The URBACT Knowledge Hub presents

GENDER EQUAL CITIES

contact us

URBACT Secretariat:
communication@urbact.eu
Contact one of the team members:
www.urbact.eu/secretariat
Contact your National URBACT Point at:
www.urbact.eu/urbact-nameofyourcountry

f URBACT

⬛ urbact.eu

🐦 @URBACT

in URBACT

And much more:

[urbact.eu]

URBACT enables cities to work together to develop sustainable solutions to major urban challenges, through networking, sharing knowledge and building capacities of urban practitioners. It is funded by the European Regional Development Fund and EU Partner and Member States since 2002.

URBACT Knowledge Hub presents:

GENDER EQUAL CITIES 2022

URBACT, June 2022

Authors

Dr. MARY DELLENBAUGH-LOSSE and BIANCA C. DREYER

based on the 2019 Gender Equal Cities report
authored by **Sally Kneeshaw** and **Jenna Norman**

Acknowledgments

FOREWORD

Since the publishing of our first Gender Equal Cities report in 2019, gender equality has gained traction in public policy in Europe, reaching all the way to the European Commission itself. In 2019, the European Parliament elected Ursula von der Leyen as the first female Commission president. Under her direction, the European Commission has made a specific commitment to a gender-equal Europe which includes binding pay transparency measures and an EU-wide directive proposal to combat violence against women.

Support from all levels of government is crucial in ensuring that women and men, girls and boys can freely and equally participate in society. At URBACT, we are committed to supporting local authorities incorporate gender equality into their municipal policies. This second edition of the Gender Equal Cities Report builds on the pioneering work carried out in 2018-19 demonstrating how cities can lead the way in developing gender-sensitive policies. This version of the report again presents good practices from cities that are making strides in gender equality in a wide range of topics, from transportation to employment and now includes clear calls to action for cities to follow.

I am particularly proud to have been able to prioritise this topic for URBACT. It has been my privilege to see how the authors have championed progress made and offered support to build cities' awareness and capacity to act where needed. At URBACT, we are convinced that, in order to create a fairer, more liveable and prosperous society, gender equality – while not the only priority – has to be part of all policies. That's why we have included gender as one of the key priorities for the next round of the programme, URBACT IV, which will run until 2027.

Many thanks to all of the cities and programmes who shared their experiences with us. You are the bedrock on which this report is built! I look forward to seeing how cities use and learn from this report, and to see how many new cases emerge from it for the next version.
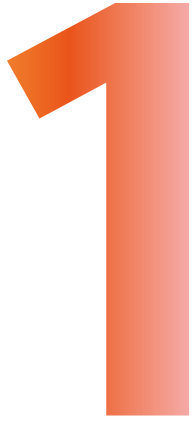
June 2022

NUALA MORGAN
Capitalisation and Communication Head of Unit
at the URBACT Secretariat

1

Introduction

1A. GENDER EQUALITY AND CITIES

Much has changed in Europe since the first edition of the Gender Equal Cities report in 2019. War, the Covid-19 pandemic, protest movements such as the Women's Marches, and new economic and social challenges have brought gender inequality into a new light and demonstrated that, even with the leaps and bounds made over the past century, there is still a long way to go to achieve global gender equality. The first edition of this report was the first of its kind, stressing the role of cities and municipalities to tackle these challenges. This updated edition builds and expands on that knowledge, introducing new case studies and topics and reflecting the changes of the intervening years.

Despite progress made in this time, gender inequality still significantly impacts travel, work, play and life in urban environments. Gender Equal Cities is an initiative from the URBACT Knowledge Hub intended to raise awareness of gender-based inequalities at a local level and highlight how cities can take action. It brings together the knowledge of people active in the URBACT community and beyond. The work has been enriched by a close partnership with the Council of European Municipalities and Regions (CEMR) and the results of their European Charter for Equality of Women and Men in Local Life.

Gender Equal Cities shows how creating space for all voices, needs and capacities is a necessary step towards building thriving cities and benefits all members of society. This report's themes mirror city departments, sectors and cross-cutting topics, providing practical guides for gender mainstreaming for professionals who work both in specific policy areas and across sectors. It is just as relevant for citizens and resident organisations to help them inspire and support their local administrations.

Women account **for only 1/3** of political decision-makers in Europe

85% **MAYOR** and around **15**% of mayors. **15**%

Only **8 of 41** European capitals are led by **women mayors** **MAYOR**

In 2020, the overall employment rate of **women aged 20-64 was only 66.4%** compared to men's 77.2%.

48% **52**% In the EU, women constitute **52**% of the total population,

but only **34.4**% of the EU self-employed

and **30**% of start-up entrepreneurs

A third of women in Europe report having experienced some form **of physical or sexual abuse** since the age of 15.

What's new in the updated report?

Gender equality is a constantly evolving challenge. In this report we have highlighted some of the new movements, initiatives and changes in context since 2019. As already mentioned, the Covid-19 pandemic has drastically altered urban life and deepened pre-existing gender-based inequalities, especially for women, rolling back much of the progress achieved to date. In March 2022, the war in Ukraine led to the displacement of many residents as refugees, many of whom are women and children. The continuing social and economic disruptions caused by these and other global developments have significant implications for gender equality, in particular at a local level.

There have also been a number of policy developments in Europe. The new European Union (EU) Multi Annual Funding Framework for 2021-2027 is underway with 1.074 trillion EUR funding, which could have a real impact on equality if gender mainstreaming tools are well integrated. Furthermore, the European Commission under Ursula von der Leyen launched the Gender Equality Strategy 2020-2025, which aims to make significant progress toward ending gender-based violence, challenging gender stereotypes, closing gender gaps in the labour market, addressing the gender pay and pension gaps, closing the gender care gap and achieving gender balance in decision-making and in politics. European cities also play a key role in reaching the United Nations (UN) Sustainable Development Goals (SDGs), including Goal 5, the empowerment of women and girls.

As a programme, URBACT has built on the 2019 Gender Equal Cities initiative by partnering with institutions such as the Committee of the Regions and the Joint Research Council to promote ideas and encourage debate. All URBACT networks and cities are now required to consider the gender perspectives of their work and are supported to do so with new tools and workshops. Furthermore, gender equality will be one of three priority topics in the new programme, URBACT IV. And in 2019, URBACT was thrilled to welcome the first network on gender, the GenderedLandscape Action Planning Network, led by Umeå (Sweden), demonstrating that this topic is also a priority for cities and municipalities in Europe.

Awareness of the need to foster intersectional approaches, as highlighted in the first report, has improved in the past few years. The term intersectionality was coined by Professor Kimberlé Crenshaw in 1989 and describes the theory that various social identities, such as race, gender, sexuality, and class, "intersect" to create different, multiple, overlapping (dis)advantages, recognition, discriminations, privilege and marginalisations.

Intersectionality is not just a theoretical concept. Taking an intersectional approach to gender equality that addresses power relationships helps to actively tackle all forms of discrimination. This means engaging with complexity, consciously seeking out hidden voices, developing a nuanced understanding of solutions and questioning our own privilege and position in the power structures.

We recognise that gender has more than two categories and speaking of gender beyond the binary is more accurate and current. To date, the implementation of municipal programmes accounting for this reality remains an additional challenge and case studies or good practice examples are rare. The Terassa City Council (Spain) developed a toolkit that provides some practical advice on how to incorporate intersectionality into local policies[1]. In this updated report we continue to illustrate the different experiences of women and men in the city, and have added new case studies and calls to action highlighting women and men of colour, with migration backgrounds, on low incomes, identifying as LGBTQI and living with a disability.

---

1   Terassa City Council (2019), written by COLL-PLANAS, G.; and SOLÀ-MORALES, R., 'Toolkit to incorporate intersectionality into local policies', available at: https://igualtatsconnect.cat/wp-content/uploads/2019/06/Publicacion-Igualtats-Connect-ENG-2.pdf

1B. HOW TO USE THIS REPORT

This URBACT report is designed to inform and inspire policy makers to take action in their cities. Gender equality is a cross-cutting issue which touches on many aspects of municipalities' work. To make the information as accessible as possible, the content is broken into seven key themes and sub-themes.

These are key areas where cities can work towards gender equality. They reflect regional and global priorities as outlined in the Council of European Municipalities and Regions' Charter for Equality, as well as some of the 12 areas of the Urban Agenda for the European Union and targets included in Sustainable Development Goals 5 and 11.

Each of these sections provides some context and tangible actions cities can take towards gender equality. Case studies of good practices, highlighted on the map on the following page, illustrate how gender equality is actively addressed by cities all over Europe.

The data and case studies in this report are cited and have been fact-checked. The views expressed here are of the authors and not necessarily those of URBACT or of the institutions mentioned.

The case studies were sourced from a combination of first-hand accounts, URBACT networks and partners, good practices and examples from the Council of European Municipalities and Regions (CEMR) Observatory, European Institute on Gender Equality (EIGE), Urban Innovative Actions (UIA), the European Women's Lobby, Eurocities and desk research.

1C. GENDER AS A CROSS-CUTTING ISSUE

Gender mainstreaming can help cities achieve many other goals in addition to equality and reduction of discrimination, from sustainability to the labour market. To achieve this, however, city departments need to work together in an integrated way, to literally mainstream the gender perspective in all actions. Find some examples on the next page.

© URBACT (2022)
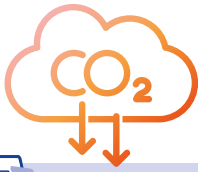
Umeå (Sweden) has calculated that **if men used public transport as often as women**, they would achieve more **significant CO_2 reductions** than by converting an entire fleet into electric buses. To learn more about gender and mobility, turn to chapter 6D.

EIGE estimates that incorporating a **gendered perspective into budgets** and analysing public spending for unintentional inequality could lead to an **increase in GDP** per capita in the European Union of 6.1 to 9.6%, or 1.95 to 3.15 trillion EUR, by 2050. Want to read more about gender budgeting? Check out chapter 3B.
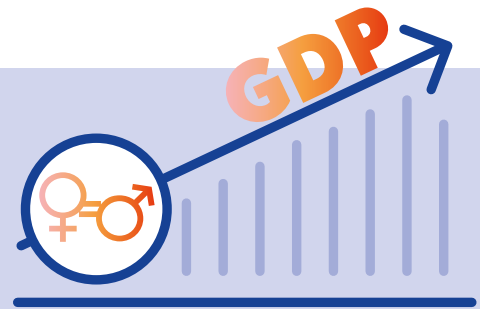
40%
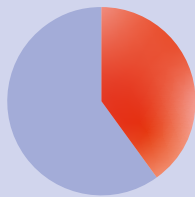
gender-balanced sector

Only four in ten workers in the EU are employed in a **gender-balanced sector** where the workforce comprises at least 40% of each gender, missing out on potential talent and a fairer local economy. More about labour market segregation in chapter 4C.

According to EIGE, achieving gender-balance in **national parliaments** in the EU will take another 12 years[2]. Learn more about what European cities are doing to speed up parity in local representation in chapters 2A and 2B.

100 h   152 h
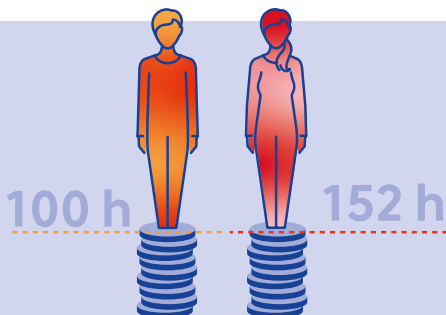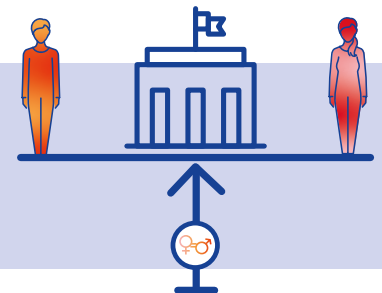
In Germany, the **gender care gap** is 52%. That means that compared to men, women work on average 52% more, and that additional work is unpaid. For heterosexual couples with children, the gap increases to 83%[3]. And if you look at the differences in caring for children only the gap increases to 108%. Read more about care work and time management in chapter 4E and the role of child care in chapter 5D.

---

2   EIGE (2019), 'Achieving gender-balance in national parliaments would take another 12 years', published on 30 May 2019 and available at: https://eige.europa.eu/gender-statistics/dgs/data-talks/achieving-gender-balance-national-parliaments-would-take-another-12-years

3   German Presidency of the Council Working Party on Statistics; and ALLMENDINGER, J. as host (2020), 'Podcast: Childcare and gender equality in times of the coronavirus pandemic', available at: https://www.destatis.de/EN/eu2020/digital-conference/childcare-gender-equality/podcast-allmendinger.html

1D. MAP OF CASE STUDIES
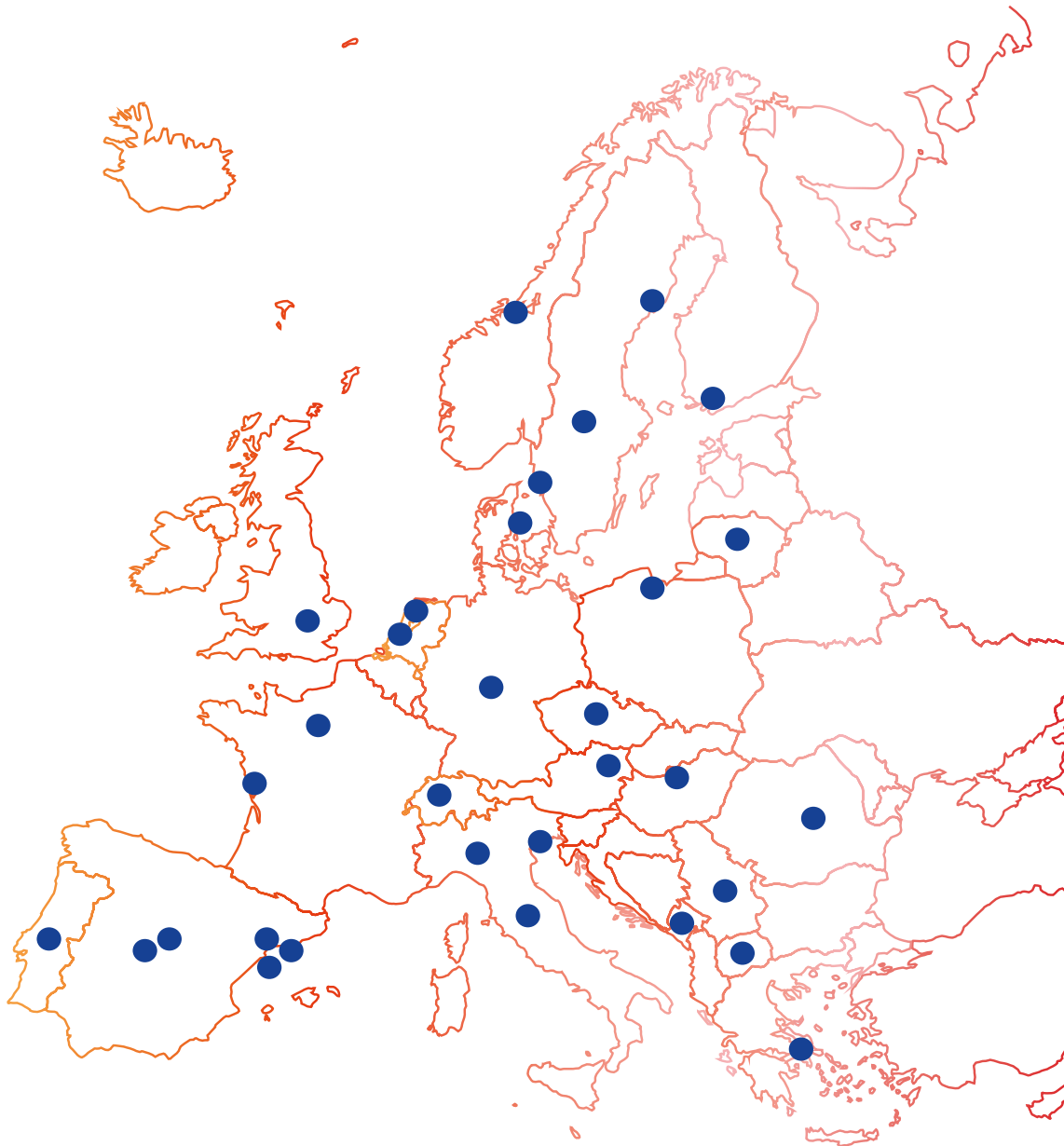
Representation and participation:

Czech Republic; and Râmnicu Sārat (Romania).

Governance:

Bečej (Serbia); Novaci (North Macedonia); Vienna (Austria); Sweden; Milan (Italy); London (England); Barcelona (Spain); and Trikala (Greece).

Economic equality:

Bern (Switzerland); Portugal; Gdańsk (Poland); Barcelona (Spain); Budapest (Hungary); and La Rochelle (France).

Public services:

Paris (France); Spain; Trondheim (Norway); Vilnius (Lithuania); and Serbia.

Planning and public spaces:

Pordenone (Italy); Pristina (Kosovo); Germany; Spain; Helsinki (Finland); Paris (France); and Umeå (Sweden).

Equity, diversity and inclusion:

Tilburg (Netherlands); Gothenburg (Sweden); Germany; Barcelona (Spain); and Amsterdam (Netherlands) in partnership with Aarhus (Denmark).

1E. GENDER EQUALITY MYTH BUSTING

Gender mainstreaming in cities is becoming more common, but a few misconceptions remain. Let's look at some classic myths and their realities.

"That's the national government's job."

Cities play an important role in the implementation of national, regional and global agendas on gender equality through the services and spaces closest to the daily lives of residents. Incorporating gender mainstreaming into municipal structures and processes is an effective tool for combating inequality at a local level and feeding good practices and good ideas back up to the regional and national levels. Cities' ability to shape the daily lives of the women and men who live in them equally gives them the power to drive change in gender equality and beyond.

"Gender Equality? Do we still need to work on that?"

Despite leaps and bounds in gender equality in the past few decades, a quick glance at statistics shows that there is still much to be done. The EIGE Gender Equality Index 2021 showed only marginal improvements in gender equality markers for the EU as a whole compared to the 2019 index, and a number of EU countries' scores actually dropped in this timeframe. These numbers, as well as increases in inequality and gender-based violence as a result of the Covid-19 pandemic, show that actually the opposite is true: we need to work on gender equality more than ever!

"Gender is all about women."

All genders experience stereotypes, norms and gender blind policies which reduce their opportunities to participate in society fully and equally, from biased views about which gender should take parental leave to which types of professions different genders excel at. Unfortunately, women still experience the majority of gender-based inequality, so policies for gender equality mainly focus on reducing exclusion, discrimination and unfair treatment by lifting women up. Nevertheless, as you will see in this report, gender equality means offering all genders equal opportunities to participate in society, and more frequently this also means policies targeting men.

"We can do that after..."

Gender equality is often considered as an afterthought, or something the city can work on once it has solved the 'real problems' like air pollution or poverty. The fact is that the 'real problems' are deeply connected to gender inequality, because women and men experience urban life differently and disproportionately. Factoring in gender from the outset has proven to make projects more efficient and successful because they include all members of society and target groups most in need. In contrast, omitting gender from the equation runs the risk of unintentionally increasing gender inequality.

2

Representation and Participation

Cities are the level of government closest to people. Their actions and services have direct consequences on everyday lives. Women, men, and non-binary people of different ethnic groups, socio-economic backgrounds, abilities and sexualities all bring valuable real-life experiences to local politics. When the city's decision-making bodies are fully representative, all of these voices, interests and experiences can be included in deciding the future of the city and in reducing and preventing inequalities.

Research undertaken in 2021 by the European Commission's Regional and Urban Policy Directorate (DG REGIO)[4] shows that a more equal share of women in power is linked to better government, and female achievement boosts Gross Domestic Product (GDP). Additionally, representation creates a ripple effect: women and minority groups are more likely to become politically active, vote in elections and raise their voices when they feel represented. The equal representation of all genders at all levels of local governance is therefore both a democratic imperative and a direct pathway to better urban policy and more engaged communities.

