Opportunities for Gender Mainstreaming in an Urban Context

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The design of urban public spaces, infrastructure, and services can impact people differently based on gender. For example, in Latin America, seventy million women who traditionally were confined to the private space have entered the labor force in the past 20 years.[[1]](#footnote-1) These women are contributing significantly to national and household economies while becoming more active users of their cities’ infrastructure and public transport systems.[[2]](#footnote-2) However, as in many parts of the world, these women have specific priorities and needs that their current urban infrastructure and services do not serve. Women need to feel safe and included as they seek out economic and social opportunities.

The Geographic Observatory of Latin America (2009)[[3]](#footnote-3) argues that cities are constructed regarding gender neutrality. However, the access to the city is differentiated between men and women. Therefore the constructed space expresses and contains the relationship in the whole population. If these relationships are not addressed in a differentiated manner, it can lead to discrimination, violence, and subordination of women. Cities, therefore, must bet on proposals that democratize the urban space and improve coexistence, where it is implicit as a fundamental condition to be sought for the inclusion of women and the elimination of violence against women and girls.

1. **General Considerations for Urban Services:**
2. Transport

Like many other sectors, the transport sector is not gender neutral. Women are more likely than men to make multiple stops, to be carrying packages or child-related items, and to be accompanied by children. More than men, they value flexibility over speed, affordable fares, comfort, good lighting, and safety. Systems must take those differences into account if they are to be as useful, accessible, and safe for women as they are for men.

In the urban context, cities in Latin America and the Caribbean suffer from high rates of traffic-related accidents and fatalities. In this area, there are examples of effective interventions, including at the regional level, that call for the implementation of campaigns to create awareness among roads and highways users.

In the Region from an early stage in life, men are more likely to be involved in road traffic crashes than women. 73% of all road traffic deaths occur among young men under the age of 25; this number is three times higher than the data recorded for young women.[[4]](#footnote-4)

1. Energy

Despite the very little evidence,[[5]](#footnote-5) evidence shows that women are girls are benefited from energy projects. The burdens of energy poverty, energy access itself automatically benefits women and girls.

“Men and women are affected differently by and have different uses for energy because of gender roles that shape their responsibilities and day-to-day activities. Although women’s time use varies from country to country and is affected by a variety of factors such as socioeconomic status and urban versus rural residence, in much of the developing world women are responsible for domestic or household tasks. Some of these tasks have been categorized as unpaid care work; they often are essential to the survival of members of the household but are not remunerated (Ferrant, Pesando, and Nowacka, 2014). To perform this unpaid care work, women are generally responsible for gathering, managing, and providing the energy that makes this work possible. Although a wide variety of activities fall into the category of unpaid care work, this section focuses on women’s required tasks that are most commonly identified in the literature as burdensome owing to a lack of access to improved energy sources. These activities are cooking, which encompasses collecting fuel and water, and reproductive and care work. In addition to unpaid care work, this section also focuses on two areas that affect women’s well-being: small-scale agriculture and informal income-generating activities.[[6]](#footnote-6)

1. Water and Sanitation

In most societies, women have primary responsibility for management of household water supply, sanitation, and health. Water is necessary not only for drinking but also for food production and preparation, care of domestic animals, personal hygiene, care of the sick, cleaning, washing and waste disposal. Because of their dependence on water resources, women have accumulated considerable knowledge about water resources, including location, quality, and storage methods. However, efforts geared towards improving the management of the world’s finite water resources and extending access to safe drinking water and adequate sanitation, often overlook the central role of women in water management.[[7]](#footnote-7)

1. **Economic Opportunities for Women**
2. Characteristics of women’s labor force participation in Guyana

While national female labor force participation has increased, it is still well below regional averages.[[8]](#footnote-8) Guyana’s female labor force participation increased from 38.4 percent in 1994 to 42.9 percent in 2014. Despite this achievement, women still have much lower participation rates than men (80 percent in 2014), and Guyana has one of the lowest female labor market participation rates in the Caribbean (The Bahamas and Barbados registered 76 percent). Low labor force participation among women prevents countries from developing their full potential and experiencing higher growth rates. Half of the women are not accessing any labor income, limiting their opportunities. In regions 3 and 4, mainly of those women who say they work outside the home, they are being employed by the government (11% and 10% respectively) and private establishments (10% and 18% respectively). However, most of the women say their main occupation is being concentrated in domestic, hotel and office cleaners and helpers (14% of the total of occupation). For men, they mostly work as market gardeners and crop growers (49%).

