaux. Le trop plein de ces fosses, de même que les eaux de ménage, coulent entre les habitations et le long des rues formant çà et là des flaques sources d'épidémies. Quant aux déchets solides, ordures ménagères ils sont produits au rythme de 500 à 600 t/jour pour Conakry. Toutes ces mauvaises conditions sont plus ressenties au niveau des femmes qui sont partout à la recherche du quotidien. Les surcharges des travaux domestiques accentuent et accroissent leurs difficultés et baissent considérablement leur revenu.

La technologie de la BTS a beaucoup d'avantages: acquisition d'un habitat décent aux populations à faible revenu; et protection de l'environnement.

La participation des populations est nécessaire à la planification, à la conception, à l'exécution et à l'évaluation des projets. Des mécanismes de participation et de consultation des populations locales sont essentiels dans la gestion intégrée du territoire.

- L'amélioration du marché de logement et la mise en place d'un cadre réglementaire approprié à l'accroissement de la production de logements
- Promotion d'un habitat social urbain dans une perspective de résorption de l'habitat insalubre des quartiers périphériques des grandes villes ;
- Assainissement urbain, notamment des quartiers pauvres des grandes villes du pays, par la promotion de la participation des populations. Dans le cadre des actions d'information, d'éducation et de communication (IEC).
- Dans le cadre des activités génératrices de revenus, des petites unités féminines de production des matériaux locaux de construction, émergence des unités (PUE) de ramassage, de collecte des ordures ménagères. Cette activité est aussi menée par les ONG et associations féminines.

Pour la participation populaire dans le cadre de l'assainissement, le PADU (Projet d'Appui au Développement Urbain), entrepris avec l'appui de l'UNICEF, la construction des latrines améliorées dans des quartiers spontanés et des bornes fontaines. Cette méthode consistait à donner par exemple des matériaux de construction (ciment et fer) et la population bénéficiaire participait pour l'exécution de la fosse septique et la main d'oeuvre pour la maçonnerie.

Pour cette approche, certains principes ont été définis: le plaidoyer, c'est à dire attirer l'attention sur les besoins et les droits des enfants et des femmes et mobiliser un engagement politique et public pour faire adopter les politiques et accélérer les actions.

Evaluation de Experiences Locales

1. Essor à Timbi Madina: C'est une ONG française qui évalue dans cette localité depuis 1989 ; l'objectif principal qui était la protection des forêts, en effectuant le reboisement des zones dégradées. Mais au cours de l'exécution de ce projet, il a été constaté que la plus grande consommation du bois était au niveau des fours à briques. Dans le souci de corriger cette situation, cette ONG en collaboration avec le ministère de l'agriculture, des eaux et forêts a introduit la technologie de la BTS. Les briquetiers ont été recensés, sensibilisés et formés à cette technologie. Les coopératives d'artisans à la BTS sont mises sur pieds et évoluent dans toute la zone.

La réalisation de plusieurs infrastructures (bibliothèques, centres de santé, écoles, autres bâtiments administratifs, magasin de stockage de pommes de terre et oignons et des maisons d'habitations) prouvent que la population adhère de plus en plus au projet.

2. Expérience de Garafiri: Garafiri est le site de construction du nouveau barrage hydroélectrique du même nom dans la préfecture de Kindia (Basse-Guinée). La retenue de ce barrage inondera 24 villages le long du Konkouré dans les préfectures de Kindia, Dalaba, Mamou et Pita ayant un âge moyen de 100 ans.

Une population très importantes doit être évacuée vers des zones de recasement laissant derrière elle de vastes plaines agricoles, des centaines de milliers d'arbres fruitiers en âge de production, des cases-musées, des lieux de culte en un mot son histoire. Cette évacuation engendre des problèmes de tous ordres financier, économique, socio-culturel, administratif, etc. C'est le plus grand chantier où tous les intervenants dans la BTS ont un champs d'application de leur savoir faire. Tous les spécialistes de la construction en BTS sont à Garafini: Institutions Universitaire et de recherche appliquées. Petite et moyenne entreprises de production de tuiles en mortier de ciment, de briques et de construction en terre. Ce chantier mené à bonne fin sera la plus grande expérience des constructions en terre qui permettra aux spécialistes de donner un visage national à la terre.