In Europe,
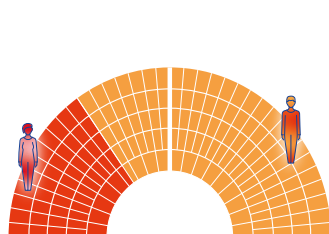
29% of local councillors are women
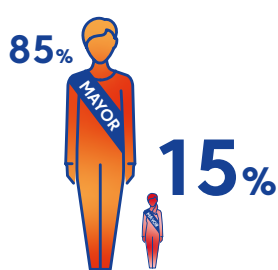
85% **15%**
15% of mayors are women
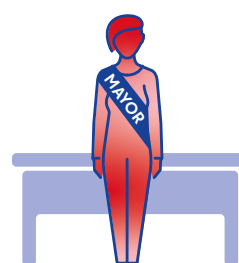
Only **8 of 41** European capitals are led by **women mayors**
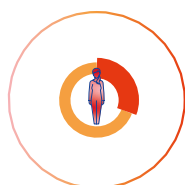
31% of regional elected officials are women
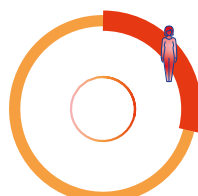
29% of national parliament representatives are women
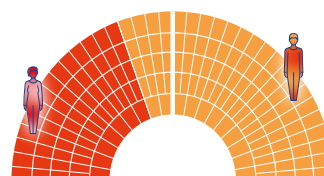
40% of elected members of the European Parliament are women

107 years to close the gender gap.
2022 2129

*based on an in-depth analysis of women's representation in 41 European countries

Source: Women in Politics - Local and European Trends

4   European Commission; NÓRLEN, H.; PAPADIMITRIOU, E.; DOMINICIS, L.; DIJKSTRA, L. (2021), 'Mapping the glass ceiling: The EU regions where women thrive and where they are holdback', available at: https://ec.europa.eu/regional_policy/en/information/maps/gender-equality-monitor

Parity in formal representative structures is one of the most important things a city can do to create gender equality. But local democracy is also guaranteed through informal representation, participatory processes and public consultation, structures which must equally include a gendered approach. A gender equal city is one that constantly asks itself questions about who is empowered to contribute to decision-making. Who has a seat at the table and is that enough? Which voices are not being heard? How can representation and knowledge gaps be filled?

2A. LOCAL GOVERNMENT

In the last ten years, the proportion of female mayors has increased modestly, from 11% to just 15%, however with stark regional differences. While countries such as Georgia and Romania have as little as 2-4%, others such as Iceland and Sweden boast up to 36%[5]. Women currently make up 29% of elected representatives at the local level overall[6], here with little improvement in the last decade. Even when equal representation of women and men is reached, there is a tendency for women to carry portfolios for socio-cultural policy, while men continue to be overrepresented in high profile policy areas like economy and finance. This has implications for their respective budgets and responsibilities and replicates gendered divisions of labour.

In addition, women elected representatives face challenges even after they have won office. A recent study by Élues Locales in France demonstrated that local elected women are at significantly higher risk of violence and harassment than their male colleagues. In their survey of 960 elected women, 74% reported having been harassed, threatened, undermined or been the recipient of inappropriate or sexualised remarks[7].

So what is being done to change the way local government looks and acts in Europe? A growing number of initiatives are tackling barriers to entry and encouraging women and girls to run for office at all levels, as well as to sustain them once elected. Programmes such as the EAF Berlin Mayoress Programme or the Fórum 50%, which is described below, are working to combat discrimination and support women representatives through their campaigns and their political careers.
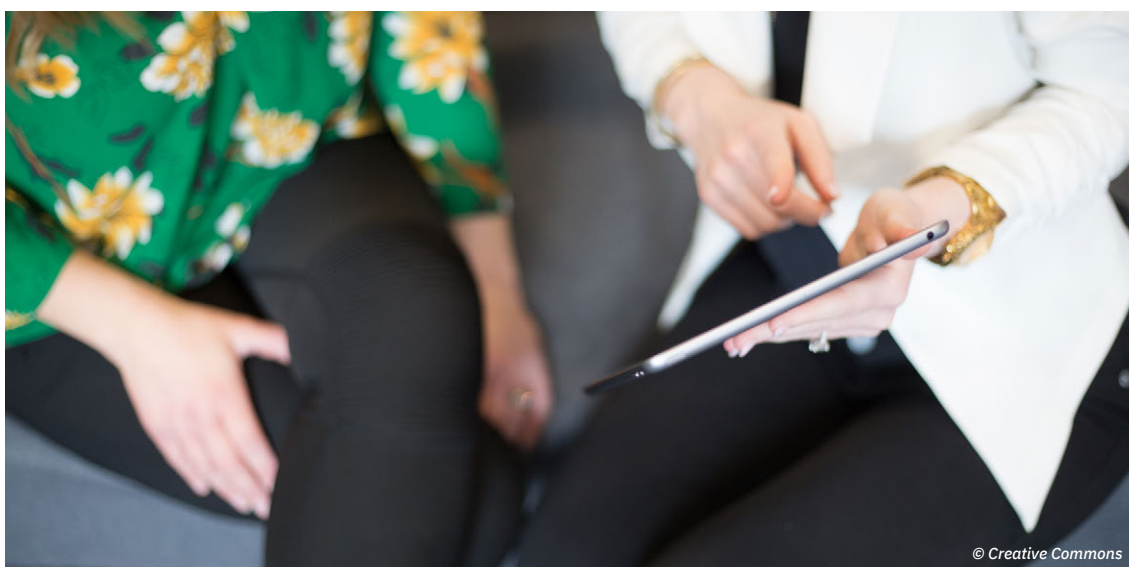
© Creative Commons

5   European Commission; NÓRLEN, H.; PAPADIMITRIOU, E.; DOMINICIS, L.; DIJKSTRA, L. (2021), *idem*, page 29.
6   European Commission; NÓRLEN, H.; PAPADIMITRIOU, E.; DOMINICIS, L.; DIJKSTRA, L. (2021), *ibid*, page 30.
7   Élues Locales (2021), '3 femmes élues sur 4 ont un jour été confrontées à des remarques ou comportements sexistes', published on 3 December 2021 and available at: https://www.elueslocales.fr/enquete-violences-sexistes-en-politique

Fórum 50% [Czech Republic]

Despite the fact that women are half the population, on average only 20% of politicians in the Czech Republic are women. Against this backdrop, the Czech NGO Fórum 50% was founded in 2004 with the goal of promoting the equal political participation of women and men in politics and decision-making at local, regional and national levels in the Czech Republic. The NGO has two main goals: to raise awareness on the underrepresentation of women in the Czech politics and to actively promote more women in decision-making positions.

Over the last nearly two decades, Fórum 50% has initiated a number of measures to reach their goals. They co-founded the Czech Women's Congress and offer networking and training events for women elected officials. Their international mentoring programme for women politicians[8] was acknowledged as a good practice by EIGE in 2014. They also hold annual conferences on Equal Opportunities together with the Czech Ministry of Internal Affairs and the Union of Towns and Municipalities.

One project initiated by Fórum 50%, called "**Equilibrium between women and men**"[9], supports the implementation of gender mainstreaming in Czech local authorities. The project includes a training session for municipalities introducing the method of gender mainstreaming and explaining how to practically apply a gendered perspective in decision-making processes by conducting a gender analysis. Practical knowledge and training is accompanied by presentations of examples of good practices from other European countries and information about the **CEMR's European Charter for Equality of Women and Men in Local Life**.

[CALL TO ACTION]

Do you want to take action in your own municipality?
Check out the Association of Basque Municipalities (EUDEL) Welcome Manual for Women Elected Officials.

Communauté d'agglomération de La Rochelle
© *Genderedlandscape (2022)*

---

8   Fórum 50% (2015), 'Mentoring for Women Politicians', available at: https://padesatprocent.cz/en/projects/equilibrium-between-women-and-men-2/international-mentoring-for-women-politicians
9   Fórum 50% (2016), 'Equilibrium between Women and Men', available at: https://padesatprocent.cz/cz/o-nas/projekty/equilibrium-between-women-and-men-2

2B. PUBLIC PARTICIPATION

Getting women into governance structures is crucial. But before and even when parity is achieved, there is still much that can be done. Local politicians have a responsibility to represent the interests and experiences of all residents by involving and listening to different groups through, for example, women's advisory boards, commissions, councils and consultations that are open to the needs and opinions of women and girls in the city. Thought needs to be given to the location, culture, language, timing and design of these participatory activities to be inclusive and welcoming to women or girls, including those with additional needs, such as caring responsibilities or lack of confidence.

Case Study

Consultation to increase women's presence in public sports spaces [Râmnicu Sărat, Romania]

SWUP SPORT FOR WOMEN IN URBAN PLACES

© ALDA (2019)

The **Sports for Women in Urban Places** (SWUP) has been working in partnership with the **European Association for Local Democracy** (ALDA) to highlight why women may feel uncomfortable using public sports facilities and take action to make these spaces more inclusive. By undertaking a comprehensive review[10] in multiple cities across Europe, using quantitative data as well as focus groups and interviews, they exposed a disproportionate use of sports facilities by men, leading to poorer life quality and increased health problems among women. However, in Râmnicu Sărat, participatory interviews with women revealed easy and inexpensive measures to take to improve the situation[11]:

- Advertising or informing women through networks they use, including social media.
- Using images of women to advertise the facilities, so that they can project themselves in the space.
- Sharing encouraging slogans and messages suggesting sports are not just for men.
- Building equipment to meet all sports and fitness needs (bikes, stepper machines, and weight-lifting equipment).
- Women-only times to help them feel more comfortable.
- Taking into account that women have different health needs and may need to bring children with them.

These measures demonstrate that often it is as simple as consulting women about their needs, wants and interests in the city with women-only and women-friendly participation processes.

[CALL TO ACTION]

*Do you want to build capacity for advocacy and support of Women's Rights in Europe in your municipality? Check out the Channelling Resources into Women's Rights project led by the European Women's Lobby. You can find resources for advocacy, raising awareness and a **complete toolkit** for getting started.*

---

10   Mulier Instituut; SWUP (2018), co-financed by the ERASMUS+ Programme of the EU, 'Toward gender equity in urban outdoor sport spaces', available at: http://www.swup-project.eu/wp-content/uploads/2018/08/3-Towards_gender_equity_in_European_outdoor_sports.pdf

11   Mulier Instituut; SWUP (2018), *idem*, page 28.

3

Governance
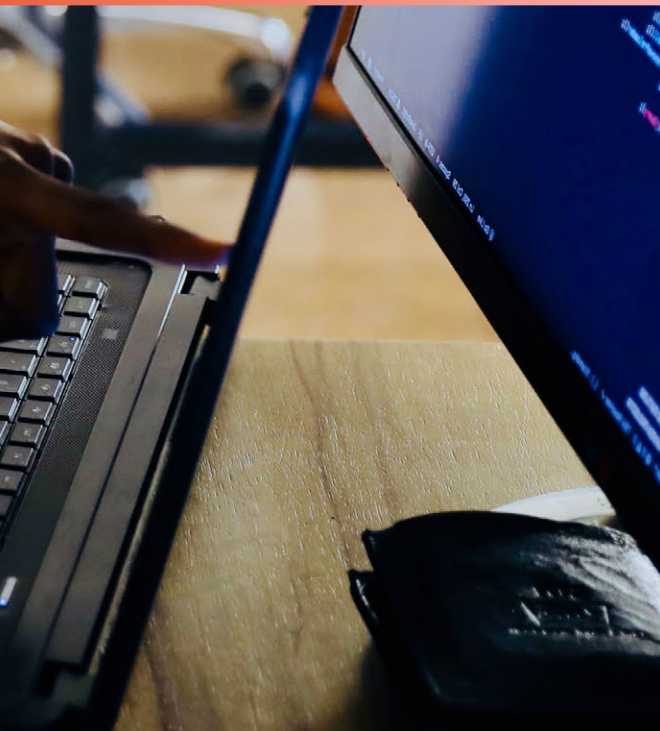
UN-Habitat describes __urban governance__ as the "enabling environment that requires adequate legal frameworks, efficient political, managerial and administrative processes to enable the local government response" to the needs of residents. These processes, which are used to design, finance, implement and monitor urban policies, have implications for gender equality. So how can gender be factored into urban governance in a way that better responds to all residents' needs, supports achievement of the SDGs and creates a fairer city for all? In the following sections we illustrate some of the most important governance mechanisms, levers and processes that local authorities have at their disposal to promote gender equality.

3A. GENDER MAINSTREAMING

Gender mainstreaming refers to the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, at all levels and in all sectors. But, what does it actually mean when we talk about gender mainstreaming?

The first step of gender mainstreaming is evaluating existing policies and collecting data related to their possible impacts on different groups and genders. With this knowledge, it is then possible to change or supplement policy across the city to reduce unintentional inequalities, or even design separate policies for women and men so that multiple needs are met. Although gender mainstreaming doesn't necessarily challenge the way gender operates in the city, it can improve the everyday lives of residents substantially.

Case Study

Promotion of gender equality [Bečej, Serbia]

The municipality of Bečej (Serbia) has been a signatory of the __European Charter for Equality__ since January 2017. Their inclusive process to develop their local equality action plan is one of the town's biggest successes and is unique in the country.

The municipality began by creating a working group made up of local stakeholders, including local self-government and civil society organisations. The meetings were open to and attended by secretaries of local communities, as well as representatives of rural women's associations. This cooperative process was supplemented by other activities, such as performances and workshops on the topics of feminism and countering gender stereotypes in the town theatre and additions of lessons and exercises about feminism to the high school curriculum.

A special effort was made to make women of all ages, backgrounds and nationalities the direct beneficiaries of the activities. The working group conducted surveys with residents to select priorities for the action plan. These include improving the safety of citizens and the situation of women in rural areas in particular, improving public services, improving opportunities for women and girls to engage in sports, and improving the capacity of local self-government to effectively use gender mainstreaming when implementing policies and programs. After seeking public input and support from all interested residents, the plan was adopted by the Municipal Assembly of Bečej at its session held on 14 December 2018.

[CALL TO ACTION]

Are you keen to get started with gender mainstreaming? The City of Vienna (Austria) has created a guideline for implementing gender mainstreaming, which is called __Gender Mainstreaming Made Easy__.

3B. GENDER BUDGETING

The [CEMR European Charter for Equality](#) defines gender budgeting as "an application of gender mainstreaming in the budgetary process. It means conducting a gender-based assessment of budgets, incorporating a gender perspective at all levels [...] and restructuring revenues and expenditures in order to promote gender equality."

The process is not about increasing budget expenditure or creating a new, separate budget for women; it is about taking into consideration the principle of equality between women and men from the very start. And taking this approach doesn't just have benefits for equality: According to a study by the EIGE, incorporating a gendered perspective into budgets and analysing public spending for unintentional inequality could lead to an increase in GDP per capita in the European Union of 6.1 to 9.6%, or 1.95 to 3.15 trillion EUR, by 2050[12].

Case Study

A full-day kindergarten [Novaci, North Macedonia]

The town of Novaci in North Macedonia is taking its first steps in gender budgeting[13]. For the last decade, parents in the Municipality of Novaci could only receive child care for a maximum of two and a half hours per day at the only childcare centre for a population of around 3 500 residents. This lack of investment has specifically impacted mothers, who are taking on the greater share of care responsibilities, fuelling calls for a full-day kindergarten.

With support from the UN Women gender-responsive budgeting project, Novaci is increasing investment in social services and allocating funds to the development of the full-day kindergarten. Residents, especially mothers taking on care responsibilities, have been big supporters of such an idea. With assistance from the UN Women gender-responsive budgeting project, Novaci is investing in social services and allocating funds to the development of the full-day kindergarten.

One of the parents remarked in an interview,

> *"I am convinced that one of the main reasons for women's absence from the labour market is the lack of childcare services rather than a lack of employment opportunities."*

Especially in North Macedonia, where household and care responsibilities are unequally distributed and women bear a greater burden, access to childcare increases women's participation in public and economic life.

Irena Popovska Talevska, Coordinator for Equal Opportunities in the Municipality of Novaci, recalls attending a UN Women training on gender-responsive budgeting:

> *"After that initial training, I asked myself what would be different if there were more women voicing their needs at municipal council meetings? Will it affect the priority areas of the municipality's planning?"*

---

12   EIGE, 'Economic benefits of Gender Equality in the European Union', see at: https://eige.europa.eu/gender-mainstreaming/policy-areas/economic-and-financial-affairs/economic-benefits-gender-equality

13   UN WOMEN – Europe and Central Asia (2021), 'Municipality of Novaci in North Macedonia invests in childcare to improve the quality of life for women and children', published on 5 July 2021 and available at: https://eca.unwomen.org/en/news/stories/2021/07/municipality-of-novaci-in-north-macedonia-invests-in-childcare

Gender budgeting [Vienna, Austria]

City of Vienna
© URBACT (2022)

Vienna, the capital of Austria, is a pioneer for gender mainstreaming in urban planning[14]. The city has one of the longest legacies of gender-sensitive planning: the Gender Mainstreaming Office opened in 1992, the city has had a binding commitment to gender mainstreaming since 2000, and gender budgeting has been embedded in their Constitution since 2006.

What does this look like in practice? **Vienna has a Gender Budgeting Unit** that works with the finance department to oversee the annual budget across the many departments of the city: each of Vienna's 23 districts does their own budgeting. The head of the Department of Gender Budgeting is responsible for creating an annual report pulling together individual gender budgeting reports received from all departments. Since its inception in 2006, every department has to demonstrate its commitment to gender equality.

The most important challenge for Vienna in implementing gender budgeting was raising awareness among city staff to convince them that this new topic was valuable. Another challenge was to improve the quality of city-wide data, for example by collecting gender disaggregated data. Vienna created workshops for department leaders but also for staff on the ground defining objectives and measures in which the reasons for gender mainstreaming and gender budgeting are outlined, tested and role-played. Staff also receive ongoing support through a network on gender budgeting and three yearly meetings to exchange views and network with multipliers.

[CALL TO ACTION]

Do you want to get started with gender budgeting in your municipality? Check out the EIGE step-by-step toolkit including a tool to track resource allocation for gender equality in the EU cohesion policy funds (Tool 8).

---

14 European Women's Lobby (2020), 'An interview with Michaela Schatz: Gender Budgeting in the City of Vienna', published on 5 February 2020 and available at: https://www.womenlobby.org/Gender-Budgeting-in-the-City-of-Vienna

3C. GENDER-RESPONSIVE PUBLIC PROCUREMENT

"Every year, over 250 000 public authorities in the EU spend around 14% of GDP on the purchase of services, works and supplies. In many sectors such as energy, transport, waste management, social protection and the provision of health or education services, public authorities are the principal buyers."[15]

This statistic shows the spending power of public authorities. Public procurement is a lever that all local governments can use to bring about economic, social and environmental benefits that, in turn, will have a positive impact on the city and its local economy. So, what is the potential for gender equality in procurement?

At the most fundamental level, cities that outsource basic services have an obligation to ensure that the legal requirements to promote equality between women and men are passed on and carried out by the provider. In relation to public procurement, where these obligations are not passed on, there are opportunities to embed gender equality into the procurement cycle.

Gender equality could become a core component of procurement strategy, much in the same way that creating jobs or reducing carbon emissions is becoming. In order for this to happen, however, it needs to be thought about at the commissioning stage, so people who are designing services think about how gender equality can be embedded into tender documents, in decision-making and monitored as part of service delivery.

Obstacles to implementing equality requirements in procurement include lack of political will or fear of complaints from private companies. Solutions are for local administrations to raise awareness and build technical capacity with help, for instance from model equality clauses and women's organisations.

© URBACT (2021)

---

15   European Commission, 'Public Procurement', see at: http://ec.europa.eu/growth/single-market/public-procurement/

The Swedish Association of Local Authorities and Regions (SALAR) Guide to Gender-Responsive Public Procurement [Sweden]

The question at the heart of gender-responsive public procurement is: do services, buildings and goods meet the needs of people of all genders? In Sweden, as in all Member Sates, national legislation, influenced by European legislation, sets the legal framework for public procurement. In 2022, SALAR published a Guide to Gender-Responsive Public Procurement[16] after its member organisations expressed a need for more support.

Applying a gender lens to procurement has often meant considering the supply chain. However, the SALAR guide emphasises that public procurement is also concerned with local labour market conditions, for example whether the working conditions of suppliers meet legal requirements and the role procurement policies can play in addressing sectorial gender imbalances.

The guide also highlights the gender equality aspect of publicly funded goods and services, such as do goods and services benefit all residents equally? Applying a gender analysis to its new uniforms, the Swedish Armed Forces for example were able to commission uniforms with a good fit for a range of body types and sizes. In municipal housing projects, a gendered lens could mean superintendents and other staff undergo mandatory gender-based violence awareness training in order to respond appropriately to these situations.

The methodology of the guide and accompanying checklist is transferable to anyone working in the EU. However,

"it is difficult for someone not trained in gender analysis to do this work, so we need combined competencies in this work." says Magnus Jacobson, Gender expert and Communication Strategist at the SALAR.

He points to a best case example from 5 municipalities in the South of Sweden that combined procurement offices to finance a gender and sustainability specialist.

[CALL TO ACTION]

Do you want to implement gender-responsive public procurement (GRPP) in your city? *Check out the newly-released **toolkit for GRPP** from the EIGE[17] The URBACT Knowledge Hub **Strategic Procurement initiative** also includes a series of online modules for city practitioner.*

3D. DATA AND MONITORING

"Can snow clearing be sexist?" is the seemingly provocative chapter that starts Caroline Criado Perez's bestselling book "Invisible Women". Through this and other examples, Perez outlines systemic data bias which takes the male perspective as the default and frequently lacks data on women. In this world, even a public service like snow clearing has gendered dimensions. Umeå (Sweden), for example, reports that by collecting data about transportation and employment patterns, the city determined that women are most likely to be the first people to use the roads in the morning as they go out to care-taking roles, often on bikes. The council therefore directed the roads department to clear snow from the bike lanes first[18].