Women’s employment is more concentrated in sectors with lower earning potential.[[9]](#footnote-9) Available data[[10]](#footnote-10) shows that 60.8 percent of women are employed in the service sector, compared to only 41.8 percent of men. In contrast, women have lower participation[[11]](#footnote-11) in agriculture and the extractive industries, which are the largest sources of employment and profits in Guyana.[[12]](#footnote-12) To increase the potential of the country, the Guyanese Office for Investment is prioritizing several investment sectors[[13]](#footnote-13) where women could potentially be more included, such as energy, tourism, forestry, and information & communication technology.

Having access to permanent and stable jobs is a critical consideration for women. The Enterprise Survey (2010)[[14]](#footnote-14) shows that women represent 39 percent of the permanent full-time workers in Guyana, which is slightly higher than the average for the LAC region (37 percent). Full-time jobs offer women higher incomes, greater stability, and better social protection benefits.

1. Gender pay gap

The main source of women’s income is formed by different sources. The Census data shows for regions 3 and 4, respectively, women’s income comes from employment or own business (37% and 49%), their parents or spouse (22% and 12%), a pension (17% and 18%) and friends or relatives (14% and 12%). Men’s income is mostly coming from employment or own business (83% and 82%). Women that receive remittances are almost double than me (for region 3, 19% of women versus 10% of men; for region 4, 24% of women versus 13% of men). In region 3, 4% of women and 1% of men mentioned remittances as their main source of livelihood, while this result in region 4 is 5% of women and 2% of men.

Despite, being employment and own business the mains source of income of women, there is a significant gender pay gap.[[15]](#footnote-15) Guyana’s constitution calls for “equal pay for equal work or work of equal value.” However, Guyanese women on average earn 63 cents per every dollar men make.[[16]](#footnote-16) Global evidence shows[[17]](#footnote-17) that, on average, around 30 percent of the pay gap is explained by occupational segregation and reduced working hours combined with differentials in work experiences. The pay gap widens during childbearing and childrearing periods, which in effect places a *penalty* on motherhood.[[18]](#footnote-18) Globally, women who are self-employed experience even higher gender pay gaps.

1. Access to new capitals

The use of technology by women-owned businesses in Guyana had penetrated more than average in the Caribbean. As a proxy on how women-owned businesses use technology, a study shows[[19]](#footnote-19) two types of approaches: the ownership of a website and the level of technology/Knowledge Intensity (TKI).  For those businesses with more than five employees, 47.4 percent of them own a website, scoring a higher value than the Caribbean average of 42.1 percent. However, in general, the companies owned by females in the Caribbean are very low TKI: only 5.9 percent of these types of businesses are considered high TKI, and Guyana surpasses that number reaching 15.2 percent.

1. **Citizen Security**
2. Violence Against Women in Guyana

According to the 2011 Safe Neighborhood Survey (SNS), 41.6 percent of the population strongly agrees that a man is justified in slapping his wife.[[20]](#footnote-20) In Americas Barometer LAPOP[[21]](#footnote-21) 2014/15, 30.8 percent of Guyana’s population condones violence against a wife who neglects her chores, ranking third out of 16 countries[[22]](#footnote-22). More than half of the population thinks that DV is a problem[[23]](#footnote-23) in the neighborhood.[[24]](#footnote-24) Amerindian women are twice as likely as Indo-Guyanese and six times as likely Afro-Guyanese women to tolerate DV.[[25]](#footnote-25) Social acceptance is a key driver of DV and an obstacle for its prevention.

The 2011 Safe Neighborhood Survey (SNS) found that 17 percent of people have experienced physical violence and 71 percent have experienced emotional violence within the last year.[[26]](#footnote-26) UNDP’s 2010 Citizen Security Survey found that 17.3 percent of Guyana’s population self-reported having been victims of DV; Guyana had the highest percentage of the six Caribbean countries included.[[27]](#footnote-27)

Three out of five women in four regions of Guyana experienced physical IPV in their lifetime; 50 percent of women were sexually abused, and 75 percent of women were emotionally abused by their partners, according to a 2010 study.[[28]](#footnote-28) Rural women were three times more likely to suffer from IPV than urban women.[[29]](#footnote-29) Implementation of the Sexual Offences Act and the National Domestic Violence Policy 2008-2013 has remained very slow.[[30]](#footnote-30)