Notre ONG entretient un partenariat soutenu avec :

- Le PADU
- Réalisation des latrines améliorées dans les quartiers défavorisés.
- Réalisation de caniveaux en pierre maçonnés pour le drainage des eaux de ruissellement.
- Réalisation de bonnes fontaines (points d'eau) dans ces mêmes quartiers.

Le Département de Génie Civil, nous participons à des travaux de recherches au niveau du laboratoire des sols.

- Avec le CERESCOR pour des échanges d'expériences.
- Certaines ONG féminines de la place, nous entretenons des relations de partenariat. Nous effectuons des études techniques pour des projets de construction de la place (magasins de stockage, centres de fumage de poisson, écoles...).
- Nous participons à toutes les activités du MASPFE (séances de sensibilisation...) en plus des études techniques et enquêtes que nous faisons pour ce département.
- Nous collaborons avec le Fonds Africain pour l'Habitat (FAH) Sierra Leone dans leur projet de reconstruction pour la réinstallation des populations.
- Nous collaborons avec le FAH siège, Nairobi pour, l'acquisition de logements aux pauvres.

A Conakry, nous avons réalisé un parc urbain dont les infrastructures sont en BTS (kiosque, paillotes), pierres latéritiques et tuiles. Notre principal partenaire est l'ONUDI qui déploie des efforts considérables pour appuyer nos activités sur le terrain (don d'une presse à briques). Nous avons aussi d'autres bailleurs comme la Banque Mondiale. L'AFIG pour sa part a initié un projet de construction d'une unité de production de briques en terre stabilisée BTS et de tuiles. Ce projet est soumis au Ministère de l'Urbanisme et de l'Habitat qui la transmis avec avis favorable au PNUD.

Après la réalisation de cette 1^{ère} unité nous avons l'ambition de la multiplier dans les régions administratives et ensuite dans les préfectures et sous préfectures.

Nous avons déjà des groupements de femmes formées à cet effet à Nairobi (Coopératives des femmes de Lanséboundji et potières de Kankan) que nous encadrons. Cette activité avec celles existant déjà (teinture, couture, maraîchage, saponification, extraction du sel marin...) permettront de relever le niveau économique des femmes et leur faciliter l'acquisition d'un logement décent. Nous encourageons aussi de regrouper les jeunes filles ayant bénéficié d'une formation technique dans les IPS (école professionnelle de niveau en maçonnerie, menuiserie, plomberie, électricité...

● **Acces au Logement**

La qualité des maisons a positivement changé de la boule de terre ordinaire pétrie, sans dimensions exactes, on est arrivé à la BTS avec des dimensions standardisées. Le temps de construction, si la boule de terre ne permet pas la pose de plus de 2 assises par jour, pour permettre la prise et le durcissement, la BTS, elle, permet le montage de toute une maçonnerie en 1 jour. La forme circulaire des cases ne permettant pas une exploitation rationnelle de la surface bâtie eu égard à la forme rectangulaire des meubles est remplacée par une maison de forme rectangulaire. Les toitures en paille des cases sont remplacées par des tulles possédant en plus de la thermo-isolation la résistance au feu.

● **Activités de recherche**

Un vaste programme de recherche sur l'amélioration de la terre et les éléments de construction en terre est en cours au Centre de recherches de Rogbané: Section matériaux de construction. Là se trouve en expérimentation la stabilisation au ciment, à la colle naturelle, confection de panneaux légers à partir de mixture terre-souillure de bois, expérimentation de fibres végétales comme armatures.

Les études de la BTS étant achevées au département de Génie Civil de l'Université de Conakry, la stabilisation chimique des argiles à la soude costique,

aux résidus industriels (boue rouge) pour la construction routière est en cours,

Conclusion

La planification et la gestion de l'environnement urbain doit impliquer inévitablement les quatre « sphères » que sont: le social, l'économique, le politique et l'écologique.

L'avenir est très prometteur car les institutions de formation et de recherche comme l'Université de Conakry à travers le département de Génie Civil et celles de financement: l'ONUDI, la Banque Mondiale, le PNUD, etc sont disposées à soutenir les activités de notre projet.

Au regard de tous ces avantages, on peut conclure aisément que la BTS est une solution économique et écologique, culturellement acceptée pour faire face à la demande pressante en logements et infrastructures d'intérêt individuel, social et public à coût modéré.