---

16   SALAR (2022) see at: https://rapporter.skr.se/upphandling-for-jamstalldhet.html (in Swedish).
17   EIGE, 'Gender-responsive Public Procurement', see at: https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-responsive-public-procurement
18   CRIADO PEREZ, C. (2019). 'Invisible Women: Data Bias in a World Designed for Men', New York: Abrams Press.

Gender disaggregated data is key to combating inequality and 'gender blindness', the disregard of gender as a significant factor shaping all aspects of public and private life. In order to understand the gendered dimension of the city, it is necessary to be able to see and interpret real differences, for instance in pay, household income, family structure, business ownership, housing tenure, health, education, and use of services such as public transport.

There is no clear picture of how much gendered data is available at city level across the EU. However, those cities that have effective systems in place to gather and make use of gender data from multiple sources (e.g. statistics, consultation and observation) are in a better position to make strides towards equality by then applying these insights in their gender mainstreaming strategy.

Data and knowledge gaps not only relate to different policy areas, but also to experiences and needs that often go unrepresented or which are invisible with standard data collection methods. How much is really known, for example, about how a transgender woman, a sex worker or an undocumented migrant navigate the city? Bringing their needs into the policy making evidence base is part of creating a fairer city.

The Milan Gender Atlas [Milan, Italy]

Case Study

Space is not neutral. This reality guides the work of the Milano Urban Center[19]. In partnership with the municipality of Milan, the project 'Sex & the City - Milan Gender Atlas' highlights the importance of collecting gender disaggregated data. The team conducted a large online survey to study gender differences in many spheres of public life, including care work, mobility patterns and perceptions of insecurity.

"The aim of this research is not to define a 'female model' that perpetuates the conditions that imprison women in the cage of care, but to observe the very patterns, systems and services that practices of care generate in public space, in order to make them available and feasible to anyone who takes charge of

© URBACT (2022)

them, regardless of gender," says Azzurra Muzzonigro, one of the authors of the atlas.

The resulting book, the 'Milan Gender Atlas', features, for example, gendered city maps that highlight networks of public services used by women, spaces that women feel uncomfortable in, or subway lines indicating the availability of elevators along routes.

"Urban planning that is attentive to all differences including gender nearly guarantees a solid network of quality public services that support the needs of all the bodies that inhabit the urban space."

The city of Milan is now working to incorporate the learnings from the project into their gender mainstreaming approach.

[CALL TO ACTION]

Do you want to learn more about how greater capture, analysis, and use of data catalyses gender equality? Check out the website, resource centre and the 'Big Data, Big Impact? Towards Gender-Sensitive Data Systems' report by Data2X, a collaborative technical and advocacy platform collecting gender data.

---

19   ANDREOLA, F.; and MUZZONIGRO A. (2021), 'Milan Gender Atlas', available at: https://www.letteraventidue.com/en/prodotto/508/milano-atlante-di-genere

3E. COMMUNICATIONS

It storms around norms

Norms

A norm typically signifies the "normal", often implicitly accepted behaviour in a social group. Norms can be seen as unwritten rules and as the invisible framework that regulates how we are supposed to act in the grocery store or in a queue, or how we should greet each other, for instance. In this regard, norms are enabling and are needed in a society. But there are also norms that can limit people's potentials and lead to discrimination and personal violations. These limiting norms are in focus when working with Normstorm.

Norm criticism

Norm criticism includes theory, methods and tools that displace the perspective from focusing on deviants to instead illuminate the norm that is taken for granted.

In norm-critical work, the starting point is that the existing norms are the problem, not the group(s) being discriminated against and violated. As such, the problem is looked at from a holistic perspective which enables change on a larger scale. Norm criticism is the central analytic tool of Normstorm to help visualise which norms are problematic and in need of change.

Norm creativity

The term "norm creativity" brings the norm-critical analysis into a creative (re)construction. Norm creativity can be seen as the process of change after the norm-critical analysis that creates new action, patterns and new ways of thinking. Norm criticism helps us to visualise that which we may not want, while norm creativity helps us examine, and practice, what we actually do want instead. This is a central part of Normstorm because the purpose of the work is not only to analyse and problematise but also to create something new and innovative.

Photo:
Estelle Pihl, Lova Sandwall, Julia Lagerstrand,
Ida Nordström och Linn Klasson

15

Normstorm
© Estelle Pihl, Lova Sandwall, Julia Lagerstrand, Ida Nordström och Linn Klasson

Local authorities have communication teams tasked with providing up-to-date information on public services, taxes, regulations, planning laws, new initiatives, elections, rights and much more to a variety of audiences. Both online and in print, these resources rely on visual graphics and descriptions to convey information which risk portraying women and men in stereotypical roles.

Whether it be women represented as fulfilling care or domestic chores, while men perform physical labour or scientific work, the words and images the city uses are in danger of reinforcing outdated ideas about the family, workplace and what it means to be a man or a woman. On the other hand, with well-conceived guidance, these images and messaging can instead represent the diversity of the city and the contributions of women and men in positive ways that instil a sense of civic pride and belonging.

Projects like Normstorm[20], from the municipality of Jönköping (Sweden), use participation to try to make these norms visible. In this project, the municipality supported a secondary-school project in which students created norm-critical visual materials for public exhibitions and for use by the municipality in their public communication. In addition, the SALAR Guide to Gender-Responsive Public Procurement mentioned in chapter 3C suggests adding a clause to contracts with design and photography agencies for mandatory diversity awareness training.

---

20 Jönköping Municipality (2019), 'Normstorm, norm-creative pictures and art', available at: https://www.includegender.org/gender-equality-in-practice/education/normstorm-norm-creative-pictures-and-art/

Changing the face of advertising [London, England]

2018 marked 100 years since some women won the right to vote for the first time in the United Kingdom (UK). To mark this occasion the Greater London Authority (GLA) launched a cross-sectoral campaign for gender equality in the city entitled '**Behind Every Great City**'. As part of the campaign, only artwork by women was displayed on London's vast underground system. A statue of Millicent Fawcett, one of the suffragettes who secured the right for women to vote in the UK, was erected in Parliament Square. It is the first and only statue of a woman in the square. The GLA also commissioned research[21] into whether or not women, and particularly women of colour, felt represented on billboards across the city. The qualitative and quantitative data revealed a resounding dissatisfaction on the part of many women about the sexualised or stereotyped portrayal of their lives in advertising. So, to incentivise change, the GLA ran a competition called **The Women We See**.

Advertising companies submitted campaigns designed around challenging gender stereotypes, increasing diversity and creating more positive and inclusive campaigns that represent the real London. The prize? Free advertising on the tube, the world's most expensive advertising space! This is a great example of how the city can use its control or influence of the public transport network's extensive advertising space to transform public attitudes.

[CALL TO ACTION]

*Do you want to critically examine communication in your city for gender norms? Check out the '**Images that change the world**' project to start critically looking at gender norms in photos and images and **EIGE's toolkit** on gender-sensitive communication.*

Sharing Sweden: Images that change the world
© Tomas Gunnarsson

---

21   Greater London Authority (2018) 'Women we see', available at: https://www.london.gov.uk/sites/default/files/2018_women_we_see.pdf

3F. DIGITALISATION AND SMART CITIES

Digitalisation brings the potential for new technology, data collection and analysis to improve services and liveability for city dwellers and new opportunities to learn and act in favour of gender equality. However, smart city agendas and platforms using open data technology carry both risks and potentials for women and girls. At the EU level, men represent over eight in ten workers in science, technology, engineering and maths (STEM) occupations.[22] This lack of diversity in the digital workforce means that women's input is missing from the design and coding of tech solutions.

An important part of making cities more equal is looking at how technology is impacting urban life through smart cities and intelligent communities. While gender analyses for smart city initiatives are new, their foundation rests on the same basis as all other gender mainstreaming approaches: gender-disaggregated data. A better understanding of who is using which services and who is affected by which decisions and having diverse representation in the workforce and around the table can help future-oriented developments build in equality principles from the ground up.

© Creative Commons

---

22   EIGE (2015), 'Work indicators in the EU', available at: https://eige.europa.eu/gender-equality-index/2015/domain/work

Getting women into ICT BCNFemTech Skills Acquisition plan
[Barcelona, Spain]

With a three-year roadmap and a budget of two million euros, Barcelona, partner city in URBACT's **GenderedLandscape** Action Planning Network, is engaging in a new government measure on gender equality in tech environments to combat the digital gender divide and promote equality in information and communications technology (ICT). Despite having a pioneering tech sector, women currently occupy just 26% of jobs in the ICT sector and only 8.6% of technical posts[23] in Barcelona. The fifty-one planned measures are designed to change these numbers, increase women's presence in the sector, drive training opportunities and promote science careers among girls.

The actions share four common goals:

- **Facilitate women's access to ICT jobs:** this includes the creation of digital training programmes and jobs, such as the BCNFemTech **skills acquisition plan**, designed to get fifty women in vulnerable situations into professional positions in programming and web development.

- **Support women in the ICT sector:** visibility and recognition of women's contribution to the development of tech industries is needed, along with the promotion of their involvement in public policies in this area. The measure therefore includes the creation of a BCNFemTech women's network and backing for tech projects by women entrepreneurs.

- **More women in public procurement:** gender clauses are planned for public contracts with providers from the tech sector, along with the creation of an internal women's technology team to drive digital training among women municipal workers.

- **Science and tech girls:** the promotion of science and tech careers among young girls is essential for ensuring equality in the digital society of the future. To this end, the roadmap includes a STEAM (science, technology, engineering, arts and maths) initiative for girls in primary school with the collaboration of the Mobile World Congress and agreements with universities to increase women's presence in technological study areas.

- One initiative is the the BcnFemTech Training Programme, which offers 850 hours of training for fifty women working under precarious conditions to enable them to enter the labour market as professionals in programming and web development. It was developed in collaboration with Barcelona Activa, Endesa, Factoria F5 and the Fundació Formació i Treball. Women are identified for the programme by social services, or through the Làbora programme, Barcelona Activa's inclusion services, the Assistance, Recovery and Reception Service (SARA), Women's Support and Information Points (PIAD) or the Municipal Institute for People with Disabilities (IMPD).

[CALL TO ACTION]

How are smart cities, innovation and technological development connected to gender equality? What critical questions do we need to ask ourselves? The short video on the next page that was made by the URBACT GenderedLandscape network Lead Partner Umeå (Sweden) explores the issue further.

---

23   Ajuntament Barcelona, Women and Feminism: social rights, global justic, feminism and LGBTI affairs, 'Technology', available at: https://ajuntament.barcelona.cat/dones/en/technology-0

Smart cities, innovation and gender equality
© Umeå Kommun (2022)

3G. MULTI-LEVEL GOVERNANCE

Vertical policy integration, including implementing the SDGs and European policy instruments, can be challenging. Cities play a key role in making sure that these positive changes reach residents, and also feeding learning and results up to influence national and international strategy. So how can international and EU instruments be used to drive local change and what role can cities play in this process?

For the first time there is a SDG focused on gender equality: SDG 5. The UN is clear that a gender mainstreaming approach will support the achievement of many goals, in particular the goals for no poverty (SDG 1), good health and well-being (SDG 3), quality education (SDG 4), decent work and economic growth (SDG 8), industry, innovation and infrastructure (SDG 9), reduced inequalities (SDG 10), and sustainable cities and communities (SDG 11). In implementing gender equality measures and embedding gender mainstreaming in

municipal policies and processes, cities can make great strides in realising the SDGs on a local level. URBACT is piloting an Action Planning Network, Global Goals for Cities led by Tallinn (Estonia), aimed at accelerating progress on the implementation of the SDGs through peer learning.

Furthermore, cities can join the more than 1,800 signatories of the Council of European Municipalities and Regions' (CEMR) European Charter for Equality of Women and Men in Local Life in committing to incorporating gender equality in local policies. The Charter's webpage offers a step-by-step action plan for implementing the charter, methods for evaluation of progress and a range of good practices, some of which are included in this report. The CEMR has also teamed up with the European Public Service Union (EPSU) to develop guidelines[24] for drawing up gender equality plans in local and regional government.

---

24 CEMR (2017), 'Revised CEMR-EPSU guidelines to drawing up gender equality action plans in local and regional government', see at: https://charter-equality.eu/exemple-de-bonnes-pratiques/revised-cemr-epsu-guidelines-to-drawing-up-gender-equality-action-plans-in-local-and-regional-government.html

Local implementation of the National Action Plan on Gender Equality [Trikala, Greece]

Baby care station in Trikala (Greece)
© URBACT (2021)

Greece's National Action Plan on Gender Equality 2021-2025 (NAPGE)[25] builds off of the National Programmes for Gender Equality 2010-2013 and the previous National Action Plan on Gender Equality 2016-2020 and gives specific attention to issues which came about as a result of the economic crisis. The NAPGE 2021-2025 is organised around four thematic axes: prevention of gender-based and domestic violence, equal participation of women in the labour market, equal participation of women in decision-making positions and leadership roles, and gender mainstreaming in sectoral policies.

In the last decade, the Municipality of Trikala (Greece) has made serious efforts to incorporate a gendered perspective into their local policies in accordance with the NAPGE. The establishment of the Counselling Centre for Women Victims of Violence in 2013 was the first important step in this direction. The Centre plays a big role in the organisation and planning of awareness actions and networking with local stakeholders to support victims and spread information in the city. Awareness-raising campaigns are run in schools and at cultural events, for example a local half marathon dedicated to the fight against violence against women. On 25 November 2021, a silent walk in memory of women who have been murdered as a result of intimate partner violence was held. The Centre also engages in networking, for example with local police stations and the bureau responsible for domestic violence investigations.

In 2017, the municipality signed the **European Charter for Equality of Women and Men in Local Life**, making a formal public commitment to the principle of equality of women and men and to the implementation of the commitments set out within the Charter. In May 2020, a municipal gender equality committee was established that advises the municipal council. Further political commitment to gender equality is reflected in the mayor's choice to appoint women to decision-making and leadership positions in both local government and municipal services. Most recently, Trikala's engagement in the URBACT **GenderedLandscape** Action Planning Network enabled it to pilot a breastfeeding and baby care area in the municipal cultural centre, creating space for resting, play, diaper changing and breastfeeding.

---

25 EIGE, EuroGender, 'Greece - National Action Plan on Gender Equality 2016-2020', available at: https://eurogender.eige.europa.eu/posts/greece-national-action-plan-gender-equality-2016-2020#post

4

Economic Equality

Making sure that women have equal access to economic resources and benefit equally from opportunities and growth is recognised as a vital contribution towards gender equality and sustainable development. It improves the life chances of women and increases their potential to positively contribute to creating better cities. Closing gender gaps at global and local levels requires action for decent jobs and equal pay, the creation of enabling infrastructure through investment in public services, changes to business practices and development of gender-sensitive policies.

Cities are the main creators of economic wealth, generating over 70% of the world's GDP[26]. Most industries and businesses are located in or within the immediate vicinity of urban areas, providing city residents with job opportunities. It follows that women have more opportunities for gainful employment and economic equality in cities. A truly gender equal city takes account of both paid and unpaid labour and equality of spare time as part of this agenda.

Given that many of the factors determining economic structure are beyond the control of local government, what are the possible actions for cities? How does the social and regulatory infrastructure support women's economic empowerment? How can cities understand and influence the way gender is operating in their local labour markets?

Much can be done at a local level to harness women's potential and reduce inequalities. This means developing instruments to help integrate women into the labour market and also rethinking current practices to make the local labour market fairer, safer and more humane, letting both men and women enjoy fulfilling lives with space for professional and personal development. Actions related to pay gaps, labour market organisation, participation and segregation, entrepreneurship and unpaid care work are described in this chapter.

Furthermore, in many European cities local government is a main employer, which gives it the opportunity to lead by example on gender equality. The city's own human resources policy can cultivate gender equal workplaces: from parental leave to equal pay and sexual harassment reporting frameworks and training.
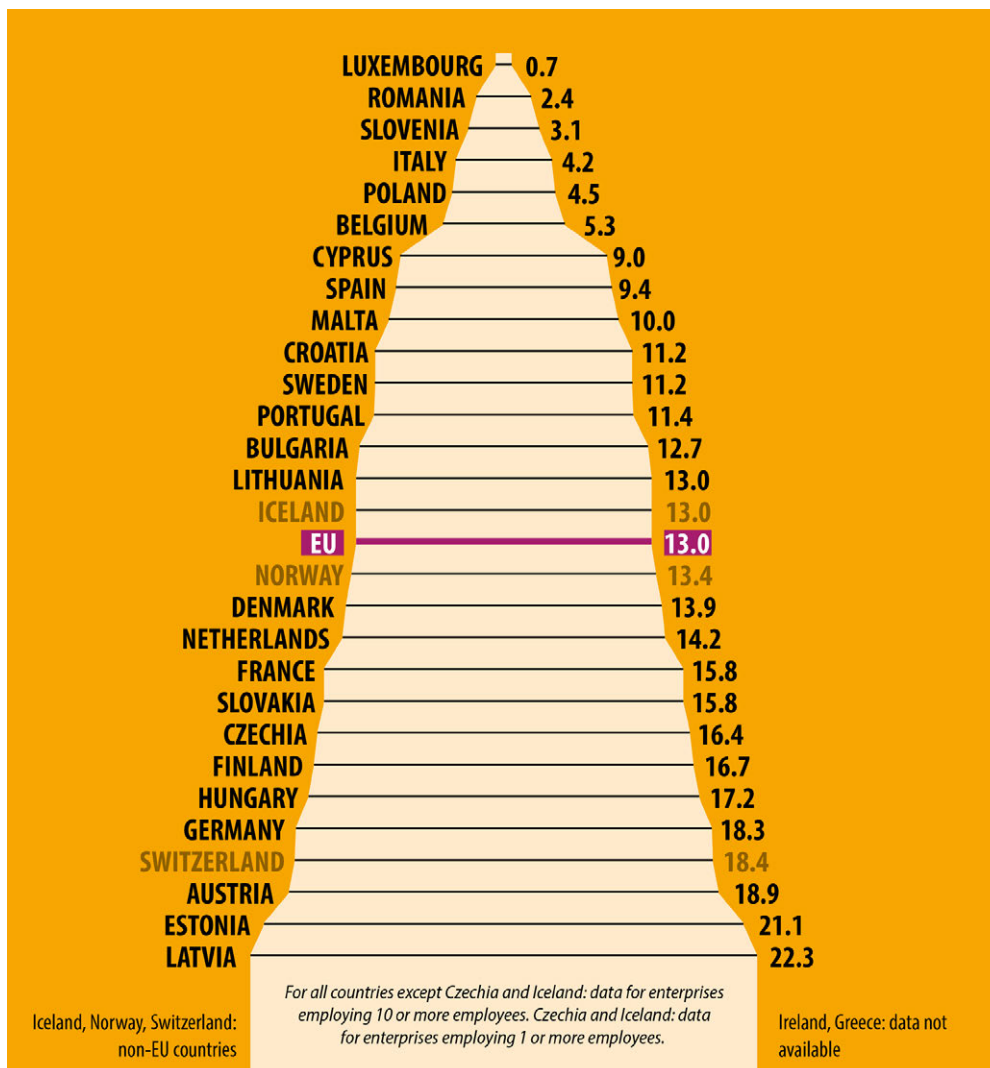

Gender pay gap
© Eurostat (2022)

---

26   UN Habitat, 'Economy', see at: https://unhabitat.org/urban-themes/economy/

4A. EQUAL PAY AND GENDER PAY GAPS

Despite equal pay legislation in almost all European member states, the persistent wage gap across Europe[27] gives women less purchasing power and independence than men. The causes behind this wage gap include labour market segregation, meaning that women and men tend to work in different sectors that are paid differently, creating differences in earning potential, and lower levels of participation due to breaks for motherhood and women working reduced hours in order to take over care duties for children or the elderly.

A career break and thus being paid less while on leave is often followed by taking a step back on the career ladder and struggling to get into senior positions. Known as the glass ceiling phenomenon, this pattern perpetuates unequal pay and women's underrepresentation in high-level jobs. However, motherhood is not the only cause of unequal pay. Women who are not mothers are also paid less and struggle to reach management positions.

Cities committed to equality can work to minimise their internal pay gap. They can also incentivise other employers in the city to do the same, for instance through information campaigns, procurement and supply chains.

LUXEMBOURG	0.7
ROMANIA	2.4
SLOVENIA	3.1
ITALY	4.2
POLAND	4.5
BELGIUM	5.3
CYPRUS	9.0
SPAIN	9.4
MALTA	10.0
CROATIA	11.2
SWEDEN	11.2
PORTUGAL	11.4
BULGARIA	12.7
LITHUANIA	13.0
ICELAND	13.0
EU	13.0
NORWAY	13.4
DENMARK	13.9
NETHERLANDS	14.2
FRANCE	15.8
SLOVAKIA	15.8
CZECHIA	16.4
FINLAND	16.7
HUNGARY	17.2
GERMANY	18.3
SWITZERLAND	18.4
AUSTRIA	18.9
ESTONIA	21.1
LATVIA	22.3

Iceland, Norway, Switzerland: non-EU countries

For all countries except Czechia and Iceland: data for enterprises employing 10 or more employees. Czechia and Iceland: data for enterprises employing 1 or more employees.