Despite improvements in the physical infrastructure of police stations, women and girls still report problems when interacting with the police. [[31]](#footnote-31) In 2015 only 52 percent of DV cases reported to the police resulted in charges. Some survivors accept pecuniary settlements over going to court due to a lack of confidence in the justice system. Prosecution of cases of rape is rarely successful[[32]](#footnote-32), and a large court backlog exists. Victims of DV also hesitate to report when the partner is the breadwinner and sometimes wish to withdraw the case during investigation and prosecution. Some women lack preparation for the court experience; cases can be lengthy and can expire due to the absence of the accused or key witnesses.[[33]](#footnote-33)

1. **How to address gender issues?**
2. **Urban Services**
3. Access to Housing Subsidies

Women Single-parent households have different effects on their families, impacting both children and adults. These family arrangements are negatively impacted by their economic situation, which among other things force men to search for jobs abroad or in remote areas (to be employed in mining or logging). This situation imposes additional responsibilities to the single-parent, who needs to take care of the children while limiting their economic opportunities and perpetuating the poverty cycle.[[34]](#footnote-34) One direct danger for children left unattended; might be to become more susceptible to being abused by older children and other adults. Besides, as mentioned, the lack of a male figure at home was identified as being correlated to school dropouts, and to behavioral problems, especially with boys[[35]](#footnote-35).Usually, these families are the most vulnerable in society and do not have access to adequate housing, which exacerbates their vulnerability and truncates development in general.

Providing housing subsidies improves single-parents’ access to property rights. Direct subsidies to low-income families are a mechanism to enable them to improve their home or build a new one to help close the gender gap.

Secure housing is a minimum condition for the economic and social well-being of women (and men), and their children, lowering their vulnerability to violence and forced dislocation. Secure property rights can improve household decision-making, women’s access to income (through rental, sale, use of the house as collateral for credit, and access to employment), distribution of income, and the role of women and their status within the household and in the community-

1. Ensuring gender design in infrastructure

In Guyana, among the main causes of deaths in road accidents are reported to be speeding;[[36]](#footnote-36) insufficient protection or road awareness by pedestrians and cyclists; and driving under the influence of alcohol or drugs.[[37]](#footnote-37) Most of the accidents occur during the weekends in evening hours (Traffic Department, Guyana Police Force, 2017). Pedestrians, cyclists, motorcyclists, drivers, and passengers in vehicles are the most vulnerable to road fatalities. Men are more affected by road fatalities than women: 83% of the road fatalities claimed a man’s life, against 17% for women.[[38]](#footnote-38)

In the area the project, road accidents are being identified. Sheriff Mandela Avenue Road presents infrastructure deficiencies.; the avenue is lacking the provisions for pedestrian and bicycle traffic (i.e., no sidewalks or bike lanes), which contributes to a high number of accidents generally involving pedestrians and cyclists. In the period from 2001 to 2007, there were a total of 28 fatal accidents on this 7 km stretch of road, averaging about four fatalities per year.[[39]](#footnote-39)

Given the fact that young men are more likely to die in accidents caused by speeding and alcohol, and women are facing more accidents as pedestrians[[40]](#footnote-40), the project finds the necessity to reduce the total number of road accidents in Sheriff Mandela, during and after the enhancements in infrastructure. The project proposes the implementation of a pilot mass media campaign that, in conjunction with the implemented law and law enforcement, will inform, persuade, and motivate the population on the importance of changing behaviors to improve road safety and to reduce the total number of fatalities. This mass campaign will include a gender focus on the understanding that men and women are being affected and behave differently regarding road safety.

1. **Creation of economic opportunities for women**

Along these lines, gender can be considered in waste management in urban environments from different perspectives[[41]](#footnote-41): (i) what is considered as waste and discarded materials may depend on the sex of the person; (ii) some programs have shown that the participation (or non-participation) of women and men in managing the household waste and how the materials are discarded may depend on their sex more than what they do; (iii) men and women behave differently towards public health, the cleanliness of the neighborhoods, and their preferences on how to access public health and environmental problems; and (iv) attention to gender could increase project effectiveness, avoid costly mistakes and ensure equitable access to livelihoods, resources or benefits.

