

# CHANGE

## VOLUNTARY GENDER REVIEW

# LETTER FROM THE CHANGE MAYORS

Dear friends,

Last year on International Women's Day, the six co-founding mayors of the City Hub and Network for Gender Equity (CHANGE) penned an op-ed calling on all city leaders to take clear and concrete action to address the systems that perpetuate gender-based discrimination and inequality.

We made this commitment not simply because we believe it is the ethical way to manage our cities, **but because we know it works**. A recent report by UN Women found that, despite being affected most, women and girls around the world were far less likely than men and boys to receive COVID-19 relief **except in places where gender was explicitly considered**. Where governments applied a gender lens to their policymaking, women were more likely to receive the economic support they needed and were less likely to take on increased unpaid domestic responsibilities that impact their ability to participate in the formal workforce. What these governments knew is the truth that guides and undergirds CHANGE: When we invest in women, we make our cities stronger.

This document, our Voluntary Gender Review, was written to demonstrate how local governments can take concrete action to accelerate progress toward gender equality worldwide. In it, we share not just our successes, but the challenges we face in breaking down the barriers that inhibit this progress. Making progress toward gender equality, and all of the Sustainable Development Goals, requires an understanding of local context. This document draws from seven distinct geographical contexts across five continents with the aim of building a global community of practice.

Achieving a different reality for a life free of violence against women without harassment, inequality, violence, or doubt of their capabilities can only be achieved within the framework of a more just and democratic society. A society in which women have equal rights than men, free of sexism and discrimination is one rooted in the principles of equality, solidarity, peace, and justice is possible.

We want to thank the Robert Wood Johnson Foundation and the Mayor's Fund for Los Angeles for their support and for their partnership in this journey.

CHANGE seeks not just to build back better, but to reimagine our systems and cultures so that we can achieve gender equality in this generation. Partnerships, like CHANGE, that bring together leaders unafraid to pursue bold visions are how we will get there.

**SINCERELY,**

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Chair of the City Hub and Network for Gender Equity

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Mayor of Barcelona

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# TABLE OF CONTENTS

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<b>5</b>	<b>INTRODUCTION</b>	<b>33</b>	<b>Local Governance</b>
6	Why CHANGE?		<ul style="list-style-type: none"><li>• Tokyo's Comprehensive Plan for Promotion of Gender Equality</li><li>• Los Angeles' Gender Equity Coalition</li></ul>
7	What is a Voluntary Gender Review?		
7	VGR Development Process	<b>40</b>	<b>Built Environment</b>
			<ul style="list-style-type: none"><li>• Barcelona's Government Measure of Municipal Facilities with a Gender Perspective</li></ul>
<b>10</b>	<b>THE IMPORTANCE OF MEASURING GENDER EQUITY</b>	<b>47</b>	<b>PARTNERSHIP SPOTLIGHT:</b>
			Working with University Partners to Advance Menstrual Health Equity
	<b>GENDER DATA INDICATORS &amp; CASE STUDIES:</b>	<b>48</b>	<b>RESEARCH SPOTLIGHT:</b>
14	<b>Economic Opportunity</b>		Mobility of Care
	<ul style="list-style-type: none"><li>• Buenos Aires' Public-Private Initiative for Gender Equality in the Labor Market</li><li>• Freetown's Early Childhood Education in Markets</li><li>• The Bogotá Care System</li></ul>	<b>50</b>	<b>CONCLUSION</b>
24	<b>Physical Autonomy</b>	<b>51</b>	<b>APPENDIX A: CHANGE'S GENDER EQUITY INDICATORS</b>
	<ul style="list-style-type: none"><li>• Mexico City's Abogadas de las Mujeres</li><li>• The London Women's Night Safety Charter</li></ul>	<b>53</b>	<b>END NOTES</b>

# INTRODUCTION

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The COVID-19 pandemic, like global crises before it, has thrown pre-existing systemic inequalities into the spotlight. When CHANGE was founded in November 2020, COVID-19 had already laid bare and exacerbated gender disparities. Women lost more paid work, picked up an excessive share of unpaid care and domestic work, and suffered greater strains on their physical and mental health, including increased rates of gender-based violence. This reality threatens decades of progress toward gender equality. Our city network, CHANGE, exists to capture and share actions that local leaders are taking to achieve gender equity, and how these efforts can heal and build back a world that leaves no one behind.

# WHY CHANGE?

Local government leaders around the world are essential in building back more equitable communities and pushing forward the 2030 agenda. Working at closer proximity to their residents than any other level of government, these leaders understand their local contexts; they know the barriers that prevent communities from thriving and are the people residents look to in times of crisis. From public safety to education to economic development, local government services and policies directly impact how people interact with their communities.