Ireland, Greece: data not available

#InternationalWomensDay   ec.europa.eu/eurostat

Gender pay gap
© Eurostat (2022)

---

27   Eurostat (2022), 'Gender pay gap in the EU down to 13.0% ', available at: https://ec.europa.eu/eurostat/web/products-eurostat-news/-/edn-20220307-2

Ensuring equal pay [Bern, Switzerland]

Bern, the capital of Switzerland and signatory of the CEMR European Charter for Equality since 2007, has put in place an action plan that promotes equal pay and ensures wage equality in public administration, procurement contracts and service agreements through requirements of proof of equal pay and random checks.

The municipality uses several innovative tools and control procedures to monitor the implementation and results of their measures. Firstly, they have commissioned a self-check software tool called **Logib**, which is accessible to all employers. This software enables employers (local and regional government included) to enter salary data for their organisation to identify and evaluate gender wage disparities. It is an easy and free way for employers to find out if their salary practices respect equality between women and men.

Logib now offers two modules, one for organisations with up to 50 employees and a different one for larger organisations, and connected training programmes, consultations and certificates. This is also a great example of how technology can help the collection of data in the pursuit of gender equality.

Secondly, the city of Bern is also a signatory to the federal charter for wage equality in the public sector. This tool (see below in the Call to Action) was, launched by the Federal Office for Equality of Women and Men, seeks to reduce the gender pay gap. Signatories commit to regularly monitor equal pay within the public administration, entities close to public authorities, public contracts and subsidies. This combination of smart technology and high level political will is proving a winning formula to reach equal pay in Bern.

[CALL TO ACTION]

Do you want to start to take steps towards closing your municipality's gender wage gap? Check out the Swiss Charter for equal pay in the public sector.
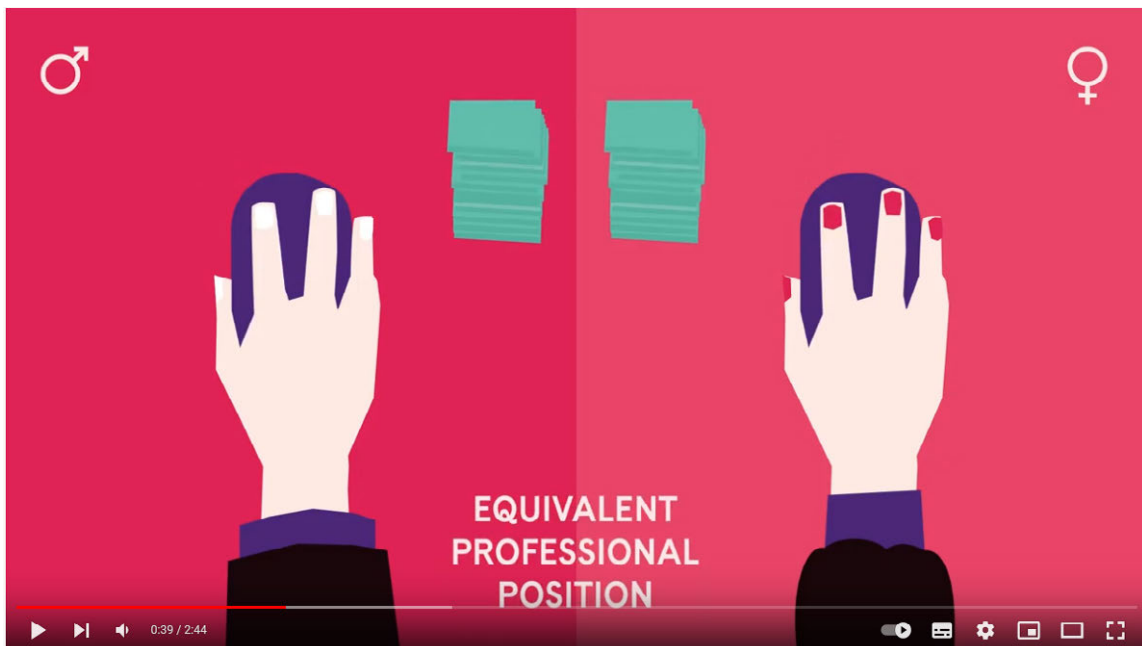
Closing the gender pay gap in Switzerland
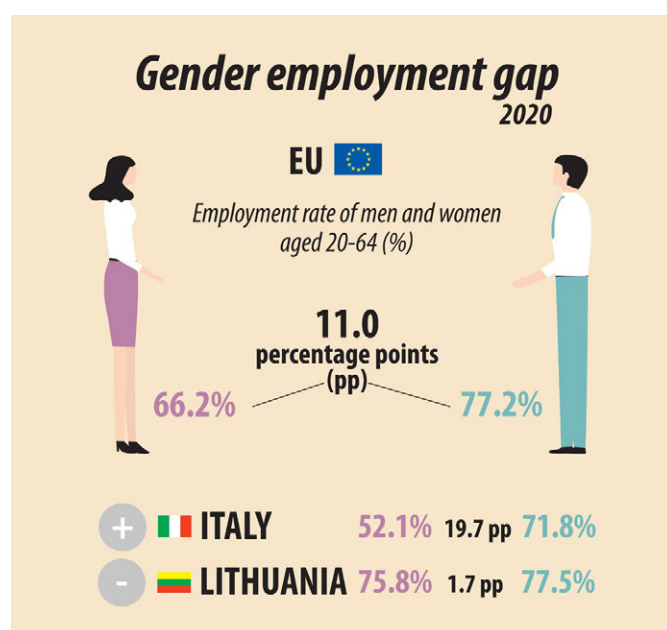*© Swiss Charter for equal pay in the public sector (2018)*

4B. LABOUR MARKET PARTICIPATION

Equal access to economic resources is a prerequisite for cities' economic growth, prosperity and competitiveness, and individuals' independence. In all EU countries, men are overrepresented in the labour market whilst women have higher rates of unemployment. This disparity is often the result of women being tasked with unpaid work which forces them into part-time, low-paid or precarious labour including informal roles or zero-hour contracts[28]. In 2020, the overall employment rate of women aged 20-64 was only 66.4% compared to men's 77.2%.

Furthermore, unemployment is on the rise as a result of the Covid-19 pandemic. Eurostat reported that the share of people outside the labour force in the EU increased in 2020 for the first time in nearly two decades; again, for women, the rate is much higher than men, 32.5% compared to 21.8%[29]. In fact, in Hungary, Czech Republic and Slovakia, more than 50% of women aged 25-54 with at least one young child were outside the labour force in 2020[30].

Women also face challenges regarding experiences of violence and harassment at work and at home that affect their labour market participation. According to UN data, 70% of women subject to domestic abuse say it has affected their work performance or their safety at work and many end up losing their job[31]. Yet, workplaces can serve an important preventative and protective function to break the cycle of violence by providing a safe environment where support is provided, and women have the ability to gain economic independence. In tackling violence and harassment at work, several European partners, including CEMR, have launched a new project[32] to assess national implementations of guidelines to tackle and prevent third-party violence and harassment related to work[33].

The lower rate of employment and earnings of women has a knock-on effect on poverty of older women in the form of the pension pay gap[34]. In most countries, care work is not taken into account when calculating pensions. Certain groups of women are particularly vulnerable, including those with low education and skills levels, lone parents, migrant women, women of colour, and those with disabilities.

Gender employment gap *© Eurostat (2021)*

28 Swiss Confederation (2018), 'Swiss Charter for equal pay in the public sector'; available at: https://www.ebg.admin.ch/ebg/en/home/topics/work/equal-pay/public-sector-commitment/charter-equal-pay-public-sector.html

29 Eurostat (2021), 'People outside the labour force', available at: https://ec.europa.eu/eurostat/statistics-explained/index.php?title=People_outside_the_labour_force

30 Eurostat (2021), *idem.*

31 EPSU; CESI; CSEE - ETUCE; and CEMR (2021), 'Gender-based violence is also a workplace matter: time for EU action', available at: https://www.epsu.org/sites/default/files/article/files/It%209.a%20App%20Joint%20Statement%20TPV%20Project%20partners%2025%20Nov-final%20draft_0.pdf

32 EPSU; CESI; CEMR; and HOSPEEM (2021), 'Multi-sectoral project on the role of social partners in preventing third-party violence and harassment at work', available at: https://www.epsu.org/article/multi-sectoral-project-role-social-partners-preventing-third-party-violence-and-harassment

33 EPSU; CESI; CSEE - ETUCE; CEMR; EFEE; TUNED; EUPAE; CoESS; Euro Commerce; and UAI europa (2020), 'Joint Statement on the 10th anniversary of the Multi-sectoral guidelines to tackle third-party violence and harassment related to work', available at: https://www.epsu.org/article/joint-statement-10th-anniversary-multi-sectoral-guidelines-tackle-third-party-violence-and

34 EIGE (2015), 'Gender gap in pensions in the EU', available at: https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant_integration_statistics_%E2%80%93_labour_market_indicators

The Swedish Association of Local Authorities and Regions (SALAR) has captured nationwide examples in a guide to overcoming gender inequality in the workplace, such as through more flexible working hours to balance care responsibilities and sick leave (see Call to Action below). Understanding the gender dimensions of the local labour market and participation levels of women and men across sectors can help cities work with local employers to address shortages and gaps.

Case Study

An 'Inclusive Labour Market' handbook for intercultural organisations [Portuguese Network of Intercultural Cities]

Equity, diversity and inclusion in workplaces span many intersecting identities. Thus, in targeting gender equality, companies need to also address other issues of inequity, such as in the context of migration. Migrant unemployment rates are consistently higher than those of persons born locally[35] with migrant women facing particular challenges to entering the workforce.

In 2021, the Portuguese Network of Intercultural Cities (RPCI) with the support of the Municipalities of Amadora, Loures and Oeiras and the sponsorship of the Council of Europe, developed the **Inclusive Labour Market** handbook for intercultural organisations by analysing the experiences of public authorities at the municipal level, migrant people and companies and identifying the main barriers they face.

The handbook highlights the crucial role of cities in promoting inclusive employment. For example, the municipality of **Oeiras** gathered together all the local partners working on employment into a network entitled 'Oeiras+' which develops events and trainings for practitioners, recruitment campaigns, and training courses in partnership with Job Services and local employers. This combination of efforts means that the network can provide quick and effective responses that match people's interests with the specific needs of the local labour market. Furthermore, the municipality created a local employment page on its **Oeiras Valley website** to facilitate matching between job seekers and employers in the city.

Loures takes a slightly different approach. Here, the municipality carries out awareness-raising activities for local employers about the importance of diversity and inclusion, and promotes local partnerships focusing on the inclusion of disadvantaged groups into the labour market. In the city of **Amadora** a voluntary 'mentors for migrants' programme supports migrants in various integration needs, including labour market integration. These examples demonstrate the wide range of possibilities that cities have at their disposal for improving labour market participation of underrepresented or disadvantaged groups.

The Council of Europe's Intercultural cities programme provides a range of other resources on their website such as policy briefs, guides, handbooks and assessment tools on topics such as anti-discrimination, education, public and community services and many more[36].

[CALL TO ACTION]

Do you want to work towards more gender equal workplaces? *Learn more in this guide by the Swedish Association of Local Authorities and Regions (SALAR) on* ***Gender equality from an employer's perspective.***

---

35   Eurostat (2021), 'Migrant integration statistics – labour market indicators', available at: https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant_integration_statistics_%E2%80%93_labour_market_indicators

36   Council of Europe, 'Thematic Papers', see at: https://www.coe.int/en/web/interculturalcities/thematic-papers#{%2297133329%22:[2]}

4C. LABOUR MARKET SEGREGATION

Europe's economy has a strong sectoral gender disbalance, both in training and in the workforce. These disparities mean that parts of the labour market have more men and others more women, and this trend has consequences, especially in the ICT and care sectors. According to 2020 data, only four in ten workers in the EU are employed in a gender-balanced sector, where the workforce comprises at least 40% of both men and women[37]. Furthermore, women are often absent from leadership positions as a result of discrimination, part-time work, and parental leave.

This persistent gender segregation leads not only to earnings differentials, but also reduced talent pools, untapped potential and unfulfilled career aspirations. A new **report by EIGE** highlights that artificial intelligence and gig work have the potential to improve gender equality in the workforce, but also harbour possible risks of reinforcing sexism and stereotypes and increasing insecure work.

Narrowing the gender gaps in all sectors has the potential to create fairer economic growth and make significant strides towards economic independence for women.

Public employers often have one of the most visible divisions of labour, in that women often work on education or culture, while men are more prevalent in financial or transport related teams. This, along with the underrepresentation of women in senior roles and unequal parental leave arrangements, plays a part in unequal pay within local administrations.

These challenges need concerted action at all levels of government and across sectors and stakeholders. Cities have certain levers they can use to contribute, for instance in business support, skills training, schools and careers services, given that gender stereotypes are the motion force behind labour market segregation, influencing subject choices and career aspirations for girls and boys from a young age. See also chapter 4F on training and education for more.

The Story of Gdańsk Women's Shipbuilding [Gdańsk, Poland]

Case Study

The municipality of Gdańsk has developed an app for smartphones and tablets to feature the changing role of women's employment in its famous Shipyard from 1945 to 1996. The goal is to feature women's perspectives on the **Gdańsk Shipyard** by giving voice to their career development and everyday working experiences and encourage more girls and women to move into this rewarding and viable local career path.
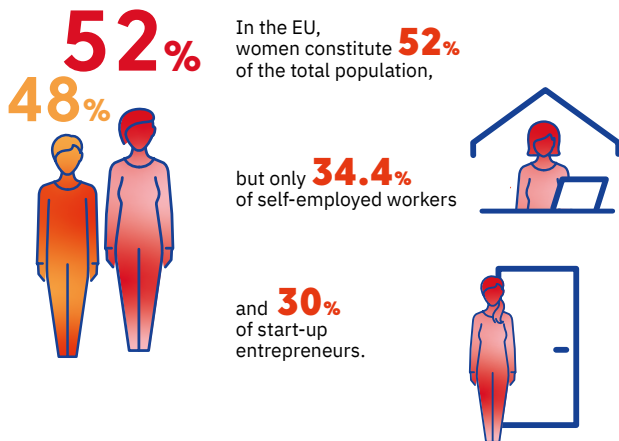
'Shipyard is a Woman' is an updated version of the application which includes photographs, sound materials and biographies. The voice of Alina Pienkowska is featured, as well as excerpts from a documentary about women in Gdańsk Shipyard recorded in 1968. The digital social archive on the **official website** further includes podcasts, an audio guide of the shipyard, a book entitled 'Shipyard is a Woman' and lots of archival material.

[CALL TO ACTION]

*Do you want to get to work on reducing labour market segregation? Check out the **European Association for Local Democracy's guidance** for career advisors to help dismantle gender perceptions of work, and encourage young people to pursue wider studies and aspirations, irrespective of their gender.*

---

37   EIGE (2021), 'Gender Statistics Database: Transport in the EU: Too few women in decision-making', available at: https://eige.europa.eu/gender-statistics/dgs/data-talks/transport-eu-too-few-women-decision-making

4D. ENTREPRENEURSHIP

52%
48%

In the EU, women constitute **52%** of the total population,

but only **34.4%** of self-employed workers

and **30%** of start-up entrepreneurs.

Small and medium size enterprises are the backbone of the EU economy. In 2016, SMEs employed 93 million people, accounting for 67% of total employment in the EU-28 non-financial business sector[38]. Start-ups are crucial to both equality and growth. In the EU, women constitute 52% of the total population, but only 34.4% of self-employed workers and 30% of start-up entrepreneurs.

Local economies need to tap into women's creativity and entrepreneurial potential to maximise both equality and growth. This can be facilitated for example by supporting women's business centres, such as the Weiberwirtschaft cooperative in Berlin, Germany. Such networks can help women overcome the challenges they face when establishing and running a business, such as limited access to capital and technology, a lack of networks and knowledge resources, limited access to information, discriminatory legal structures, policy obstacles to business ownership and development as well as difficulty reconciling business and family concerns.

Learn more about the Weiberwirtschaft in the following video:
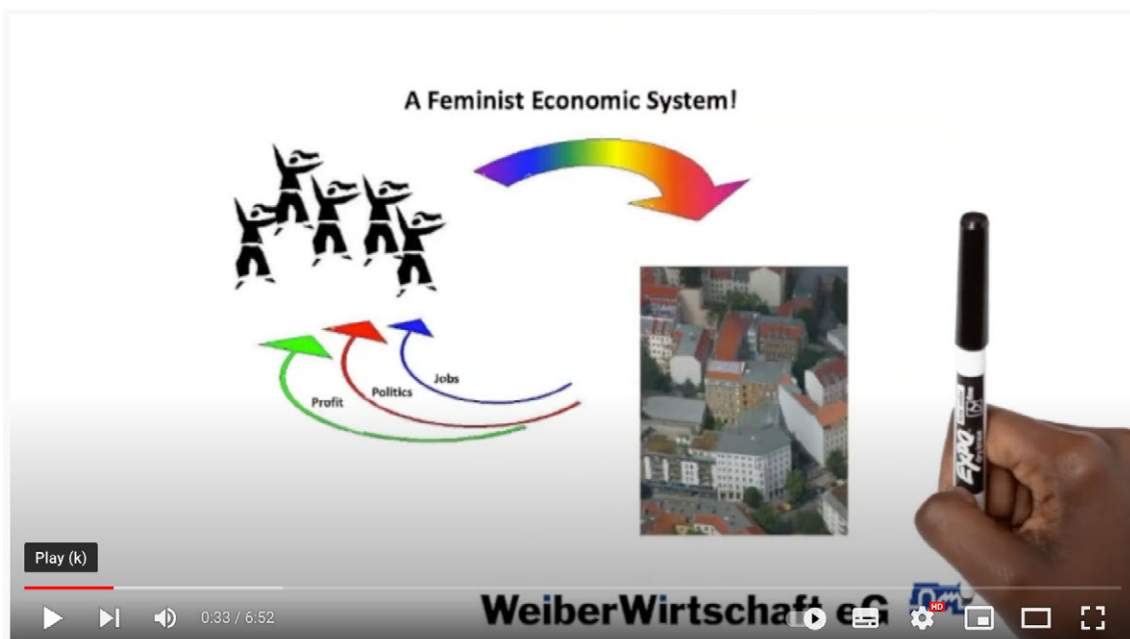
The WeiberWirtschaft: Europe's largest women's business centre
© Genderedlandscape (2021)

---

38 Eurostat (2018), 'Statistics on small and medium-sized enterprises', available at: https://ec.europa.eu/eurostat/
statistics-explained/index.php?title=Statistics_on_small_and_medium-sized_enterprises#General_overview

The Lidera Strategy [Barcelona, Spain]

Barcelona LIDERA
© Genderedlandscape (2022)

Barcelona Activa is the local development agency of Barcelona City Council, and a partner in the URBACT **GenderedLandscape** Action Planning Network. Its mission is to drive economic policy and local development in order to promote an improved quality of life for residents, fostering employment and enterprise, and supporting small-sized companies. In 2016 it launched **Lidera**, the latest in its 30-year history of programmes supporting female leadership and the creation and growth of women-led business.

With a budget from the European Regional Development Fund and the Operational Programme Catalonia, the initiative supports women who want to work in their dream profession through training programmes, professional skills and competencies training, those who want to grow in their workplace by giving them tools to tackle professional challenges and improve their workplaces and those who want to make their business idea come true through intensive programmes, workshops and seminars[39].

It aims to close both the entrepreneurship gap and the pay gap, in part by encouraging more women and girls into higher paid science and technological sectors. Its '**Nenes, dones i ciència: Girls, Women and Science**' inspiration campaign raises the profile of opportunities for women. Lidera also collects women's stories in short clips on their website, inspiring other women through shared experiences. Lidera's impact is strengthened by collaboration with a network of over 100 women's organisations, from migrant groups to professional women's associations. An information campaign around the city is seen as integral to transforming attitudes, business culture and breaking the glass ceiling. In 2021, Lidera had 1642 participants across all its entrepreneurship programmes, and in 2022, as part of the URBACT GenderedLandscape Action Planning Network, it was able to open a new co-working space for female entrepreneurs.

---

39   Barcelona Activa, 'Lidera Women', see at: https://aplic.barcelonactiva.cat/lidera/en/dones-lidera.html

4E. CARE WORK AND TIME MANAGEMENT

Men and women spend their time differently, and have disproportionate amounts of free and leisure time. Women on the whole contribute significantly more time to house and care work (including care of dependent family members such as children, the elderly and people with disabilities) and have much less leisure time as a result. This effect is most pronounced in families with young children[40]. For this reason, the UN SDG target 5.4 calls for "the recognition and valuing of unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate."

Time, or rather lack of time, significantly impacts residents' wellbeing and quality of life, and can also affect individuals' working life. Barcelona, for example, has recognised the importance of guaranteeing every resident the right to reconcile work and personal life, adopting innovative time-use policies which challenge job-centred schedules and promote better work and life balance.