In the context of waste management within the communities, it is important to increase women’s voice and agency[[42]](#footnote-42) to erase barriers to what they experience, including limitations on the jobs they can perform or what activities they are responsible for. Impact evaluations of projects that encourage the participation of women show mixed results regarding long-run impacts on their participation. A quasi-experimental evaluation of a project on rural roads projects Peru, which mandated increased participation of women in local roads committees and set targets for women’s membership in road repair microenterprises found that women benefited from the program in the form of increased economic participation and access to education and health services.[[43]](#footnote-43) Other governance interventions, like consultation processes and community-based monitoring mechanisms (including citizen report cards), have been found to be more culturally pertinent, improve accountability and the quality of public services, and increase women’s agency if appropriate design features are implemented.[[44]](#footnote-44)

1. **Preventing violence against women**
2. **GY-L1031 - Propose actions to address gender issues**
3. **Tracking Beneficiaries of Subsidies by Sex**
4. **Transport Infrastructure**

The project will look to raise awareness regarding road safety by the implementation of a mass campaign targeting young men to prevent speeding, drinking and driving, and other considerations. It will also focus on women as pedestrians and passengers. The project will hire a consultancy to develop a comprehensive awareness campaign using appropriate channels, media, and messages (including references to current or in preparation laws and the penalties for noncompliance), as well as target specific populations. This consultancy should collect relevant data disaggregated by sex and qualitative information to understand better the issues faced by both men and women, including causes and determinants of specific gender behaviors. After the data-processing, the hired consultants will create focus groups to develop and test the campaign

1. **Pilots to Contribute to Generate New Economic Opportunities**

The project will look to increase the participation of women in the communities through specific piloting activities focused on the maintenance and sustainability of neighborhoods. The maintenance will cover activities related to recycling and waste management and the creation of economic opportunities for women. These activities aim to increase the labor income of women by the generated revenue of selling the materials to collections centers and recyclers. Neighborhood organizations will be in charge of training women within the neighborhoods in the maintenance of the canals and surroundings of the neighborhoods by collecting, separating and selling solid waste materials. Organizations (e.g., Youth and Civil Society Action Group) will be trained in a pilot plan. This pilot will be developed by a hired consultancy that will design and implement a methodology for the training of women and other agents within the community. This consultancy will develop a guide that allows transferring and sharing knowledge.

The executing agency (for instance, community organizations) will be trained through an awareness-raising workshop conducted by the hired consultancy, which will introduce the bases and the importance of involving women in the management of waste around the canals and surroundings. This workshop will explain in detail the main activities to be conducted during the training modules and the role of the executing agency. This workshop will help the executing agency to perform the training and to create ownership of the methodology and implementation.

The pilot will have two levels of the capacity building. One will be at the organizational level, to ensure the ownership of the project in the communities, and the second level with local women who inhabit the neighborhoods, to create leadership, ownership, and sustainability of the project. The sessions and other planned activities should take into consideration the time, place, and days more suitable to make for both men and women. Previous consultations separate for men and women should be carried out, to identify their time's preferences and their availabilities. It is important to include spaces where men and women can take the children.

The guide will include step by step the implementation of the activities that will support women’s empowerment while the associations in the communities are being sensitized on gender equality issues and the ownership of the project.