Cities began reporting directly on their progress toward the Sustainable Development Goals in 2018. Since then, more than 200 subnational governments have reported or pledged to do so. Cities have led this trend, using the SDG framework as a common language to share - and exchange - their own efforts across all 17 Global Goals. We have also witnessed the positive impacts of cities working together through networks like [C40](#), [ICLEI](#), [Resilient Cities Network](#), [Mayor's Migration Council](#) and [Metropolis](#). However, prior to CHANGE's launch in November 2020, no other international network of cities existed solely for the purpose of advancing gender equity. So CHANGE's co-founding cities stepped in to meet the need.

Barcelona, Buenos Aires, Bogotá, Freetown, London, Los Angeles, Mexico City, and Tokyo now make up the City Hub and Network for Gender Equity (CHANGE) and collectively represent more than 57 million people across five continents.

The fight for gender equity has never been more important, where rhetoric in support of gender equality must always be followed by action. As we rebuild our cities, we must build the conditions that enable women's full participation in the public and private spheres. CHANGE believes that it is not just possible, but long past due.

# What is a Voluntary Gender Review (VGR)?

The Sustainable Development Goals (SDGs) were unanimously adopted by all member states of the United Nations in 2015, to capture a universal development agenda for our shared, global future.

These Global Goals set our collective ambition to meet the urgent environmental, political, and economic challenges that we face as a global community. The 17 SDGs together constitute a common framework and language to guide place-based sustainable development across all sectors. The Goals consistently intersect, meaning action toward one goal often drives action toward others.

**Dealing with the threat of climate change impacts how we manage our fragile natural resources, achieving gender equality or better health helps eradicate poverty, and fostering peace and inclusive societies will reduce inequalities and help economies prosper. In short, this is the greatest chance we have to improve life for future generations.**

UNDP

Since 2016, countries have documented their progress against these 17 Goals through Voluntary National Reviews. In recent years, cities have begun reporting their progress through Voluntary Local Reviews, recognizing the fact that cities, regions, and local governments are essential leaders in addressing global challenges such as climate change, economic and social inequality, and global health emergencies like the COVID-19 pandemic.

Adding to this culture of voluntary reporting, CHANGE has created the world's first Voluntary Gender Review (VGR). Just as CHANGE is an example of how governments can create strategic partnerships focused on one specific goal, this VGR is an example of how we share our work to bring the world closer to SDG 5: Achieve gender equality and empower all women and girls. In this report, our eight member cities share how each is working to achieve gender equality and how we are working collectively to create new methods and guideposts to get there within this generation.

## Voluntary Gender Review Development Process

CHANGE leverages the expertise from among our member cities by assembling working groups made up of city personnel with topical knowledge relevant to each project. To develop this report, we gathered experts from Mexico City's International Relations team, Buenos Aires' International Relations and Equality Secretariats, and Los Angeles' Office of International Affairs to form the Voluntary Gender Review (VGR) Working Group. The Working Group first met to establish a project timeline, and agree on the objectives of and framework for a report like this, the first of its kind.

## OUR OBJECTIVES WERE TO:

- **Share experiences**, including challenges and successes, to demonstrate how local governments can take action to accelerate progress toward SDG 5.
- **Promote** and **validate** the gender equity work in CHANGE cities to strengthen support for existing and future initiatives.
- **Position** CHANGE within key international networks and strengthen the ecosystem that builds momentum towards collective impact.
- **Demonstrate** accountability and transparency as CHANGE members.



To determine the format of this report, the VGR Working Group looked to existing CHANGE products and discussed how we might complement those resources and bring something new to the table. CHANGE's first learning resource, the Gender Equality Toolkit, provides a menu of model practices that CHANGE cities have implemented to advance gender equity locally. The city examples are delineated by the major functions of local government:

- **The City as Innovator:** How can cities embed gender in their systems?
- **The City as Employer:** How can cities build and maintain a gender-inclusive workforce?
- **The City as a Provider:** How can cities integrate gender in their policies?
- **The City as a Connector:** How can cities work with stakeholders to improve programs to the benefit of all?

Within each category, the Toolkit spotlights examples from CHANGE's six founding cities. The spotlights are brief and introduce a wide range of actions cities may consider taking to advance their work towards gender equality. To complement that breadth of

information, the VGR Working Group chose to focus this report on *depth* of information. Included here are city case studies that examine gender equity initiatives in detail, with a focus on implementation.

The VGR Working Group chose to build this report's framework using the indicators structure CHANGE created to measure city-led progress toward gender equity. In 2021, CHANGE's Data Working Group developed a list of gender data indicators that fit within four broad categories: **physical autonomy, economic opportunity, local governance, and the built environment**. This report will describe CHANGE's process and justification for choosing the gender data indicators we chose and will position our eight city case studies within those four categories.

Throughout this document, CHANGE uses the term women, girls, and marginalized genders to recognize the diversity of individuals facing structural and social inequality on the basis of their gender identity and expression - including transgender, non-binary, and gender non-conforming individuals.