> *Our main mission is to promote a better organisation of time in order to foster a healthier, more efficient and more equal society."*
>
> **Sonia Ruiz, Gender and Time Policies director at the Barcelona City Council[41]**

In the labour market, profound structural changes are needed if women are to be encouraged in work. This requires the transformation of work organisation and working time flexibility. Well-designed family leave can send a signal that both men and women can take career breaks when they have a child and that doing so does not signal a lack of ambition or commitment.

Cities can act in support of this change in a number of ways. As an employer they can lead by example with family-related leave and flexible working arrangements, avoiding a long hours culture and introducing career advancement and mentoring for women. They can send the message that work-life balance is not just a women's issue, and that men are equally involved, as in the seven city pilot described below. Crucially, cities can ensure good quality, accessible and affordable services across care, mobility and housing to enable men and women with care responsibilities to balance them with employment.

Case Study

Family Shares Project [Budapest, Hungary]

Budapest is one of a network of seven cities across four countries in Europe in the **Horizon 2020 Families Share** project, which offers bottom-up solutions to work-life balance by supporting families with parenting and care-taking resources. Capitalising on members' existing digital innovations, the team designed a social networking and awareness-raising platform that fosters gender equality through care-sharing networks. Parenting communities in partner cities, who co-designed the platform, self-organise, and share time and resources for childcare.

During school holiday periods, parents meet up and set rotas for free play weeks and summer camps. As care tasks are typically fall on women's shoulders, the project aims to actively engage fathers and raise awareness of this imbalance. By integrating care back into the community, the burden of care provision solely on mothers is reduced and sharing care responsibilities is normalised. Local authorities are contributing with space, giving families free access to schools and public spaces for the Families Share activities. The seven participating cities are Venice (Italy), Hamburg (Germany), Bologna (Italy), Trento (Italy), Budapest (Hungary), Kortrijk (Belgium) and Thessaloniki (Greece).

40   EIGE (2020), 'Gender Equality Index', available at: https://eige.europa.eu/gender-equalityindex/2015/domain/time

41   EUROCITIES, written by BERRETA D. (2021), 'Barcelona finds the key to happiness: time', available at: https://eurocities.eu/stories/barcelona-finds-the-key-to-happiness-time/

4F. TRAINING AND EDUCATION

Gender stereotypes and discrimination continue to influence educational choices and career paths from kindergarten through formal education and job training, which in turn shapes individuals' economic and social development. Even before women and men reach the labour market, they face stereotypes about which types of professions they should pursue based on norms about the skills and abilities of women and men, leading to gender segregation in the labour market. Gender-based violence and sexist language in educational settings further increases disparities.

Municipalities can combat these outcomes through gender mainstreaming in training and education and ensure that children learn about gender equality at an early age. Language, teaching styles, design and style of promotional materials and curricula can shape training and education formats that are gender neutral or incorporate gender mainstreaming. In addition, programmes to promote girls to explore male-dominated fields such as STEM and boys to explore female-dominated fields such as nursery school teachers or care work can be an important tool in promoting better gender balance in fields dominated by one gender or other. For more information on labour market segregation see Chapter 4C and check the following video:

#GetUp project - Waster of talent
© ALDA - European Association for Local Democracy (2018)

Boosting female participation in STEM fields [La Rochelle, France]

Communauté d'agglomération de La Rochelle
© Genderedlandscape (2022)

La Rochelle Urban Community, a partner city from URBACT **GenderedLandscape** Action Planning Network, is tackling gender inequity in Science, Technology, Engineering and Mathematics (STEM) fields through a number of planned actions.

In the Urban Community, 51.5% of total job seekers are women and women are overrepresented among older, long-term and highly qualified job seekers. Noticing labour market segregation in scientific and technical fields and associated higher rates of unemployment among skilled women, the Urban Community of La Rochelle looked at training and education data to learn more about potential causes for this phenomenon.

At the University of La Rochelle, where women represent 59% of the student population, strong gender imbalances are already apparent at the Bachelor's degree level. For example, women represent only 13% to 28% of the student body in fields such as computer science, civil engineering, physics or chemistry, but 69-70% of the study population in fields such as health, earth and life sciences, literature and languages, and law.

These trends begin already in La Rochelle's high schools, where young women make up only 22% of students in tertiary training programmes, compared with 43% in France as a whole. The Urban Community concluded that the absence of women in STEM professions can be tackled through a gendered perspective toward high school and higher education.

To reach this vision, a number of actions are planned along two axes: increasing the number of girls and women in STEM fields in secondary and high schools; and women's employment in the technical, scientific, digital and industrial sectors.

Actions on the first axis include a webinar on jobs provided by the La Rochelle Commercial Port (with a gender lens), the Passerelle Forum 2023 (annual student orientation forum) and a **Hackathon** for gender equality on career choices. For the Hackathon, which took place on 11 March 2022, 13- to 14-year-old teenagers were encouraged to reflect on their career choices and the role that gender plays. They were then invited to think of concrete actions that could promote labour market integration.

For axis two, a one-stop shop for women at the local branch of the Employment Agency and so-called 'economic assets' days that enable residents, employees, job seekers, and students to visit local companies to learn about jobs, training and employment opportunities are planned.

[CALL TO ACTION]

*Are you interested to learn more about educational tools to integrate gender into other topics and disciplines? Read the book series **Teaching with gender** by the ATGENDER, the European Association for Gender Research, Education and Documentation.*

5

Public Services

Public services delivered by cities have a huge impact on the quality of their residents' daily lives. The range of services varies across Europe, but generally includes planning and regeneration, economic development and business regulation, housing, public transport, education, health, family and children's services, social and elder care, culture, leisure, parks, sports, libraries, as well as infrastructure such as water, waste, energy and recycling.

Many local authorities have specific services for victims or survivors of gender-based violence, and most cities have close partnerships with other public services such as health and police. A comprehensive understanding of how gender limits or improves residents' experiences of public services, based on robust data, is therefore an integral part of building a gender equal city. Key examples here include housing, healthcare and support for victims of gender based violence. Planning and public space are examined in chapter 6.

5A. HOUSING

The scope of local government responsibilities for housing varies across the EU, and this is a policy area in which cities are operating within regional and national frameworks, which may limit the ability to control or influence at local level. Cities may be responsible for:

- Building new houses and neighbourhoods and securing investment to do so.
- Maintaining and refurbishing housing stock and neighbourhoods.
- Allocating social housing.
- Combatting homelessness.
- Improving energy efficiency.
- Regulating the housing market.

Housing is a major factor in urban poverty affecting women. Women with low incomes are disproportionately present as heads of households, either in single-parent families or, due to their higher life expectancy rates, as individuals living alone at pensionable age. For example, in England, a 2017 survey found that 63% of those claiming housing benefit are women and only 39% of private tenancies were taken out by women[42]. This suggests that women, particularly poor women and lone parents, are more reliant on social housing than men, often due to being the primary carer for children.

Marginalised women are also likely to be impacted by lack of secure or good quality housing and familial breakdown resulting in temporary or precarious accommodation. The Urban Agenda for the EU Partnership on Housing has found that women, and especially low-income and vulnerable groups of women, are more likely to experience or fall into energy poverty due to inaffordability[43]. The URBACT and the Urban Innovative Actions (UIA) initiative 'Cities engaging in the right to housing' looked at the 'no-one left behind' issue addressing accessibility for vulnerable groups, and the URBACT ROOF Action Planning Network led by Ghent (Belgium), centred on the successful Housing First model and explored gendered perspectives.

Many European cities face housing challenges around supply and affordability due to a number of factors, including changing property markets, lack of public investment and displacement from growing tourist economies. The gendered impacts need to be better understood and addressed with disaggregated data and analysis. When families are priced out of the city, rent is under-regulated and private tourist accommodation takes over, women, who traditionally have fewer assets and income, tend to be disproportionately affected.

---

42 Women's Budget Group (2017), 'Housing and Gender', available at: https://wbg.org.uk/wp-content/uploads/2017/11/housing-pre-budget-nov-2017-final.pdf
43 Urban Agenda for the EU, Housing Partnership, see at: https://ec.europa.eu/futurium/en/node/1710

5B. DOMESTIC VIOLENCE AWARENESS, SUPPORT AND PREVENTION

In 2014, a major survey by the European Fundamental Rights Agency found that a third of women in Europe report having experienced some form of physical or sexual abuse since the age of 15 including domestic violence, stalking, harassment and sexual assault[45]; the majority of this abuse happens at the hands of these women's intimate partners. During the Covid-19 pandemic, all types of violence against women and girls, but particularly domestic violence, saw a dramatic and tragic upswing[46]. Cities responded through awareness campaigns, hotlines, increase in space at shelters, and other measures. For example, the mayor of London (England) started a 2022 campaign called 'Have a word' to raise awareness among men about how to identify and prevent violence against women in their peer groups, and the city of Frankfurt (Germany) started a public awareness campaign with contact details for shelters and counselling centres[47].

Although this issue most often sits within the national government's remit, many cities offer assistance to victims of abuse by providing shelter and refuge and supporting organisations offering specialised assistance to survivors. Actions to raise awareness at city level include:

- cultivate a zero-tolerance attitude towards harassment in public space
- prohibit sexualised stereotypes of women in public advertising
- educate men and boys about stereotypes and violence.

Taking actions in the public sphere can help make the urban environment more welcoming to women, as well as contribute to changing unhealthy dynamics that may lead to violence in the private sphere. The city can also play a part in creating a social infrastructure that empowers residents to know how to help women and men they suspect of being involved in violence.

44 HIRTH, A. (2013), 'The Babayagas' house, a feminist alternative to old people's homes, opens in Paris', RFI, available at: https://www.rfi.fr/en/france/20130305-babayagas-house

45 SEDGHI, A. (2014) 'Violence against women: what the EU-wide survey tells us', The Guardian, available at: https://www.theguardian.com/news/datablog/2014/mar/05/violence-against-women-european-union-physicalsexual-abuse

46 UN Women, 'The Shadow Pandemic: Violence against women during COVID-19', see at: https://www.unwomen.org/en/news/in-focus/in-focus-gender-equality-in-covid-19-response/violence-against-women-during-covid-19

47 Stadt Frankfurt am Main, 'Häusliche Gewalt: Plakataktion informiert über Beratungsstellen und Gewaltschutzgesetz', see at: https://frankfurt.de/service-und-rathaus/verwaltung/aemter-und-institutionen/frauenreferat/gewaltschutz/haeusliche-gewalt/plakataktion-haeusliche-gewalt

Education to end gender-based-violence in the Basque country [Spain]

EUDEL (The Association of Basque Municipalities) and Emakunde (The Basque Institute for Women), in cooperation with the three district councils, have a goal: to abolish gender-based violence for the next generation. To do this they are engaging young people in dialogue about the unhealthy attitudes and dynamics within romantic relationships that can escalate into intimate partner violence, as well as promoting a zero-tolerance attitude to sexual harassment in public space.

The campaign, named **'Beldur Barik' or 'No Fear'**, started in 2006 and today hosts an annual festival and boasts a strong social media presence. The teaching modules are available online and their core aim is to engender a more equal and respectful culture. The focus is often on teaching boys about male behaviours and masculine norms, as opposed to teaching women where to turn if they need help.

In 2021, Emakunde carried out the 2010-2020 impact assessment of the project on young people, with the aim of gathering the voice of the young people who have participated over the years, and to identify improvements and strategic lines of action for the future from the perspective of young people. The results of the evaluation will be published at the end of 2022.

[CALL TO ACTION]

Do you want to strengthen your capacity to produce statistics on various forms of violence against women and aquire comparative data? Use **EIGE's 13 indicators** *on intimate partner violence and see comparative data from other EU countries.*

© Creative Commons

5C. HEALTH CARE

Gender differences exist in terms of health care access and needs, both with regard to physical and mental health. For example, heart attacks in women often go unnoticed because their symptoms are different than men's, while mental health challenges are often underreported in men with tragic consequences.

Significant gender disparities also exist within healthcare as a profession. The Covid-19 pandemic has brought into sharp focus just how many front line workers are women and people of colour. Labour market segregation in care professions also means that a large proportion of workers in eldercare and other forms of healthcare provision are women, and particularly women of colour and women with a migration background.

Municipal programmes and policies can shape health care provision and guide employment regulations, similar to other segregated labour market sectors. As with other policy fields, cities play an important role in implementing national and regional health care and social policies on the local level, and pilot programmes and innovation on the local level can help to inform changes on other levels of governance.

For example, the municipality of Trondheim (Norway) has developed a programme to increase the number of men in healthcare professions; this case is described in more detail below. In addition, the city of Pozńan (Poland) provides free healthcare to all residents of the city, including migrant women not eligible for free healthcare, at **Intimate Prevention Points**, which provide 24-hour free gynaecological consultation and examination, including support for victims of sexual violence, access to emergency contraception and screening for STDs.

These resources mean that also those residents outside the formal healthcare system have access to reproductive health support. In an additional resource for cities, the World Health Organisation (WHO) European Healthy Cities Network has explored the intersection of SDG 3 (good health and wellbeing) and 5 (gender equality) in a recent report[48], which offers a tool to assess and guide action on gender and health at the city level.

Increasing the number of men in healthcare professions [Trondheim, Norway]

Case Study

The municipality of Trondheim has developed **Men in health care professions**, a programme to increase the number of men in healthcare professions[49]. Run by the Norwegian Association of Local and Regional Authorities (KS) in cooperation with NAV (work and welfare directorate), the Health directorate and county governors, the project offers unemployed adult men a professional retraining education programme in the health care sector.

The programme is incentivised through the provision of either benefits from the state or a salary from their municipality to all participants. 'Health Recruits', the name given to participants, challenge gendered labour market segregation and enter occupations traditionally labelled as "feminine". Trondheim aimed to provide over 300 men vocational certificates through the programme by the end of 2019. Since its inception (nearly 10 years ago), 1,871 men have become health recruits.

[CALL TO ACTION]

*Do you want to take a closer look at how gender equity can be addressed through health systems? Check out the **WHO report**.*

---

48   WHO European Healthy Cities Network (2018), 'Gender and Health Survey key findings', available at: https://www.euro.who.int/__data/assets/pdf_file/0007/382408/gender-health-report-eng.pdf

49   CEMR, 'Observatory European Charter for Equality of Women and Men in Local Life: #InvolveMen digital resource pack', see at: https://charter-equality.eu/multimedia/%20publications/involvemen-digital-resource-pack.html

5D. CHILD CARE

Childcare remains an integral part of parents' ability to balance the tasks involved in parenthood and paid employment. The [EIGE Gender Equality Index](#) from 2021 in the domain of time reveal that women are still disproportionately burdened by household work and childcare, a fact that was only intensified by the pandemic[50], and is explored in more depth in chapter 4E of this report.

The unequal distribution of paid and unpaid work among parents is a result of traditional gender roles where men's participation in the paid labour market is an expected fact, whereas women are expected to do the majority of unpaid work. According to the [European Union Labour Force Survey](#), parenthood in general reduces employment possibilities for women, while the opposite is true for men. Only in Denmark and Slovenia is parenthood associated with a small increase in employment for women.

Thus, municipal programmes that increase the availability of quality childcare, in particular to families who struggle to pay for private childcare, is not only a way to address socio-economic inequalities but also supports women's financial independence and labour market participation. This is especially relevant for lone parent families, families without support systems, migrants and refugees, and parents of children with disabilities or with special needs.

Childcare arrangements, in addition to supporting parent participation in the labour market, also foster children's development. Good quality early childhood education with well qualified, diverse staff aware of gender norms increases community well-being and reduces future costs to public health, education and crime prevention. The quality of childcare is also very much determined by those that work in the sector. Men are underrepresented in the childcare sector, which contributes to gender stereotypes regarding gender roles in the labour market as well as in society more broadly[51].

It is important to ensure that workers have the appropriate level of qualifications, good working and remuneration conditions, professional development paths, and that the value of the sector, including the educational value, is well recognised. These aspects are important in attracting and retaining staff and providing quality of service and can be influenced by municipal and national policies.

Gender Equality in Preschool Curricula [Vilnius, Lithuania]

Case Study

The non-profit kindergarten Nendre, located in Vilnius (Lithuania), was established in 1998 in one of the most marginalised neighbourhoods in the city. The kindergarten is a pioneer in gender mainstreaming in early education[52] and one of the first organisations in Lithuania to adopt the Equal Opportunities Methodology in working with children and youth.

Their work with the children in their care, who range from 3 to 6 years old, encourages them to engage in all types of activities, not only those stereotypically assigned to their gender. Staff are engaged in a long-term process of self-reflection and analysis about their communication and work towards gender equality. The spaces, activities and learning materials in Nendre are designed to be gender neutral and free from prejudices and gender stereotypes.

The project was seen as so innovative that it was the focus of a knowledge sharing and capacity building project by the Åland Islands Peace Institute in Finland, which was able to transfer Nendre's experiences of social work among marginalised social groups including a specific focus on gender equality to organisations in Russia and Belarus[53].

50 IFS (2020), 'Family time use and home learning during the COVID-19 lockdown', available at: https://ifs.org.uk/publications/15038

51 Confederation Syndicat European Trade Union (2020), 'European Social Partners joint statement on childcare provisions in the EU', available at: https://www.etuc.org/en/document/european-social-partners-joint-statement-childcare-provisions-eu

52 Nendre, see at: https://www.nendre.org/home/

53 Åland Islands Peace Institute (2009), 'Nendre – Lessons Learned', available at: https://peace.ax/en/nendre-erfarenhetsspridning-89812409-en/

© URBACT (2022)

5E. EMERGENCY AND DISASTER RESPONSE

Emergencies and disasters affect women and girls differently than men and boys and often reflect and reinforce gender inequality. The impacts of disasters and emergencies are affected by existing gender dynamics of society, including expectations of ability, gender segregation in first-response professions, and who is involved in training around preparedness and mitigation, as well as the resources and coping abilities that society has attributed to women and men. Gender-differentiated impacts to disasters can increase gender inequality, therefore reducing the resilience to future disasters[54].

Gender analysis and mainstreaming can help the development of emergency and disaster mitigation and recovery strategies that address the needs of people of all genders effectively: clarifying the specific and often different needs, vulnerabilities and coping strategies of men and women. For example, the World Bank has identified that women in particular face barriers to access information and resources needed to adequately prepare, respond and cope to a disaster.

Examples such as the case study below demonstrate that giving women proper training in disaster preparation and emergency response is an important way cities can improve readiness, responsiveness and resilience. Men, on the other hand, are at a much higher risk of death during natural disasters as a result of their overrepresentation among rescue professions: men, for example, account for 70% of flood-related deaths in Europe[55].

Women and children are at increased risk of displacement due to conflicts and natural disasters, making up 80% of refugees and internally displaced persons globally[56]. When displaced, women frequently find themselves stateless and dependent on others. Projects like the city of ‘Berlin’s Women’s Welcome Bridge’ have sought to address female refugees’ heightened risk of isolation and vulnerability to human trafficking by networking them with local female volunteers who assist with official appointments or simply help the new arrivals navigate the new city.

Finally, long-term emergency situations also affect women and men differently. The Covid-19 pandemic has an undeniable gender component, with women more likely to leave or lose jobs, more likely to take over home-schooling and child care responsibilities, and more likely to be frontline care workers due to segregated labour markets. The economic burdens of the pandemic also disproportionately affect women, who earn less than men on average due to part-time work, breaks in their careers for parental leave, and the gender pay gap.

Cities can play an important role in mitigating the gendered effects of emergencies and natural disasters by gathering gender-disaggregated data about the impacts of natural disasters, critically examining disaster-response strategies for gender stereotypes, and strengthening all residents’ capacity for action, regardless of gender.

54 World Bank (2021), 'Gender Dynamics of Disaster Risk and Resilience', available at: https://www.worldbank.org/en/topic/disasterriskmanagement/publication/gender-dynamics-of-disaster-risk-and-resilience
55 ZABANIOTOU, A.; PRITSA, A.; KYRIAKOU E. A. (2021), 'Observational Evidence of the Need for Gender-Sensitive Approaches to Wildfires Locally and Globally: Case Study of 2018 Wildfire in Mati, Greece', available at: https://mdpi-res.com/d_attachment/sustainability/sustainability-13-01556/article_deploy/sustainability-13-01556-v4.pdf
56 World Food Programme (2008), 'Socio-Economic and Gender Analysis: SEAGA for Emergency and Rehabilitation Programmes', page 5, available at: https://www.fao.org/3/y5702e/y5702e.pdf

Strengthening the Role of Women in Disaster Management [Serbia]

Phenomena, a Serbian civil society organisation, initiated disaster risk reduction (DRR) training courses for women in three Serbian cities which are particularly susceptible to natural disasters: Kraljevo, Požega and Užice. This was the first civil protection training at the local level in Serbia that mainstreamed a gender perspective and recognised it as an integral element of building disaster-resilient communities. Aneta Dukić, project coordinator at Phenomena in Kraljevo, explains that:

"the research we conducted after the flooding in 2014 showed that women felt frightened, physically unprepared and poorly informed."