1. **Citizen Data: Mapping of women**

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2. Inter-American Development Bank. El porqué de la relación entre género y transporte. 2016. https://publications.iadb.org/bitstream/handle/11319/7441/El-porque-de-la-relacion-entre-genero-y-transporte.PDF?sequence=4 [↑](#footnote-ref-2)
3. <http://library.fes.de/pdf-files/bueros/fesamcentral/08923.pdf> [↑](#footnote-ref-3)
4. WHO 2015. Global Status Report on Road Safety. [↑](#footnote-ref-4)
5. OXFAM 2017. Energy and women and Girls [↑](#footnote-ref-5)
6. OXAFAM, 2017 [↑](#footnote-ref-6)
7. Un-Water (2006). Gender, Water and Sanitation [↑](#footnote-ref-7)
8. World Bank Development Indicators (2016). [↑](#footnote-ref-8)
9. World Bank (2016). [↑](#footnote-ref-9)
10. World Bank 2016 (database for 2002) [↑](#footnote-ref-10)
11. World Bank 2016 (database for 2002). Industry sector shows figures of 23.7 percent for men and 20.3 percent. For agriculture data shows 16.3 for women and 33.5 for men. [↑](#footnote-ref-11)
12. World Bank website [↑](#footnote-ref-12)
13. Guyana Office for Investment website [↑](#footnote-ref-13)
14. World Bank (2010). [↑](#footnote-ref-14)
15. World Economic Forum. Gender Gap Index 2015 [↑](#footnote-ref-15)
16. World Bank (2006) [↑](#footnote-ref-16)
17. IMF (2013). [↑](#footnote-ref-17)
18. IMF (2013). [↑](#footnote-ref-18)
19. World Bank (2015). Profiling Caribbean Women Entrepreneurs: Business Environment, Sectoral Constraints and Programming Lessons. In http://www.infodev.org/EPIC. [↑](#footnote-ref-19)
20. 2011 Safe Neighbourhood Survey (SNS) [↑](#footnote-ref-20)
21. Americas Barometer Insights: 2016 One in Four Condone Spousal Violence, Though Attitudes Vary across Countries and Individuals in the Americas By Lauren Pak, with LAPOP Vanderbilt University [↑](#footnote-ref-21)
22. After Guatemala (53%) and Suriname (43%) [↑](#footnote-ref-22)
23. Very, somewhat or a little serious. [↑](#footnote-ref-23)
24. Americas Barometer 2016. [↑](#footnote-ref-24)
25. UNICEF, 2006 MICS Survey. [↑](#footnote-ref-25)
26. 2011 Safe Neighbourhood Survey (SNS). [↑](#footnote-ref-26)
27. Antigua and Barbuda (15.7percentage), Barbados (9.6 percentage), Guyana (17.3 percentage), Jamaica (5.9 percentage), Saint Lucia (9.7 percentage), Suriname (11.7 percentage) and Trinidad and Tobago (8.3 percentage). Average: 10.9 percentage. Caribbean Human Development Report 2012, Human Development and the Shift to Better Citizen Security. [↑](#footnote-ref-27)
28. Cited in National Review Guyana, ECLAC (2014). By UN Women and Ministry of Labour, Human Services and Social Security study, MLHSSS Statistical Unit, 2013 [↑](#footnote-ref-28)
29. UNICEF, 2006 MICS Survey. [↑](#footnote-ref-29)
30. Amnesty International Report 2014/15 [↑](#footnote-ref-30)
31. This section draws on the US State Department (2015). [↑](#footnote-ref-31)
32. Based on media reports and commentary from NGOs. Of 233 reports of rape received only 36 were charged. [↑](#footnote-ref-32)
33. From interviews with NGO during an IDB 2016 May mission. [↑](#footnote-ref-33)
34. Harper, C. et al. (2003) Enduring Poverty and the Conditions of Childhood: Lifecourse and Intergenerational Poverty Transmissions [↑](#footnote-ref-34)
35. UNICEF (2016) Guyana: Situation Analysis of Children and Women.” [↑](#footnote-ref-35)
36. The Guyanese national speed limit law is enforcement is medium (5/10) (WHO, 2015) [↑](#footnote-ref-36)
37. In Guyana, National Drinking-driving law enforcement is low (4/10) and 16% of road fatalities involved alcohol. (WHO, 2015) [↑](#footnote-ref-37)
38. WHO 2015 [↑](#footnote-ref-38)
39. Mott Mac Donald (November 2011), Sheriff Street – Mandela Avenue Roadway: Technical Analysis Report. [↑](#footnote-ref-39)
40. WHO, 2007. [Drinking and Driving. A Road Safety Manual for Decision-Makers and Practitioners.](http://www.who.int/roadsafety/projects/manuals/alcohol/drinking_driving.pdf) [↑](#footnote-ref-40)
41. http://www.gdrc.org/uem/waste/swm-gender.html [↑](#footnote-ref-41)
42. Voice and Agency refers to the capacity of individuals to make decisions about their own lives, and act on them to achieve a desire goal, in an environment free of violence or fear. (World Bank, 2014. Voice and Agency: Empowering Women and Girls for Shared Prosperity. [↑](#footnote-ref-42)
43. Valdivia, 2009. Concesionando el camino hacia el desarrollo. Impactos iniciales del Programa de Caminos Rurales.” Lima, Peru. GRADE. [↑](#footnote-ref-43)
44. A randomized evaluation of community-based monitoring of public health care providers in Uganda found significant increases in utilization of health services and improved health outcomes Conditional cash transfer (CCT) programs provide a promising area where improvement of public services and women’s empowerment could be simultaneously addressed through community-based monitoring mechanisms. Bjorkman, M. and J. Svensson. 2009. “Power to the People: Evidence from a Randomized Field Experiment on Community-based Monitoring in Uganda.” Quarterly Journal of Economics. [↑](#footnote-ref-44)