Part 3

References

Workshop Statement
Case Study Authors
Acronyms





Participants at the international workshop on
Gender Responsive Environmental Planning and Management
Nairobi, 1998

Workshop Statement on Gender Responsiveness for Sustainable Urban Development

Nairobi, 30 September 1998

We, participants from cities, local governments, non-governmental organisations, community based organisations, research institutions, private sector and support programmes from all over the world have reviewed our efforts and achievements in making environmental planning and management more gender responsive. We invite the UNCHS/UNEP initiated Urban Environment Forum, together with supporting programmes and institutions, to spearhead follow-up including mobilising additional support for implementing gender responsive environmental planning and management at the local, national, regional and global levels. Furthermore we support the efforts of the Habitat II City Summit in Istanbul, June 1996, to incorporate gender concerns into the Habitat Agenda.

Our comprehensive review of our common as well as varied urban experiences has produced evidence of the remarkable range of initiatives, achievements and challenges in gender responsive environmental planning and management worldwide, and of the resources which have been mobilised in our cities. The Sustainable Cities Programme will facilitate the synthesis of the wide variety of practical lessons of experience in a Source Book on gender responsive environmental planning and management, for dissemination worldwide.

We conclude that in urban environmental planning and management all environmental issues are gender sensitive and therefore gender responsiveness is a prerequisite for sustainable development. However, some issues are of particular strategic importance, such as environmental education, improved sanitation, the urban economy, employment, housing, transport, safety and security. The issues are context specific and the challenge is to collect more experiences in order to make available and expand knowledge in this area.

We put forward the following ideas to be discussed and further developed for wider application and support:

Improve gender disaggregated information and stakeholder involvement

Gender disaggregated information is important for effective planning and implementation. It means information on the situation of women and men and does not mean data on women alone.

A number of approaches in gender sensitive data collection have been identified and comparisons of households headed by women and men and also gender comparisons within households are recommended. Because women (and men) are not homogenous groups, where possible and appropriate, data should also be disaggregated by other socio-economic variables such as age, ethnicity, income, education etc.

Both qualitative and quantitative methods can be used in collecting data. Experience shows that qualitative methods of collecting data from women and men (young and old) give better results than quantitative methods, which have many pitfalls; however, the two methods are best used together.

Participatory methods of data collection are also important. They make it easier for communities to develop a sense of ownership over the data, generate greater commitment by the various stakeholders and provide a better perception of women's and men's needs and interests.

Stakeholder involvement at all levels of projects and programmes is key to realising Environmental Planning and Management goals. Important aspects to consider include: timing and venue of activities, and services to be provided e.g. child care; and resources to be used, for example professionals vs. unpaid grass roots stakeholders.

Improve gender sensitive strategy formulation and decision making

It is observed that women are not adequately involved in strategy formulation and decision-making. This is partly due to cultural constraints differing across and within cities. Participation by women and men results in a sense of ownership, and thus serves sustainability. A number of suggestions were made on improving women's involvement. It is important to provide both common and different fora for women and men, especially during initial stages of project/programme development. Additionally, women and men should be continuously involved at every level of decision making. Women's own supportive structures outside the establishment and institutionalised participation and decision-making process should be maintained. Other important aspects to consider include:

- facilitating effective media strategies
- making public space - physical and political- within the community available for women
- forming appropriate structures of involvement and participation (e.g. procedures of legitimisation of groups' representatives)
- ensuring formal links between participatory structures (civil society) and governance structures (public sector)
- supporting principled (meaning equal status) partnerships and collaboration between professionals and grass roots structures
- strengthening existing structures for effective gender involvement
- enhancing teamwork and networking, in and outside the establishment
- facilitating gender sensitisation of top, medium and low level management
- actively seeking political support
- ensuring access to resources

Indicators for strategy formulation and decision making

Indicators are relevant for assessing strategies and decisions relating to projects and programmes. Indicators should be identified, preferably with community involvement, at the time of strategy development and reviewed as projects and programmes proceed. Issues to be assessed by indicators could include:

- the nature of the political culture
- whether created spaces are being used by communities
- whether the environment is better managed
- progress in sensitising top policy makers
- progress in involving women in each stage of decision-making
- engendering traditional indicators
- the extent of partnership between governmental organisations and non-governmental organisations
- resources spent to strengthen capacity in gender responsive planning and management

Improve gender responsive action planning and resource mobilisation for effective implementation