The activities carried out in the training courses were in line with the new Serbian Law on DRR and Emergency Management, and in accordance with the Sendai Framework for DRR 2015-2030, adopted by the UN member states in 2015. This global agreement to reduce and prevent disaster risks particularly recognizes the importance of the gender dimension and calls for the inclusion of all of society, including vulnerable groups, in DRR. The workshops were an ideal opportunity for women to acquire the skills needed for efficient response to emergencies, which have been shown to be lacking: how to perform first aid, how to react promptly in emergency situations such as fires, earthquakes or floods.

"The success of the workshops is twofold, not only are women from western Serbia now better prepared for emergency situations and included in local civil protection units as leaders, but they are also trained in accordance with the gender mainstreaming approach", emphasises Aneta Dukić.

[CALL TO ACTION]

Do you want to learn more about how and why to integrate gender into Emergency and Disaster Response Programmes? Check out the Socio-Economic and Gender Analysis (SEAGA) guidelines for emergency situations consisting of twelve modules with information, tools and charts.

6

Planning and Public Space

Public spaces are where the public life of the city is played out and civic identity is defined. A city that is attractive and accessible to everyone offers a better quality of life for residents and visitors and the conditions for long-term economic growth. Evidence shows that women and men exhibit different behaviours in public space based on gender norms. Urban planning, design, and place-making have gender perspectives and a city's physical structure can either reflect and amplify existing societal inequalities or create more equal environments.

There are well-documented positive impacts of taking gender and diversity into account in planning urban environments. Gender-responsive approaches improve accessibility and security and positively influence socialisation and integration. These benefits can be achieved at all levels, from master-planning to simple place-making interventions.

URBACT networks on place-making, **CityCentreDoctor**, **iPlace** and **RetaiLink,** have used place analysis and observation tools in order to design more equal spaces. The results included new infrastructure such as better lighting, green areas and new types of seating, as well as co-created social activity, festivals, cultural, food and sports events in high streets, parks and city centres that are inviting to all community members. Other examples include:

- Husby Stockholm (Sweden)[57]: a feminist approach to urban planning is bringing fresh ideas.
- Aspern SeeStadt, Vienna (Austria)[58]: building awareness of gender-sensitive design and co-creating with women, girls and diverse communities.
- Genre et Ville (France)[59]: animating public spaces with activity that encourages residents of all ages, genders, ethnic groups to enjoy, linger and share.

6A. URBAN PLANNING

Diverse aspects of urban planning can have unexpected effects on how different genders perceive and experience the city and how they use or avoid spaces within it. Lack of accessibility, such as dropped kerbs and sufficiently long pedestrian crossing lights, disproportionately affect women, who make up a larger proportion of the elderly population and are also significantly more likely to be pushing a pram or accompanying a child or elderly relative.

Designing for mixed use through the day and for active use both on weekdays and weekends can create spaces which feel welcoming and safe; sufficient lighting and good visibility, in particular in enclosed spaces, can also make a significant contribution to subjective feelings of safety. Umeå's URBACT Good Practice, the GenderedLandscape, demonstrates through the example of the redesign of a station tunnel

exactly what aspects come into consideration when one approaches urban development from a gendered perspective.

Equally, concepts such as the fifteen-minute city and traffic calming such as the Netherland's woonerfs or Barcelona's superblocks promote the more efficient combination of paid work and care work by shortening travel times and creating safe environments for pedestrians and cyclists and for children to explore more independently. During the Covid-19 pandemic, public space became the focus of social life, which raised new questions about equity and accessibility. The pandemic allowed cities like Berlin (Germany) to test out new, temporary interventions such as pop-up bike paths, temporary play streets and traffic calming in residential neighbourhoods to support families and sustainable transportation.

---

57 Kentish, B. (2017) 'Swedish suburb redesigned to be 'more feminist', Independent, available at: https://www.independent.co.uk/news/swedish-suburb-husby-stockholm-redesigned-more-feminist-urban-planninggender-a7669411.html
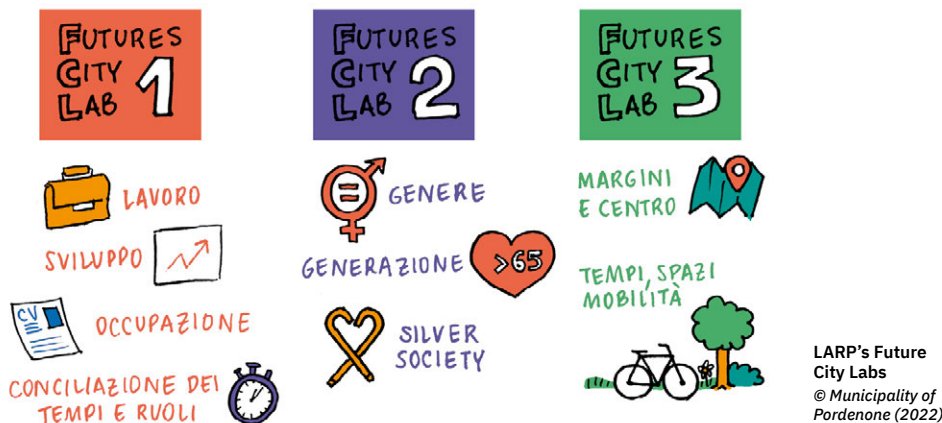58 Aspern, Die Seestadt Wiens, see at: https://www.aspern-seestadt.at/en
59 Genre et Ville Plateforme d'Innovation Urbaine, see at: http://www.genre-et-ville.org/

Additionally, in recent years diverse cities, including Trikala (Greece) and Panévežys (Lithuania) from the GenderedLandscape Action Planning Network, have been increasingly engaging in gender mainstreaming and gender budgeting approaches in urban development projects. This entails analysing the city's spaces from a gendered perspective, engaging in public participation targeting women and girls[60], and exploring whether money spent on planning and redevelopment benefits all residents equally.

Case Study

Pordenone city of the future - Using the LARP technique to explore gender and urban planning [Pordenone, Italy]

FUTURES CITY LAB 1
LAVORO
SVILUPPO
OCCUPAZIONE
CONCILIAZIONE DEI TEMPI E RUOLI

FUTURES CITY LAB 2
GENERE
GENERAZIONE >65
SILVER SOCIETY

FUTURES CITY LAB 3
MARGINI E CENTRO
TEMPI, SPAZI, MOBILITÀ

LARP's Future City Labs
© Municipality of Pordenone (2022)

Women represent over half of the Italian population, but they continue to live, move and work in organisational and urban contexts historically designed and coded by men; gender gaps in participation and planning highlight persistent structural imbalances. Against this backdrop, the city of Pordenone sought to develop a participative format that could be applied in medium cities. Their core question was: can we envision a better future from a gendered perspective? The main goal? Raising awareness among the population of the city and embedding gender mainstreaming in planning and policy in the city.

The city chose three strategic areas to work on (work, intergenerational and time and spaces) and designed a treasure hunt through the city based on **Live Action Role Play** (LARP). A path was designed which included stops at schools, supermarkets, municipal buildings, the cinema etc. Women were instructed to answer questions at each stop and find an object from the past and the future. The next point in the path resulted from their answers and choices. The aim of this exercise was to facilitate a new vision among the participants by disrupting usual or habitual paths and offering a new perspective on familiar spaces.

The exercise offered a reflexive and immersive approach to thinking about the future of the city that pointed to opportunities and not just problems. The participatory process was a positive action that brought the city closer to the objectives of sustainability, inclusion and equality envisaged by the UN Agenda 2030.

[CALL TO ACTION]

*Are you keen to get started with gender mainstreaming in urban planning? Check out Vienna's guideline for implementing **Gender Mainstreaming in Urban Planning and Urban Development**.*

---

60   CEMR, 'Observatory European Charter for Equality of Women and Men in Local Life: 'Include Gender Mainstreaming in Local Urban Planning', see at: https://charter-equality.eu/exemple-de-bonnes-pratiques/include-gender-mainstreaming-in-local-urban-planning.html

6B. PARKS AND PLAYGROUNDS

Parks and leisure spaces are integral to quality of life in the city, vital for clean air, community, play, exercise, stress reduction and for physical and mental health. However, evidence shows that women, men, boys and girls use public leisure spaces in different and often disproportionate ways. Parents, often mothers, may spend more time in playgrounds and libraries, while men and young boys tend to frequent sports and play spaces.

Studies[61] demonstrate that girls tend to disappear from play spaces earlier than boys due to self-consciousness, intimidation and even fear of harassment. As a consequence of gender stereotypes, young men might also feel less comfortable going to quieter spaces like public libraries. Girls' and boys' perceptions of public space unquestionably impacts their presence and participation.

Many cities are using a combination of small design changes and soft measures to democratise the way women, men, boys and girls use spaces. For example, in Sweden[62], having women-only times at sports facilities has been proven to increase women and girls' presence during all hours. Similarly, better lighting in public parks means women feel comfortable after dark and modular seating allows for groups to share the space in innovative ways[63]. Râmnicu Sārat (Romania) conducted a consultation to increase women's presence in public sports spaces which is outlined in chapter 2B which explored many of these questions.

The URBACT Playful Paradigm and Playful Paradigm II networks work on gamification as an innovative concept for promoting social inclusion, healthy lifestyles, energy awareness, intergenerational cultural mediation, place-making and economic prosperity. Playful Paradigm II has taken gender as one of its core working fields.

© URBACT (2022)

61 Urban Sustainability Exchange, 'Gender-sensitive park design at Einsiedlerpark and St. Johann Park', available at: https://use.metropolis.org/case-studies/gender-sensitive-park-design

62 Backstrom, A., Nairn, K (2017) 'Skateboarding beyond the limits of gender? Strategic interventions in Sweden', Leisure Studies, 37:4, 424-439, DOI: 10.1080/02614367.2018.1462397, available at: https://www.tandfonline.com/doi/full/10.1080/02614367.2018.1462397

63 Urban Sustainability Exchange, *idem*.

Gender-responsive urban planning using Minecraft and the block by block Project [Pristina, Kosovo]

Pristina (Kosovo), a city in one of the poorest areas of Europe, was one of the first sites selected by UN-Habitat to test their new **Block by Block Methodology** in Europe for participatory urban planning. This methodology was developed to offer a low threshold participatory approach to better include underrepresented voices, in particular women, young adults and children, in urban planning decisions[64].

The project focused on re-designing the former green market in Sunny Hill. The design proposal was developed in three consecutive phases. First, residents, with a specific focus on including voices of young girls, identified needs and priorities for the design of the park. Then, after a short introduction to design and public space, small teams of participants modelled different design solutions. A gendered lens informed the discussion in every design category.

A range of proposals were put forward by future users which included improving movement and connection, multifunctional play spaces, and urban furniture which offered accessible, friendly and comfortable seating options fitting the needs of people of different ages, genders, and with disabilities. Participants co-created the final design on a multiplayer Minecraft server, based on the 17 ideas generated by the teams.

The designs were presented to a wide audience of urban professionals, including the mayor of Pristina. The final concept featured a range of facilities addressing the needs of various groups, including gardens, comfortable resting places, a playground, and Kosovo's first skatepark. Municipal support is important for the success of a project like Sunny Hill Park. Implementing a participatory design strategy requires the collaboration of many stakeholders, including specific expert knowledge, technical equipment and motivated residents. Workshop facilitators need to be proficient in data collection and analysis and navigate various group dynamics with people of various intersecting identities. Participants also need to meet in a large space with many computers to work together and designers need to put the ideas together so they can be realised. The effort is reflected in a better design that fits the needs and wants of the community.

Above all, political support is critical to the success of such endeavours.

> *"We live in a municipality, in a community. We should establish a mindset that we should jointly make decisions about how a certain part of the neighbourhood where we live should look"*
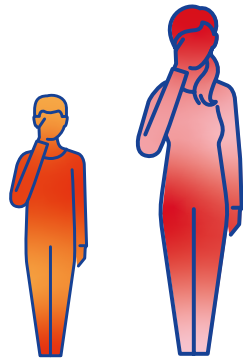> *Shpend Ahmeti, Mayor of Pristina.*

[CALL TO ACTION]

*Are you curious how young women can be engaged in the design of urban spaces? Check out other examples from the UN-Habitat **HerCity** project, and explore their methodology and toolkit.*

---

64   Block by Block, 'Building Peace in Kosovo', see at: https://www.blockbyblock.org/projects/kosovo

6C. SAFETY

Women are **10-15%** more likely than ment to feel unsafe in public space
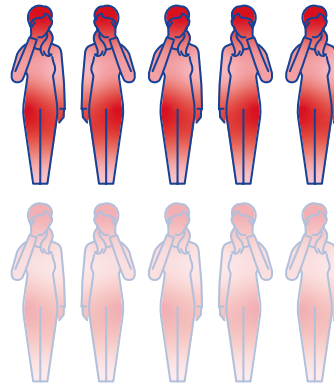
50% of women reported feeling unsafe in vulnerable areas

Women and girls have the right to be and to feel safe in the city. But all too often they have to adjust their lives, expectations, and routines in order to just feel safe. There is a well evidenced disconnect between perceptions and reality of safety. Safer Sweden research showed that fear of being a victim is generally 10-15 percentage points higher in women than men and 50% of women reported feeling unsafe in vulnerable areas[65].

This underlines how often women's internalised fears affect their perceptions of and behaviour within public spaces. Fear of and actual attack and harassment is not equal across different groups of women: women of colour face danger due to racism, as well as sexism, LGBTQI+ women are confronted with homophobia and transphobia and Muslim women are at risk of Islamphobic aggression. Recognising the complexity of intersecting identities in safety, the NGO Femmes en détresse A.S.B.L, with the support of the City of Luxembourg, has developed a toolbox that aims at providing tailored support to migrant women and girls who have survived sexual and gender-based violence[66].

Public places designed and controlled by men create anxiety for women. Measures to counteract this can include organising social activities that are welcoming to women, better lighting, easy access to public transport, liveliness at different times of day, commerce, markets and parks. There are many initiatives in which women in a community reclaim space by organising to gather, socialise and make their presence felt. On public transport, safety can be enhanced by good levels of staffing, information, wi-fi connectivity and the ability to plan journeys effectively.

City solutions can take the form of campaigns, Night Safety Charters[67] such as in London (England) or Safety Walks[68] as in Turku (Finland) where the city worked collaboratively with women's groups, parents associations, businesses and residents to discuss how they feel about the environment and what could be done to improve it and make it safer. These are good examples of action for change. Local authorities can also make sure there are transparent reporting procedures and data collection about safety hotspots.

Some policy makers may be unaware of the extent and level of these fears and the amount of thought women and girls put into staying safe in the city. Including women's voices in urban and mobility planning is therefore key to creating better environments for all. Tools such as the Safer Cities programme from UN-Habitat can offer a good starting point.

---

65   Kneeshaw, S. (2018) 'Gender-sensitive public space? Placemaking and spatial justice through the perspective of gender', URBACT, available at: https://urbact.eu/gender-sensitive-public-space-placemaking-and-spatial-justicethrough-perspective-gender

66   IOM, 'Migrant Women and Girls Toolbox', see at: https://belgium.iom.int/migrant-women-girls-toolbox

67   Greater London Authority, Women's Night Safety Charter, available at: https://www.london.gov.uk/what-we-do/artsand-culture/24-hour-london/womens-night-safety-charter

68   Baltic Urban Lab, Interreg Central Baltic, financed by the European Regional Development Fund, 'Safety walks for citizens in Turku', available at: https://www.balticurbanlab.eu/goodpractices/safety-walks-citizens-turku

Safer cities maps [Germany and Spain]

In order to make (large) cities a safer place to live for girls and women, in 2014 Plan International launched the 'Urban Programme – Safe Cities for Girls' together with UN-Habitat. The programme is locally implemented in 12 countries and not only aims to make (large) cities safer through various measures, but also to raise awareness of the problem of sexual harassment, question traditional gender role models and eliminate harmful stereotypes.

To begin, the programme gathered data about whether girls and young women feel safe in their cities. To explore this, Plan International in Germany, for example, created the **Safer Cities Map**, on which safe and unsafe places cities could be marked. During so-called 'Safety Walks', the project participants walked through the streets and recorded the dangers in their neighbourhoods in writing and with cameras. They then created maps on which they marked the places that were potentially dangerous for girls. With this mapping survey, young women and girls had the chance to make their voices heard and thereby initiate positive changes. They approached authorities such as the police, city councils or government representatives to demand improvements. A similar mapping exercise was conducted in Madrid (Spain) as the 'Free to Be'[69] online project using maps and crowdsourcing technologies. This is a good example of how technology is used to make cities safer and increase gender equality (related to data and digitalisation, which are explored in chapters 3D and 3F).

Manuela Carmana, Mayor of Madrid at the time, underlined that while it was important that the streets were safe for girls and women, work had to take place to eradicate violent behaviour.

The project works both with municipal authorities and governments at all levels to ensure that young people (especially girls and young women) are involved in urban planning and also directly with young people in youth clubs. Activities also include educational campaigns against sexual harassment on buses, trains and taxis. In order to reduce the dangers in these means of transport, young people work out recommendations for action together with public transport companies. For example, bus and taxi drivers as well as travellers are provided with information sheets and posters to help girls in precarious and dangerous situations. The project participants also sensitise their families and communities to the dangers that girls face and engage in facilitated workshops in which they question gender stereotypes.

© Creative Commons

69   PLAN INTERNATIONAL (2018), 'City girls digitally map safety with Free to Be', available at:
      https://plan-international.org/news/2018/04/17/city-girls-digitally-map-safety-with-free-to-be/

6D. TRANSPORT AND MOBILITY

Efficient and sustainable transport systems are a vital part of city infrastructure, ensuring that all residents can move around the city to work, school, home and leisure activities. However, studies from the European Parliament[70], CIVITAS[71] and more recently Ramboll[72] show that women and men move about the city in very different ways. Men, in general, are more likely to make single destination journeys in cars (i.e. from home to work) and travel at peak times, whereas women tend to use public transport more to make multiple journeys scattered throughout the day. Researchers[73] have suggested this is because women are often combining employment and care duties, meaning that, on an average day, they might make trips from home to school, to work, to the shops, back to school, to the park and home again, a phenomenon known as "trip-chaining". These differences have an impact on how long journeys take, how much they cost and how efficient they are.

Gender and (smart) mobility

GENDER DIFFERENCES IN MODES

1. Women walk more than men and use more public transport as well.
2. Women cycle less than men if there's no or poor cycling infrastructure.
3. Men drive more than women and women are often the passenger.
4. Men use new mobility services more than women.

GENDER DIFFERENCES IN TRIPS

1. Women travel shorter distances per trip than men.
2. Women trip chain and have multiple stops to a greater extent than men, who generally have an A to B trip pattern.
3. Women to a greater extent than men accompany children or other family members and/or carry bags and groceries.

GENDER DIFFERENCES IN EXPERIENCE

1. Women to a greater extent than men worry about harassment.
2. Women to a greater extent than men think about the route and time of day traveling.

Source: RAMBOLL (2021)

---

70 European Parliament, Directorate General Internal Policies of the Union (2006) 'Women and Transport', available at: http://www.europarl.europa.eu/meetdocs/2004_2009/documents/dv/tran20060912_womentransportstudy/tran20060912_womentransportstudy.pdf

71 CIVITAS (2018), 'Gender equality and mobility: mind the gap', available at: https://civitas.eu/sites/default/files/civ_pol-an2_m_web.pdf

72 RAMBOLL (2021), 'Gender and (smart) mobility', available at: https://ramboll.com/-/media/files/rgr/documents/markets/transport/g/gender-and-mobility_report.pdf

73 NOVICK, N. (2014), 'Book Review: Fair Shared Cities: The Impact of Gender Planning in Europe' in LSE Review of Books, available at: https://blogs.lse.ac.uk/lsereviewofbooks/2014/01/25/book-review-fair-sharedcities-gender-europe/

Transport planning has, in the past, prioritised roads over other modes of transport, whilst public transportation fare structures and frequency prioritise peak-time commuting. However, innovations in urban mobility documented by URBACT[74] give preference to softer modes, reduction of car use (and therefore emissions) and increasing modal share of trains, buses, trams, walking, cycling, and shared and on-demand services enabled by new technology. This trend improves the quality of public space and makes mobility more affordable, accessible and safer for women, girls and those with limited mobility. Through Sustainable Urban Mobility Plans (SUMPs), cities are finding ways to make public transport more appealing.

For instance in Helsinki (Finland) not only is all public transport entirely accessible it is also free for anyone with a baby carriage. Resources such as TUMI's implementation guide on gender in transport planning offer concrete tools to policy makers and municipalities to take the first steps toward including gender in integrated and sustainable transport planning.

However, buses, trains and trams can often be danger zones for sexual harassment, disproportionately affecting women. Similarly, transport hubs like train stations and bus stops are parts of the city where women feel vulnerable after dark. The ability to plan routes, for example through apps and with real-time information is an important method of securing safe movement around the city, especially for groups that may feel targeted, such as trans or Muslim women.

Not having safe and affordable transport available may restrict women's access to other important services, further limiting their participation in professional and community life. Making use of gendered data on transport, understanding diverse needs and listening to unheard voices in mobility planning can raise awareness of fear-based navigation and create gender-responsive services.