Involving women and men in action planning and resource mobilisation is key for efficient utilisation of resources and thus for sustainable development. Mobilising resources is a challenge, and cultural aspects have to be considered. The involvement of communities in action-planning results in a greater sense of ownership and increased commitment to implementation. The involvement of women and men in action planning and resource mobilisation can be improved in the following ways, amongst others:

- using participatory gender sensitive workshops
- recognising the different roles and identities of women and men
- training at various levels
- simplifying working procedures
- making use of gender expertise
- using a gender sensitive mechanism for better cross-sectoral development coordination
- outlining the feasibility of projects - only concrete outcome and improvements will encourage people to stay involved

Indicators for gender responsive action planning and resource mobilisation
Community based identification of indicators is desirable. The following indicators are proposed, amongst others:

- the type of resources mobilised using gender responsive approaches
- increase in women's involvement in activities
- action plans implemented
- the level of satisfaction of women and men involved or affected by the process
- improvement in productivity and income
- level of men's (or other groups) resistance or acceptance of change

Institutionalise gender responsive environmental planning and management and monitor progress towards our common objectives

Principles of institutionalising gender issues in relation to the public sector and civil society, as well as their inter-relationships and relation to communities need to be outlined. This would facilitate effective and comprehensive mainstreaming of gender issues in society.

Mainstreaming gender responsive environmental planning and management leads to equal participation of women and men in communities. At the same time political will at the top, including concrete actions such as allocation of resources, is essential to mainstreaming gender in institutions. Thus using both bottom-up and top-down approaches is necessary. Training at all levels is essential. This must:

- be relevant to the issues addressed and demand-driven
- be continuous and regularly updated
- link different groups and activities
- be monitored and evaluated using community based indicators of success, efficiency, and satisfaction

Monitoring and evaluation in environmental planning and management programmes is essential. It must be continuous, updated through training and accompanied by clear procedures and gender responsibilities.

Women and men are key to change, and their awareness at community level will lead to positive change in social rules regarding what women and men could and should do, in order to achieve greater equity.

Civil society and public sector institutions need to interact. For this networks, with links to communities, are needed. Women's committees that can and do influence the public sector, and women's resource centres at the community level are useful. The latter should be open to men's participation, where appropriate.

There are many challenges and pitfalls in the process of mainstreaming gender:

- women and men lack gender awareness
- socio-cultural and political barriers to change
- insufficient knowledge of women's and men's needs and interests
- lack of interest and political will, especially in local authorities

- exploitation and political interference in women's organisations
- supporting emerging women's leaders from the grassroots and strengthening lateral solidarity
- appropriate tools for gender analysis and planning are needed

While recognising that the initiative and most of the responsibilities for gender responsive environmental planning and management must come from the cities themselves, we acknowledge the important role of specialised expertise and international support. Therefore, we commit ourselves, in our respective capacities, to firmly supporting the application and further development of these approaches, which are derived from the sharing of practical experiences between cities, gender experts and support programmes.

We recommend that gender should be seen as one of various social categories, which are relevant to human behaviour and structuring of societies, e.g. age, ethnic group, religion. Therefore, addressing gender issues fundamentally serves to address issues of equity, justice and peace in society.

We recommend that research and training in gender responsive environmental planning and management should be intensified, including looking systematically at how to draw further lessons of experience.

We recommend that indicators should be developed to measure progress towards achieving gender responsive environmental planning and management goals.

We recommend that resources should be committed for ensuring gender responsive environmental planning and management.

We recommend that the Urban Environment Forum should facilitate a continuous exchange in gender responsive environmental planning and management through a topic cluster relating to gender and networking among partners.

We recommend that the follow-up of this workshop should include linking the workshop outcome and the emerging network into the Habitat II follow-up and the preparation for the review in 2001.



Case Study Authors

Amman, Jordan

Establishing a Women-Oriented Cottage Industry in Madaba

Ms. Salwa O Al-Sukhon

Bani Hamida Weaving Project Women Oriented

Cottage Industries in Jordan, P.O. Box: 5617

Zahran, Ibn Khaldoun St. # 77, 4th Circle/ Jabal

Amman, Amman 11183, Jordan

Tel: +962-6-4644778, 4634615, 5531817

Fax: +962-6-5531817, 5337197

E-mail: salwa@iname.com; sos@index.com.jo

Aswan, Egypt

Al Naseryah Urban Improvement Project

Mr. Abdalla El-Erian

Sustainable Ismailia Governorate Programme

P.O. Box: 191, 164 Saad Zaghloul St., Ismailia,

Egypt

Tel: +20-64-344585, 338085

Fax: +20-64-344585, 338085

E-mail: sigp@thewayout.net or

Cairo University, 3 Midan Hayet El Tadriss, Cairo,

Egypt

Tel: +20-2-337 8795 (home), +20-2-361 0325

(office), +20-2-570 0830, 570 0831 (faculty)