In addition, addressing disparities in women's employment levels in the transport planning sector can help diversify the number of different perspectives considered in planning. Transport is a prime example of a sector that still employs relatively few women. Women make up just 22.2% of the workforce in this sector, a statistic that has not seen significant change in recent years[75]. This trend continues in government. National governments across the 27 EU Member States have 58 ministers with transport forming all, or part, of their portfolio: just nine of these are women. Women are also significantly under-represented in the parliamentary committees tasked with considering policy issues and scrutinising government action in relation to transport. In Romania, Czech Republic and Malta, transport-related committees have no women members at all[76]. Getting more women into planning and decision-making for transport will help the female perspective be more represented in infrastructure planning which affects their daily lives.

Men are more likely to make a **single destination journey by car,** whereas women generally use **public transportation to do multiple journeys in one day,** because they combine employment and care duties.

---
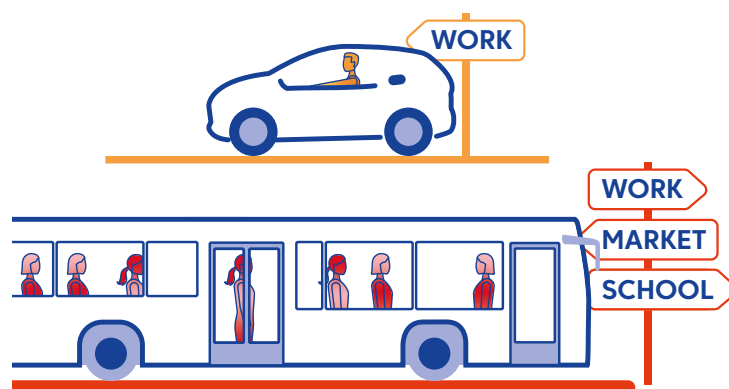
74 URBACT (2013), 'How Cities Can Motivate Mobility Mindsets', available at: https://urbact.eu/sites/default/files/import/general_library/19765_Urbact_WS5_MOBILITY_low_FINAL.pdf

75 Eurostat (2022), 'Employment by sex, age and detailed economic activity', available at: https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsa_egan22d&lang=en

76 EIGE (2021), 'Gender Statistics Database - Transport in the EU: Too few women in decision-making', available at: https://eige.europa.eu/gender-statistics/dgs/data-talks/transport-eu-too-few-women-decision-making

Ramboll's Gender and (Smart) Mobility Report [Helsinki, Finland]

Transport and mobility are not gender neutral. The International Transport Forum has concluded that "gender is one of the most robust determinants of transport choice." Collecting gender-disaggregated data on travel behaviour, trips, needs and concerns in mobility and systematically analysing it is crucial in avoiding an unconscious bias towards men and male mobility patterns in transport and mobility planning and design. The Ramboll report[77] outlines gender differences and inequalities in transport and mobility to bridge the data gender gap and create better mobility for all. The report is based on data collected from seven countries through desktop research, expert interviews, surveys and focus group interviews. Helsinki (Finland) is one city in focus.

Gender data is compiled quite comprehensively in Finnish transport statistics. However, historically Finnish transport statistics have focused on motorised transport, and therefore possibilities to make conclusions on more sustainable transport modes or long-term changes in travel choices have been limited. Collecting this data is however influential in the development of new sustainable mobility and transport planning and further supports gender mainstreaming approaches.

Only 61% of women compared to 71% of men own a personal vehicle in Finland, women are also somewhat more likely to use public transport.

"One reason for me to use the bus instead of car sharing on these trips is that the bus gives me flexibility. I don't need to come back to the starting point and instead I can take a bus home from another location",
says one Helsinki resident.

Yet, issues of personal safety on public transportation are a major concern for women. Municipalities can increase the use of this mode of transportation by making municipal investments in public transport that are gender-sensitive and consider issues of safety.

A challenge for municipalities will also be the association of public transportation with the current Covid-19 pandemic. Since women use public transport more than men, this creates a real risk of growing inequalities as places open up and movement levels return in our cities.

Existing research also shows that women walk to a greater extent than men, 33% versus 22% respectively, and cycle to a lesser extent than men with 8% women compared to 11% men. For both men and women walking and cycling is primarily used when grocery shopping, running household errands and going to sport and other everyday leisure activities. Having this gende-disaggregated data allows for targeted municipal infrastructure spending and service provision in a gender equal way (through gender budgeting, for instance). Improving public infrastructure such as dropped kerbs and providing crucial public services such as snow-clearing (see chapter 3D for further discussions of the role of gender-disaggregated data) can support women's access to public areas.

Existing research into new mobility services (bike-sharing, scooter-sharing, car-sharing, ride-sharing etc.) show that they are, to a great extent, used more by men than women. While city bikes have a high share of female users with 55%, the associations with carsharing are very mixed; while it is associated with being "sustainable", an important motivator for women to choose this transport option, it is also considered "uncomfortable", limiting widespread uptake.

These gendered transport data highlight the importance of considering gender in sustainability and climate change planning (see more in chapter 6F) and adoption of smart technologies (see more in chapter 3F), important considerations for municipalities in their future-oriented infrastructure planning.

---

77   Ramboll (2021), idem.

6E. PUBLIC ART AND REPRESENTATION

Who and what is represented in public space sends a message about what is valued. In many cities, the majority of statues are of men as leaders, artists, thinkers, conquerors and the majority of roads are named after men. The women who are celebrated in public space tend to be saints, queens or handmaidens. These visual and symbolic representations in public space perpetuate gendered stereotypes and can reinforce fixed ideas about what women and men can or can't be. Many cities are taking action to redress this[78], to celebrate their urban 'her-stories,' to bring visibility to the contributions of women through street names, statues, plaques and women-led festivals.

In addition, some cities are incorporating women's museums and libraries into their local public cultural infrastructure as a way of highlighting women's contributions to culture, society and knowledge. In 2014, Konak Municipality (Turkey) established the Women's Museum Izmir, the first women's museum in Turkey. The museum has a section dedicated to the women's movement and holds gender-related exhibitions and theatre activities.

Furthermore, a new women's museum, approved by the City Council, will feature historical representations of women from different backgrounds, illustrate and raise awareness of women's rights movements. A network of national and international women's museums is being created through congresses, workshops, training courses, joint and collaborative projects[79].

Barcelona (Spain) and Reggio Emilia (Italy) have also established female-focused cultural plans, while London (England) and Bologna (Italy) have established women's libraries. These good practices demonstrate how art and culture can be powerful tools for inclusion when they include expressions from all communities.

Case Study

Place du Pantheon - A place for great women [Paris, France]

In autumn of 2018, the women's collective **Genre et Ville** was tasked by the City of Paris with the gender-responsive redesign of Place du Pantheon. The collective took a range of steps to make space for women in this "square of great men". The redesign involved the creation of 4 000 square metres of new street furniture with a variety of shapes and configurations to accommodate a wide range of uses, groups and body shapes.

Plants and trees in large pots were added to create shade and a park-like environment. Female artists were engaged to engrave the names of famous women on the street furniture, thus, creating more visibility for women's achievements. A consciously intersectional perspective was taken in the choice of women to represent. Learn more in the **GenderedLandscape Case Study**.
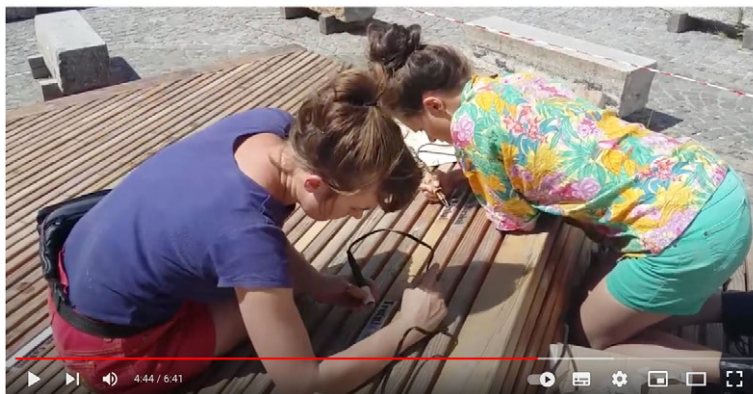
Place du Panthéon (Paris, France): Building gender into public space © *Genre et Ville*

---

78   ELKA, S. (2018) 'Streets in Brussels are being re-named - with residents' suggestions', World Economic Forum, available at: https://www.weforum.org/agenda/2018/08/beer-chips-and-historic-women-inspire-new-brussels-streetnames/

79   SHAHEED, F. (2021) 'Cultural Actions Supporting Gender Equality in Cities and Territories', UCLG Committee on Culture Reports, available at: https://agenda21culture.net/sites/default/files/files/documents/en/report_9_-_cultural_policies_and_gender_equality_-_en_1.pdf

6F. CLIMATE CHANGE AND SUSTAINABILITY

Gender equality and sustainability are inherently linked, yet while many European cities are integrating sustainable development in their growth plans, many urban sustainability plans lack a purposeful integration of gender equity. Looking at sustainability and climate change through a gendered perspective can yield a number of synergies and support shared municipal goals.

It is critical to include a gendered perspective into solutions to address the climate emergency. Globally, women are more affected by climate change and its negative consequences: they are more likely to die in climate change-related disasters, experience increased gender-based violence, or lose access to sexual and reproductive health services[80] in their aftermath. For example, during the 2003 heatwave in France, mortality was 75% higher for women than for men[81].

However, most municipal programmes promoting sustainability do not take gender into account and women's participation in climate-related decision-making structures is negligible. Similar to other technical departments such as transport and planning, women are underrepresented in municipal decision-making structures related to climate and sustainability. At the World Energy Council for example, women make up only 4% of chairs and 18% of secretariats. In Spain, Sweden and Germany[82], 64% of municipal energy companies have no women on their boards at all[83]. However, studies show that higher percentages of women leaders at both national and local levels are associated with stricter climate change policies and lower emissions[84].

Including women's voices and collaborating with women's organisations can ensure climate policies meet the needs of all residents, and that they are effectively implemented. Municipalities can focus on ensuring that women's voices are heard on committees and boards related to climate and that mitigation policies are subject to gendered analyses. As shown in other parts of this report, for example chapter 3D on data and monitoring, 6A on urban planning or 6D on transport and mobility, improvements to sustainable transport systems and the reduction of car-dominated spaces in the city can have additional benefits for women's and girls' quality of life. Linked up approaches such as Kate Raworth's doughnut economics or the conscious inclusion of SDG 5 into sustainable development plans can ensure that synergies are not lost and both social and ecological benefits are reaped.

© URBACT (2022)

---

80   United Nations Population Fund (2021), 'Five ways climate change hurts women and girls', available at: https://www.unfpa.org/news/five-ways-climate-change-hurts-women-and-girls

81   FOUILLET, A.; REY, G.; LAURENT, F.; PAVILLON, G.; BELLEC, S.; GHIHENNEUC-JOUYAUX, C.; CLAVEL, J.; JOUGLA, E.; and HEMON, D. (2007), 'Excess mortality related to the August 2003 heat wave in France' in Int Arch Occup Environ Health. 2006 Oct, 80(1): 16–24, available at: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1950160/

82   KRONSELL, A. (2013), 'Gender and transition in climate governance' in Environmental Innovation and Societal Transitions Volume 7, June 2013, Pages 1-15, available at: https://www.sciencedirect.com/science/article/abs/pii/S2210422412000731

83   C40 Women4Climate (2019), 'Gender inclusive - Climate action in cities', available at: https://w4c.org/sites/default/files/2019-02/W4C_REPORT_Gender%20Inclusive%20Climate%20Action%20in%20Cities_BD.pdf

84   United Nations Secretary-General (2022), 'Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes', available at: https://digitallibrary.un.org/record/3956348

Gender as an integral aspect of sustainable development
[Umeå, Sweden]

Umeå, Lead Partner of the URBACT **GenderedLandscape** Action Planning Network, is one of nine Swedish cities that has made a commitment, in collaboration with the national government, to become carbon-neutral by 2030. Umeå also has the long-term goal to create conditions for women and men to have equal power to shape society, as well as their own lives. By having gender experts at the table when designing sustainable development projects and processes, the city hopes to identify more effective ways to create sustainable transitions and pick up on synergies.

Mobility and transport planning, for example, are important targets for reducing greenhouse gases. By collecting gender-disaggregated data on transport use and perceptions, Umeå identified that men and women travel differently (similar to the findings of the Ramboll report in chapter 6D), and that men travel less sustainably. As a result, one campaign focused on changing transit behaviours is targeted at men, making it more effective at reaching its audience and encouraging the most reductions in greenhouse gases. Projects that consider new smart technologies, such as autonomous buses, take into consideration differences in attitudes towards transit by recognising the role bus drivers play in womens' perceptions of safety. This lens facilitates the support and adoption of new technologies by all residents. Umeå is committed to ensure that its sustainable transformation is just and fair to all its residents and that burdens and benefits are shared equally.

Umeå's Uppgång tunnel
© Fredrik Larsson (2022)

"Without equality we are not able to create transformations and make sure people still live a good life",
Linda Gustafsson, Gender Equality Officer
from Umeå Municipality.

Gender equality officers work closely with all city departments and on smart city and sustainable development projects to keep the gender equality perspective alive and top of mind. Close consultation with residents and co-creation of solutions ensures that everyone is getting a seat at the table when it comes to creating sustainable cities. Umeå shows that a more gender equal city is also a more sustainable city and one that benefits everyone.

7

Equity, Diversity and Inclusion

Equality, diversity and inclusion are fundamentally connected to approaches to gender equality. As highlighted at the outset of this report, it is important to view gender not on its own, but rather as part of the intersectional identity of an individual, including other social categories such as race, class and socioeconomic background which, when taken in combination, can create different, multiple, overlapping disadvantages, discriminations, and marginalisations.

As stated in the introduction, taking an intersectional approach to gender equality which addresses power relationships helps to actively tackle all forms of discrimination. This means engaging with complexity, consciously seeking out hidden voices, developing a nuanced understanding of solutions. It also requires an active questioning of our own privileges and identities and an understanding of our own position in power structures. In the following chapter, we explore the intersection of gender and race, migration background, disability, ageing and LGBTQI and how cities are working on these topics in an integrated way to drive positive change for their residents.

7A. RACE AND ETHNIC ORIGIN

Discrimination on the grounds of racial or ethnic origin is prohibited in the European Union (EU). Yet such discrimination persists. This means that a large number of people living in Europe face discrimination, affecting their human dignity, life opportunities, prosperity, well-being, and often also personal safety. Racial inequalities manifest themselves in many urban contexts, from access to housing, education and the labour market to public services; people of colour also frequently experience casual racism in everyday life.

Women and girls of colour experience discrimination not only because of their gender, but also as a result of their racial, ethnic and/ or religious identity. For instance, harassment based on both misogyny and xenophobia can mean that women and girls of colour have greater concerns about security in public space. People, and particularly women and girls of colour, are poorly represented at all levels of politics and business, as well as in culture and the media, meaning that women and girls of colour have fewer role models and, as a result, frequently less feeling of belonging.

In 2021, the European Commission nominated its first Coordinator for combatting racism, Michaela Moua, who works with Commission services to implement the Commission's policy on preventing and combating racism. Addressing racial injustice means cities proactively tackling long term institutional and cultural change, recognising the diverse experiences of women from different racial, ethnic and religious backgrounds, centring those voices, and providing equal opportunities for all.

People feel **mostly discriminated** based on **their ethnic origin** in access to:

| Work	Housing	Goods and services	Education
29%	**23**%	**22**%	**12**%

Source: European Commission (2020)

**The Urban Innovative Actions (UIA) ForwArt Project
[Tilburg, Netherlands]**

"Culture is important for the social cohesion in a city and performing arts in particular provide a unique platform for the exchange of multicultural backgrounds"[85], Marcelle Hendrickx, alderman responsible for culture, youth and education at the Municipality of Tilburg (Netherlands), and member of the European Committee of the Regions.

ForwArt explores how culture can become an agent for social transformation. The project is built on the premise that culture is inherent in us, it is an identity; when we express our identity, it becomes culture. Project partners include local authorities, educational, training institutions and arts companies, such as the local theatre. By building spaces and supports for diverse cultural expression in North Tilburg, the project encourages youth who are minoritized in relation to their racial and religious identities to express the intrinsic culture inherent in them and thus build up subjective well-being. It also has created awareness in its participants that they have the power to challenge people in decision-making positions.

For example, residents participating in ForwArt noticed that the only place that people in North Tilburg could meet was the local football field, or the public park, both dominated by men. Yet, in some cultures, for instance amongst local Muslim communities, sharing public space between different genders is a barrier to public participation. Thus, when the project rented a small atelier and workshop space, women of the community redesigned this space to reflect their identities and create a space that would welcome them.

The space now hosts many different groups. Both the fashion and drama groups are building on and benefiting from knowledge the women of the community bring in. FashionClash[86] for example is an initiative that supports young emerging fashion makers around the question "How can fashion contribute to a better, healthier and more inclusive society?" ForwArt also creates permanent art expressions, such as places for urban sculptures, that make public space welcoming and open for individual expressions of culture and identity. The new urban symbols are more representative of the diversity of the neighbourhood, make visible and celebrate the rich heritage of all residents.
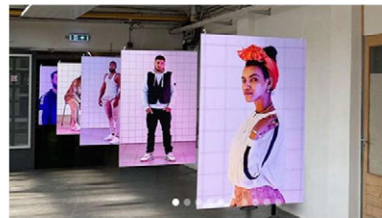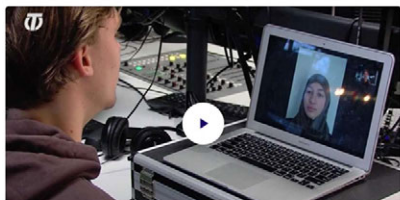
ForwArt
© UIA (2021)

---

85   Urban Innovative Actions, 'ForwArt - Moving forward with the power of art: from a place to hide to a place of pride', see at: https://uia-initiative.eu/en/uia-cities/tilburg
86   FashionClash, 'Second Skin Tilburg', see at: https://www.fashionclash.nl/second-skin-tilburg

7B. MIGRANTS AND REFUGEES

The last decade has seen significant changes in the nature and pattern of migration flows into and within the EU. Cities are often the ultimate destination, thanks to the opportunities and networks they offer. For many local authorities facing incoming migration, strategies include promoting economic integration, reducing the risk of social exclusion, improving educational achievement of second and third-generation migrants and combatting the rise of racist and xenophobic movements.

Female and male migrants are likely to face different and gendered challenges: while men may have difficulty getting paid work due to discrimination, women, particularly mothers, can find it hard to integrate. For example, the URBACT Arrival Cities Action Planning Network reported that migrant women often face additional hurdles to integration for a number of reasons, including their racial and religious identities. The European network of migrant women[87], includes projects to combat the stigmatisation of migrants and refugees, specifically women, through intercultural dialogues, raising knowledge about the EU policies and promoting democratic and civic participation.

According to the European Network of Migrant Women (ENW) a migrant woman, on average is nearly 10% less likely to read and write[88], more likely to struggle with her mental health and also more likely to be paid less. She is also more likely to bear a heavier load than men in balancing work and caring responsibilities. ENW has developed women-centred ways of working that include gender-awareness sessions with staff and volunteers, as well as the development of women-centred case studies, engagement in discussions about the complexities that female migrants might experience and practical, achievable solutions for some of their challenges.

A migrant woman, on average, **is nearly**
10% less likely to read and write than man.
Migrant women are also more likely to struggle with mental health issues and to be paid less.

Source: European Network of Migrant Women

These range from the provision of sanitary products to trialling inspirational tools encouraging women to explore career and learning options beyond gender stereotypes. Of course, for undocumented migrants, refugees and asylum seekers, these gendered challenges increase exponentially; cities have a responsibility to consider gender in their response to supporting vulnerable refugees and asylum seekers as well as migrants.

Above all in times of war and crisis, such as the current war in Ukraine, women and children are significantly more likely to be refugees. This affects the supplies, structures and programmes that cities establish to house and assist those fleeing from war, and in keeping them safe against gender-based violence and the risk of human trafficking.

---

87   European Network of Migrant Women, 'Projects and Actions', see at: https://www.migrantwomennetwork.org/projects/
88   The World Bank (2021), 'Literacy rate, adult female', (% of females ages 15 and above)', available at: https://data.worldbank.org/indicator/SE.ADT.LITR.FE.ZS

Talking with parents, a training manual for trust-based dialogue with migrant parents [Gothenburg, Sweden]

The City of Gothenburg (Sweden) developed a **toolbox** to support frontline workers in communicating with migrant parents. The toolbox's aim is to develop and strengthen preventive and promotive approaches to work against violence in a family context by enabling trust-building dialogues between migrant parents and frontline workers.

The toolbox is supported by awareness-raising material for frontline workers and migrant parents. The toolbox contains 7 modules:

- parenthood, migration and identity;
- cultural awareness;
- trust in society;
- children's rights;
- roles within the family;
- domestic violence and
- honour-related violence and oppression.

The modules provide knowledge to parents about their rights to receive support from frontline welfare services, especially their rights to parental support. The team of the Migrant Families Toolbox also released a toolbox for unaccompanied migrant children[89].