Fax: +20-2-568 0862

Chennai, India

Gender Responsive EPM in the Sustainable Chennai Project

Ms. M. Geetha

Sustainable Chennai Project, Chennai Metropolitan Development Authority, 8, Gandhi Irwin Road, Egmore, 600 008, Chennai, India

Tel: +91-44-8534855, Fax: +91-44-854 8416

E-mail: msmmda@giasmd01.vsnl.net.in or unchssp@md2.vsnl.net.in

Conakry, Guinea

Vulgarisation de la Technologie de la Brique en Terre Stabilisee (BTS)

Ms. Balde Fatoumata Diop

Vulgarisation de la technologie de le BTS, Association des Femmes Ingénieurs de Guinée, P.O. Box: 1345, Conakry, Guinea

Tel: +224-413495, 463296 (r), Fax: +224-415568

E-mail: dmsaliou@mirinet.net.gn

Dakar, Senegal

Projet Integre de Dalifort, Environnement et Amelioration du Cadre de Vie

Ms. Traore Aminata Correa

Health and Environment Committee, Garbage Collection in Dalifort, Direction de l'Urbanisme et de l'Architecture, Ministere de l'Urbanisme et de l'Habitat, P.O. Box: 253, Avenue Roosevelt, Dakar, Senegal

Tel: +221-8228902, 8216263, Fax: +221-8215784

E-mail: duagtz@sonatel.senet.net

Dar-es-Salaam, Tanzania

Mabibo Environmental Management Society

Ms. Zita Nyirenda

Mabibo Environmental Management Society, P.O. Box: 21875, Dar-es-Salaam, Tanzania, Tel: +255-51-110514, Fax: +255-51-114014

Guntur, India

The Swarna Jayanthi Shahri Rozgar Yojana Project

Ms. Kolli Sharada

Municipal Corporation, Guntur, 522 003 A.P., India

Tel: +91-863-323 731, 353 869, +91-863-234 343, 224 202

E-mail: snigdhak@aol.com

Hamburg, Germany

Good Governance: New Forms of Cooperation and Partnership for More Gender Responsive Urban Development

Ms. Kerstin Zillmann

Planning and Housing in Developing Countries, Technical University of Hamburg-Harburg, TUHH, FSP 1-07, D-21071 Hamburg, Germany

Tel: +49-40-7718 3658/3211, Fax: +49-40-7718 2472

E-mail: zillmann@tu-harburg.de

Heidelberg, Germany

Future Workshops - From Vision into Action: Women's Role in City Planning

Ms. Minu Hemmati

Office of the Mayor, City Council, Marktplatz 10, Heidelberg, D-69117, Germany

Tel: +49-6221-582 010, +49-6221-582 090/1090

Hue City, Vietnam

Women Initiative in Environmental Protection

Mr. Le Van Thanh Long

Hue City Bureau of Foreign Affairs, 01 Pham Hong Thai St., Hue City, Vietnam

Tel: +84-54-820914, Fax: +84-54-832969, E-mail: doingoai@dng.vnn.vn

Ibadan, Nigeria

Capacity Building for Urban Poverty Alleviation

Ms. Olusade Taiwo

Centre for Enterprise Development and Action Research (CEDAR), P.O. Box: 9270, Tiwa, 11 Oluyole Way, New Bodija, Ibadan, Nigeria

Tel: +234-2-810 1485, Fax: c/o+234-2-810 095, E-mail: otaiwo@niser.org.ng

Ismailia, Egypt

Women's Committees in the Sustainable Ismailia Governorate Project

Ms. Habiba Eid

Sustainable Ismailia Governorate Programme, P.O. Box: 191, 164 Saad Zaghlool St., Ismailia, Egypt

Tel: +20-64-344585, 338085, Fax: +20-64-344585, 338085

E-mail: sigp@thewayout.net

Kampala, Uganda

Promotion of Sanitation Among Households in Luzira

Ms. Helen Gakwaya

Appropriate Technology Energy and Environment, YWCA, P.O. Box: 2108, 1 & 3 George Street, Kampala, Uganda