[CALL TO ACTION]

Are you interested in learning 10 ways to make integration gender-sensitive? Check out this **Eurocities tool**.

---

89   IOM, 'Unaccompanied Migrant Children Toolbox', see at: https://belgium.iom.int/unaccompanied-migrant-children-toolbox

7C. DISABILITY

Women and girls with disabilities constitute 16% of the total population of women in the European Union and 60% of the overall population of 100 million persons with disabilities[90]. Women and girls with disabilities are likely to experience double discrimination, including increased risk of gender-based violence, socio-economic disadvantages, social isolation, and abuse and marginalisation. As a result, women and girls living with disabilities are confronted by disadvantages such as unequal treatment in the labour market and other public spheres (i.e. health care provision) in comparison to men with disabilities and women without disabilities[91].

For example, according to data from EIGE's 2020 Gender Equality Index, only 2% of women with disabilities graduate tertiary education, compared to 17.5% of men with disabilities and 29.6% of women without disabilities. Although all persons with disabilities face barriers to employment[92], only 6% of women with disabilities are in full-time employment, compared to 28.5% of men with disabilities and 48.5% of women without disabilities.

Women with disabilities should be considered as active players that can contribute to society. However, women with disabilities are not a homogenous group. The wheelchair is universally understood as including all disabilities, yet disabilities can be invisible, which makes them at particular risk of being left out of city planning. Changes to autonomous and electric municipal vehicles such as buses, for example, can impact feelings of safety for blind women who rely on the sound of motors to detect traffic.

By taking a gendered perspective on disabilities, municipalities can recognise these disparities and can ensure the equal rights of all (and work towards reaching the SDGs). In 2017, the city of Brussels (Belgium) released a 'handistreaming' guide in French to support these developments.

© URBACT (2022)

---

90 European Disability Forum, 'Women and Gender Equality Policies', see at: https://www.edf-feph.org/women-and-gender-equality/
91 Women's Human Rights, 'Women and girls with disabilities', see at: http://hrw.org/women/disabled.html
92 O'REILLY, A.; and ILO (2007), 'The right to decent work of persons with disabilities', available at: https://www.ilo.org/moscow/information-resources/publications/WCMS_249156/lang--en/index.htm

[CALL TO ACTION]

Do you want to learn what the Gender Equality Index 2021 says on disability? The European Disability Forum Gender Equality Index 2021 might give you some new ideas.

7D. AGEING

On the whole, women in Europe tend to live longer than men, which means that programmes for the elderly need to include a gender perspective so as to take older women's needs into account. In addition, questions of accessibility both in physical space (e.g. dropped kerbs, kneeling buses, stair-free entrances, lifts) and in infrastructure planning can increase older women's independence and quality of life. Accessible public toilets can, for example, be an important aspect for older women's ability to travel through the city comfortably.

The quality of eldercare disproportionately affects women, therefore understanding older women's needs is crucial in improving services, especially those co-funded or offered directly by the municipality. The gender pension gap in Europe is at an average of 39%, which is more than twice as high as the gender pay gap (16%)[93]. Single female pensioners together with lone mothers face the highest risk of poverty today.

In addition, using an intergenerational perspective to design social infrastructure can help in knowledge transfer, preservation of social knowledge, and loneliness prevention. Accessibility in public services (such as text readers, large font sizes, analogue offerings parallel to digital ones) can help elderly residents feel included and heard. The European AGE platform has therefore a dedicated working group on gender equality in old age. A joint paper by the European Women's Lobby and AGE illustrates policy recommendations for improving the situation of older women in the EU in the context of an ageing society and rapidly changing socio-economic environment[94].

An innovative city-led example from Artziniega in the Basque Country is to introduce gender equality clauses in procurement contracts for eldercare services to require equality training for both staff and users.

---

93 AGE-EWL joint report (2014), 'Improving the situation of older women in the EU in the context of an ageing society and rapidly changing socio-economic environment', available at: https://age-platform.eu/sites/default/files/EWL_AGE_gender_paper_2014.pdf

94 AGE-EWL joint report (2014), *idem*.

The community care initiative Vïla Veina [Barcelona, Spain]

The roll-out of Vila Veïna in the city of Barcelona (Spain) corresponds to a transformation in the social and healthcare model to ageing and care, where priority is given to proximity, joint responsibility and personalised care. Care is conceived of as a shared community task, not something private or individual, reducing the care burden that typically falls to women (see chapter 4E on care work and time management).

In the first phase starting in 2021, 16 housing units will be established with the goal of at least one Vila Veïna in each municipal district. With an initial budget of 3.5 million EUR, the first phase targets the neighbourhoods of Vilapicina i la Torre Llobeta, Provençals del Poblenou, La Marina del Port and El Congrés i els Indians, serving 300 000 people in total. During the second stage, 12 more housing units will be established. The final project aims to establish 115 units, eventually covering a community area with between 10 000 and 30 000 inhabitants.

Each unit has a reference point for the care network that provides guidance on the municipal resources, associations and communities available. The goal is to group together all available services and provide a comprehensive and coordinated response. Further, Vila Veïna supports care-takers professionally, most of which are women (see also chapter 5C on Healthcare), and improves working conditions and welfare. Facilities, for example, provide access to local resources, guidance and legal and labour advice, as well as meeting spaces for time out. Besides these services and resources, each unit will develop an urban transformation plan for calming public space from a feminist care perspective, in line with the Barcelona superblocks[95] model.

[CALL TO ACTION]

To find out more about ageing and gender,
check out the #AgeingEqual campaign.

---

95   InfoBarcelona (2021), 'Vila Veïna, the new community care initiative', available at: https://www.barcelona.cat/infobarcelona/en/tema/social-services/vila-veina-the-new-community-careinitiative_1065580.html

7E. LGBTQI

Cities represent the most progressive places globally when it comes to LGBTQI acceptance and support and gender equity more broadly. Thus, municipalities can greatly influence the acceptance of the LGBTQI community in society through their messaging in all spheres of urban planning and governance and policy leadership, and can even help to move national policies and laws forward.

All too often, issues of gender and LGBTQI inequality are discussed separately, as if they are mutually exclusive. Yet research suggests that the gender bias that inhibits women's progress also underlies discrimination against queer people[96]. Inequality between men and women forms the basis for homophobic and transphobic attitudes; women and members of the LGBTQI community experience sexism that is based on the supremacy of masculinity (male, white, heterosexual, strong, objective, rational) over femininity (female, non-white, non-heterosexual, weak, emotional, irrational).

Despite progress in policies, laws and social opinions, members of the queer community still suffer gender bias in all areas of public and private life, including housing, employment, opportunities in academic settings, in the ability to buy goods and services and in the opportunities to participate meaningfully in society's decision-making processes. Some countries in Europe even experience an elimination of queer rights, enacted under the guise of religious freedom, such as Russia's so-called "homosexualism" propaganda law or Poland's LGBT-free zones. Even actions aimed at increasing gender equality can inadvertently reinforce problems faced by the queer community. For example, many gender equality, gender management, and gender mainstreaming approaches overlook problems faced by queer people and women

of colour, framing their target stakeholders as white, cisgender (meaning someone's gender identity matches their assigned sex at birth), and heterosexual[97].

Applying the provisions of the [Istanbul Convention](#) (the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence) without any discrimination on the basis of gender identity means, for example, ensuring that the gender identity of transgender persons does not exclude them from receiving domestic violence, sexual assault or rape supports. Likewise, women in same-sex relationships, including lesbian, bisexual and transgender women should have access to domestic violence shelters and municipal awareness-raising campaigns about intimate partner violence should highlight also non-heterosexual couples.

Transgender and non-binary people are the group that is often forgotten even when LGBTQI issues are discussed. Municipalities can recognise and meet the needs of transgender individuals by providing legal recognition of gender identity, such as the possibility to change one's ID documents in a way that would use the person's preferred gender marker and name, and provide access to affordable and safe medical interventions if the person wishes. The [Council of Europe](#) dictates that procedures of legal gender recognition must be fast, transparent and accessible, and that they must be based exclusively on one's self-identification.

Addressing (hetero)sexism and gender inequality with an intersectional approach means including considerations of other forms of discrimination (e.g., racism, ableism, homophobia) in all municipal and national programmes, policies and laws.

---

96 PIA GARCIA JOHNSON, C.; and OTTO, K. (2019), 'Better Together: A Model for Women and LGBTQ Equality in the Workplace', in Psychosocial Risks and Health at Work from a Gender Perspective, 20 April 2019, available at: https://www.frontiersin.org/articles/10.3389/fpsyg.2019.00272/full
97 PIA GARCIA JOHNSON, C.; and OTTO, K. (2019), *idem.*

The Dutch Rainbow Cities Network in Amsterdam [Netherlands] in partnership with Aarhus [Denmark]

Amsterdam (Netherlands) was the first city globally that legalised same-sex marriage in 2001[98]. However, LGBTQI policy began as early as 1982 with municipal policy on emancipation of LGBTQI people in Amsterdam. In 1983, the national Dutch constitution supported municipal policy developments by banning discrimination on the grounds of religion, belief, political opinion, race, gender or any other grounds.

The aim of the Rainbow Cities Network implementation plan is achieving greater social acceptance of LGBTQI through access to a safe living environment, a focus on LGBTQI in the policies of organisations, and increased visibility and resilience in the LGBTQI community. To reach these goals, the Rainbow Cities Network connects civil officials from local administrations, policymakers, and experts in order to facilitate an exchange of best practices that lead to improvement of existing LGBTQI policies.

Currently there are a number of short- and long-term measures implemented in collaboration with other municipalities. For example, a LGBT+HOUSE is currently temporarily financed by the municipality of Aarhus (Denmark) and further financing until 2024 is being negotiated.

Disaggregated data collection that can guide policy development is also underway through a questionnaire survey about living in Aarhus for LGBTQI persons focusing on physical and mental health, well-being, loneliness, discrimination and hate crimes, and feelings of inclusion. Long-term goals include a partnership with the municipality of Aarhus on how to improve LGBTQI working lives in the municipality and physical and mental health and well-being for LGBTQI persons as a part of the health policy 2020-2024.

The Rainbow Cities Network also holds debates and shares information in the media about LGBTQI subjects and collaborates with local LGBTQI associations. Through the exchange of best practices among the members, the Rainbow Cities Network publishes a one-page document every year that features the three most successful programs run by cities that other cities can learn from and implement. The best practices can be downloaded on the **project website**.

[CALL TO ACTION]

Interested in gaining some tools for creating safe(r) spaces for people with a migrant background who identify as LGBTQI? Check out *the IOM LGBTQI+ Toolbox*.

---

98   Rainbow Cities Network, 'Amsterdam', see at: https://www.rainbowcities.com/cities/amsterdam/

8

Conclusions

URBACT believes in the power of cities to drive change at the local level. At the heart of the URBACT Programme is a commitment to integrated and participative approaches to sustainable urban development, and these approaches represent the best way to design and anchor gender equality actions.

The examples and cases presented in this report demonstrate the interconnectedness of different topics in the city: how taking a gendered approach to transport planning can help you reach your sustainability goals faster or how gender budgeting can drive growth in GDP. Thus, tackling gender has the ability to affect positive change in a great many sectors and ways. To achieve this well, cities need to keep a few key points in mind:

- **Gather gender-disaggregated data:** understanding where your city is and how your residents use and engage with your spaces, policies and structures is the first step in being able to address disparities. A lack of good local data makes it a challenge for cities to design appropriate and specific policies. Collecting disaggregated data is important in order to address imbalances, and the progress made by cities like Umeå (Sweden) and Vienna (Austria) shows what can be done with the right evidence in place.

- **Integrate hard and soft measures to create added value in both:** infrastructure and built environment projects can be complemented with information campaigns, skills development, leadership training, animation, co-creation and programming of social and cultural actions. For example, redesigning a park is a brilliant step, but if there is no active co-creation with gender in mind, or animation to bring communities together the redesign's impact will be reduced.

- **Work with civil society and gender experts:** recognising the particular expertise that women's networks and gender experts can bring to the table across policy areas is a fundamental requirement for gender-sensitive policy making. There are NGOs and associations in cities across the EU that are made up of and work closely with women from all backgrounds, socioeconomic groups and ages. Likewise, many universities and research agencies with gender departments or expertise can contribute with supporting knowledge. These groups are uniquely positioned to articulate needs and feed into urban development to make it more impactful.

- **Think holistically:** gender mainstreaming only becomes meaningful when the culture of an organisation is transformed so that it becomes an automatic reflex for staff and elected representatives across all departments to think about equalities in their work from its inception. Rather than ticking a checklist, staff need a deeper understanding of and commitment to optimising solutions for women and the most vulnerable. This is a slow, deep process, supported by awareness, training, openness to residents, and political vision at the highest level. There may be some quick wins along the way, and these are important as proof of concept and to sustain momentum, but there are no quick fixes. It will take disruption of norms and systematic change in the long term to arrive at the Gender Equal City. And because our identities are so complex and our society is changing so fast, this requires a constant process of learning, reflection and experimenting.

- **Communicate about your actions:** involve residents and citizens in your actions to create enthusiasm for the positive change you are making in your city. And who knows, you might just gain some new supporters along the way!

The URBACT Gender Equal Cities work has demonstrated that there is a wealth of tools, evidence and cases to inspire, but there are also many gaps in information, skills and attitudes. Data shows variations in the status of gender equality in different parts of the EU, so considering context is crucial. Whilst countries like Sweden have been working on gender equality for decades, cities in other parts of the EU may now only be picking up this important work. And even in countries like Sweden, the struggle to ensure gender equality is ongoing.

Cities are uniquely positioned to be able to spearhead this work. We look forward to exploring all the new cases which arise in the next few years as a result of the inspiration contained in these pages and tracking progress towards truly Gender Equal Cities.

© URBACT (2022)

ABBREVIATIONS & DEFINITIONS

Abbreviations

EU European Union

UN United Nations

CEMR The Council of European Municipalities and Regions

SDGs The United Nations Sustainable Development Goals

EWL European Women's Lobby

EIGE European Institute for Gender Equality

ENW European Network of Migrant Women

UIA Urban Innovative Actions

WHO World Health Organisation

IOM International Organisation for Migration

SALAR Swedish Association of Local Authorities and Regions

EUDEL Association of Basque Municipalities

ALDA European Association for Local Democracy

Definitions

GENDER

Gender does not refer to biological sex (e.g. male, female, intersex), but to the socialisation as woman, man or other genders. Gender often impacts our behaviour and thus the way we move around, interact and exist in the city. It is associated with the social expectations established around what it means to be considered a woman, man, non-binary, trans, masculine, or feminine.

NON-BINARY/ TRANS*

Are gender categories and describe individuals' whose gender and/or sex is different from the sex and/or gender they were assigned at birth based on their biological characteristics.

GENDER MAINSTREAMING

Mainstreaming a gender perspective is the process of assessing the implications of any planned actions on people with different genders, including legislation, policies or programmes, in any area and at all levels. It is a strategy for explicitly making the concerns and experiences of people of all genders an integral part of design, implementation, monitoring and evaluation in all political, economic and societal spheres, so that all residents benefit equally, and inequality is not perpetuated.

GENDER PAY GAP

Is a measure of the difference between men and women's average earnings across organisations of the labour market. It is expressed as a percentage of men's earnings.

FURTHER READING ABOUT GENDER EQUALITY

CIVITAS (2018), 'Gender equality and mobility: mind the gap', available at: https://civitas.eu/sites/default/files/civ_pol-an2_m_web.pdf

Council of European Municipalities and Regions (2006), 'The European Charter for Equality of women and men in local life', available at: https://www.ccre.org/docs/charte_egalite_en.pdf

Council of European Municipalities and Regions; and European Public Service Union (2017), 'Revised CEMR-EPSU guidelines to drawing up gender equality action plans in local and regional government', available at: https://ccre.org/img/uploads/piecesjointe/filename/CEMR_EPSU_gender_equality_guidelines_EN.pdf

Council of European Municipalities and Regions (2019), 'Equality of women and men in local life: women in politics', available at: https://www.ccre.org/en/actualites/view/3943

EUDEL; and EMAKUNDE (2015), 'Thinking about politics: welcome manual for women elected officials', available at: http://www.virginiawoolfbasqueskola.eus/wp-content/uploads/2016/10/guia-mujeres-electas_EN.pdf

EPSU; CESI; CSEE - ETUCE; and CEMR (2021), 'Gender-based violence is also a workplace matter: time for EU action', available at: https://www.epsu.org/sites/default/files/article/files/It%209.a%20App%20Joint%20Statement%20TPV%20Project%20partners%2025%20Nov-final%20draft_0.pdf

European Commission (2020), 'Gender Equality Strategy 2020- 2025', available at: https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0152

European Commission; NÓRLEN, H.; PAPADIMITRIOU, E.; DOMINICIS, L.; DIJKSTRA, L. (2021), 'Mapping the glass ceiling: the EU regions where women thrive and where they are held back', available at: https://ec.europa.eu/regional_policy/sources/docgener/work/gem2021/gender_equality_monitor_en.pdf

European Institute for Gender Equality (2020), 'Gender Budgeting: Step-by-step toolkit', available at: https://eige.europa.eu/publications/gender-budgeting-step-step-toolkit

European Institute for Gender Equality (2021), 'Gender Equality Index', available at: https://eige.europa.eu/gender-equality-index/2021

European Institute for Gender Equality (2022), 'Robots and ride hailing: women and men face different risks from economy of the future', available at: https://eige.europa.eu/news/robots-and-ride-hailing-women-and-men-face-different-risks-economy-future

European Parliament, Directorate General Internal Policies of the Union (2006) 'Women and Transport', available at: https://www.europarl.europa.eu/meetdocs/2004_2009/documents/dv/tran20060912_womentransportstudy/tran20060912_womentransportstudy.pdf

IOM UN Migration (2020), 'LGBTQI+ Toolbox', available at: https://belgium.iom.int/lgbtqi-toolbox

RAMBOLL (2021), 'Gender and (smart) mobility', available at: https://ramboll.com/-/media/files/rgr/documents/markets/transport/g/gender-and-mobility_report.pdf

Stadt Wien (2013), 'Gender Mainstreaming in Urban Planning and Urban Development', available at:
https://www.wien.gv.at/stadtentwicklung/studien/pdf/b008358.pdf

Stadt Wien (2021), 'Gender Mainstreaming – Made easy Manual', available at:
https://www.wien.gv.at/english/administration/gendermainstreaming/principles/manual.html#:~:text=The%20City%20of%20Vienna%20has,aspects%20when%20planning%20new%20measures.

Swedish Association of Local Authorities and Regions (2017), 'Gender equality from an employer perspective', available at:
https://webbutik.skr.se/bilder/artiklar/pdf/7585-517-2.pdf

Swiss Confederation (2018), 'Charter for equal pay in the public sector', available at:
https://www.ebg.admin.ch/ebg/en/home/topics/work/equal-pay/public-sector-commitment/charter-equal-pay-public-sector.html

UN-Habitat (2021), 'Her City Toolbox', available at:
https://hercity.unhabitat.org/

URBACT; KNEESHAW, S.; and NORMAN, J. (2019), 'Gender Equal Cities Report', available at:
https://urbact.eu/sites/default/files/urbact-genderequalcities-edition-pages-web.pdf

WHO Europe; and PAYNE, S. (2009), 'How can gender equity be addressed through health systems?', available at:
https://www.euro.who.int/__data/assets/pdf_file/0006/64941/E92846.pdf

WHO European Healthy Cities Network (2018), 'Gender and Healthy Survey: key findings', available at:
https://www.euro.who.int/__data/assets/pdf_file/0007/382408/gender-health-report-eng.pdf

Women's Budget Group (2017), 'Housing and Gender', available at:
https://wbg.org.uk/wp-content/uploads/2017/11/housing-pre-budget-nov-2017-final.pdf

World Bank (2021), 'Gender Dynamics of Disaster Risk and Resilience' available at:
https://www.worldbank.org/en/topic/disasterriskmanagement/publication/gender-dynamics-of-disaster-risk-and-resilience

World Food Programme (2008), 'Socio-Economic and Gender Analysis: SEAGA for Emergency and Rehabilitation Programmes', page 5, available at:
https://www.fao.org/3/y5702e/y5702e.pdf

ABOUT URBACT

URBACT enables cities to work together to develop sustainable solutions to major urban challenges, through networking, sharing knowledge, and building capacities for urban practitioners. It is co-funded by the European Regional Development Fund with Partner and Member States of the European Union since 2002.

URBACT helps cities to develop pragmatic solutions that are new and sustainable, and integrate economic, social and environmental dimensions. As the next programming period approaches (URBACT IV), special attention is being given to three cross-cutting urban themes: gender, green and digital.

The URBACT Knowledge Hub brings together good practices and lessons learned from cities to share with all professionals involved in urban policy throughout Europe. The Gender Equal Cities work programme was launched in March 2017, based on good practices in URBACT-funded cities. It looks into the ways in which city policymaking impacts on women and men differently, and provides some concrete examples on how cities can take action to reduce, or eliminate, gender-based inequalities.

URBACT.EU
URBACT.EU/GENDER-EQUAL-CITIES