Tel: +256-41-342024, 343686, Fax: +256-41-345597

E-mail: ywca@starcom.co.ug

Kathmandu, Nepal

Gender responsive EPM: An Experience from Lonhla Community in Patan

Ms. Lajana Manandhar

Urban Development Programme, Lumanti Support Group for Shelter, P.O. Box: 10546, Kupandole, Lalitpur, Kathmandu, Nepal

Tel: +977-1-523822, Fax: +977-1-520480

E-mail: shelter@lumanti.wlink.com.np

Kathmandu, Nepal

Consumer Education and Community Participation Project

Ms. Mangala Karanjit

Nepal Water Supply Corporation, P.O. Box: 11673, Jyabahal, 21, Kathmandu, Nepal
Tel: +977-1-525689 (home), 272484 (office), Fax: +977-1-521180 (home),
+977-1-262229 (office), E-mail: fbpwn@fbpwn.mos.com.np

Lusaka, Zambia

Gender Responsive Approaches in the Sustainable Lusaka Programme

Ms. Litumelo Mate

Sustainable Lusaka Programme, Sustainable Lusaka Programme, P.O. Box: 31966,
c/o UNDP, off Harry Mwangi Nkhumbula Rd, Hse. No. 7916, Lusaka, Zambia
Tel: +260-1-251475, 251482, Fax: +260-1-251475, E-mail: slp@zamnet.zm

Nairobi, Kenya

Gender and Green Towns Project (full case study not included in book)

Ms. Jane Wanyonyi

Government Training Institute, Dept. of Environmental Studies,
P.O. Box: 84027, Vanga Rd, Kizingo, Mombasa, Kenya
Tel: +254-11-228800, Fax: +254-11-227105

Recife, Brazil

Selective Solid Waste Collecting and Recycling

Ms. Silvia C. Arrais

Selective Solid Waste Collection and Recycling, Municipality of Recife, Rua
Antonio Rangel, 84/501 - Encruzilhada, Av. Gov. Carlos de Lima Cavalcanti,
09-Derby, 50.070-110, 52030-090, Recife, Brazil

Tel: +55-81-221 2392, Fax: +55-81-221 1274, E-mail: arrais@elogica.com.br

Santiago, Chile

The Latin American View of Gender Responsive Environmental Planning

Ms. Paola Jiron

Instituto de la Vivienda, Facultad de Arquitectura, Universidad de Chile, Vicuna
Cifuentes 2315, depto 304, Santiago, Chile

Tel: +56-2-341 80134, 678 3037, Fax: +56-2-222 2661

E-mail: pjiron@chilepac.net

Stuttgart, Germany

Mothers' Centres in Baden-Württemberg

Ms. Monika Jäckel, Ms. Andrea Laux

Mothers' Platform Baden-Württemberg, National Association of Mothers' Centres
Germany, DJI Nockherstr.2, D-81541 München, Germany

Tel: +49-89-6230 6253, Fax: +49-89-6230 6162, E-mail: jaeckel@dji.de *or*

Regional Center Europa, Mothers' Centre Baden-Württemberg, Mothers' Platform,
Bismarkstr. 5517, D-70197 Stuttgart, Germany

Tel: +49-711-631764, Fax: +49-711-636 9200, E-mail: mufobawu@aol.com

Inventory of Acronyms

AFIG	Association of Women Engineers of Guinee
EE	Environment Educators
ELCI	Environment Liaison Centre International
EPM	Environmental Planning and Management
FGD	Focus Group Discussion
GTAG	Green Towns action Groups
GTI	Government Training Institute
CBO	Community Based organisation
CEDAR	Centre for Enterprise Development and Research
CLEE	Community Level Environmentalists Educators
HDI	Human Development Index
GAD	Gender and Development
GDI	Gender-related Development Index
GEM	Gender Empowerment Measure
KGTPA	Kenya Green Towns Partnership Association
NGO	Non-governmental organisation
PEP	Participatory Environmental Planning
PRA	Participatory rapid appraisal
SCP	Sustainable Cities Programme
TOT	Training of Trainers
UEF	Urban Environment Forum
UPE	Urban Poverty Education
UNCHS	United Nations Centre for Human Settlements
UNEP	United Nations Environment Programme
WID	Women in Development
WUC	Ward Users Committees