# The Importance of Measuring Gender Equity

Following the United Nations' adoption of the Sustainable Development Goals in 2015, the term "gender data" has grown in popularity. Gender data can be used to identify the ways in which gender identity and expression impact individuals' and communities' access to resources, services, and opportunities.<sup>1</sup> Gender data can bring light to gender inequality and help governments and service providers better design intervention strategies to close the gap. Local governments and nonprofit organizations are recognizing the need for higher transparency and accurate measurements surrounding gender disparities, especially with regard to the conditions of women and girls. The scarcity and inaccuracy of gender data impacts the efficacy of policies and practices implemented to benefit women and girls. Having accurate and complete gender data goes beyond technical capacity -- governments must commit themselves to gender equity by dedicating enough resources to collect the necessary gender data.<sup>2</sup> In prioritizing the collection and application of gender data in our work, CHANGE is setting new standards for local-level gender data and creating a platform for city governments, policymakers, researchers, donors, program managers, advocates, and organizers to share their existing data sources.

Since the release of the **Gender Equity Toolkit** in November 2021, which highlights some of the most impactful gender equity programs CHANGE cities have implemented, we have turned our focus to measuring gender equity progress across the network. Data experts from Los Angeles, Mexico City, Barcelona, Buenos Aires, London, Freetown, and Tokyo are working together to collect both quantitative and qualitative data on 22 gender equity indicators (Appendix A). These indicators will help cities track progress along four categories where women and girls historically experience



disparate conditions and outcomes: Economic Opportunity, Physical Autonomy, Local Governance, and Built Environment.

The objective of this effort is to achieve transparency around women and girls' experiences of inequity in member cities and, ultimately, enable positive policy change at the local level. As a secondary goal, we hope to build a database wherein cities who do not work directly with CHANGE can rely on our methodology and other data resources, so they may begin collecting and reporting gender data of their own.

## Creating Shared Gender Data Indicators for Cities

Before beginning the process of data collection and analysis, CHANGE cities developed a conceptual framework for the project, beginning with

## Failing to collect data on women and their lives means that we continue to naturalise sex and gender discrimination — while at the same time somehow not seeing any of this discrimination.

CAROLINE CRIADO PEREZ  
Invisible Women: Exposing Data Bias in  
a World Designed by Men

conversations about the distinct conditions of women in each city. Varying social and political contexts across cities make it challenging to identify a uniform system of measuring the needs of women and girls; priority areas that were common across local contexts have informed CHANGE's indicators. As we push forward, the network is faced with theoretical and logistical challenges. Member cities are working together to answer questions of standardization, jurisdiction, privacy, data availability, and the utility of these indicators for local government action.

While our goal is to collect data that corresponds to our gender equity indicators, some of this data is not yet being collected by cities or is not measured with enough accuracy to include in our audit. Most gender data is currently being collected at the national level; this means that measuring gender equity at the local-level often requires city governments to disaggregate national statistics by smaller geographic location. National-level data may lose its function and relevance after undergoing such deep segmentation. National-level measurements of gender equity that summarize varying geographies and demographics do not necessarily guarantee that populations across subregions have been sampled evenly. The U.S. Bureau of Labor Statistics, for example, cautions researchers against disaggregating the American Time Use Survey (ATUS) into smaller geographic areas in their work, as the ATUS sample sizes often do not support such narrowed analysis.<sup>3</sup> Using national-level statistics alone to identify the circumstances of subgroups can introduce biases into data analysis at the city-level, which leads to the misrepresentation of city's needs. To combat this, CHANGE cities carefully avoid making inaccurate assumptions based solely on their corresponding nations' statistics. In addition to official national statistics, our member cities work to

represent the complexities of gender inequity at the local-level by utilizing hyperlocal data collected by strategic partners, such as consultants, nonprofit organizations, neighborhood leaders, and city data experts. Even so, there are gaps in our data -- and we are not alone: Globally, only thirty-nine percent of data requested by the United Nations for its Sustainable Development Goals is available for synthesis at the national level - data availability is even more scarce at the local level.<sup>4</sup> We hope that through collaboration and sharing knowledge, we will return accurate, transparent, and inclusive gender data; however, just as in any growing field, we are navigating systemic blindspots for which regulation and tracking processes are underdeveloped. We must move forward collectively by resourcing local governments to collect more and better data in the long-run and normalizing the use of such data in policymaking.

Beyond our technical capabilities, CHANGE is sensitive to who is being left behind in data collection. As we seek to accurately measure gender equity, are we generating data that limits our





knowledge of our residents or data that expands it? Nearly all gender data is still being collected along the “gender binary,” which recognizes only two gender categories among the wide spectrum of gender identities. By excluding gender diverse peoples in gender data, we fail to understand the disparate outcomes faced by those populations - the importance of data disaggregation applies not just to male and female but should be expanded to the full spectrum of gender identities in the population. CHANGE believes that we must prioritize inclusive gender data collection to achieve gender equity in our cities. In the meantime, our coalition is working with available gender data, and considering how to push for more inclusive disaggregated data collection.

## Methodology

The foundation for CHANGE’s data work was laid by a landscape analysis of existing gender data frameworks compiled by a joint university task force of students from Occidental and Claremont Colleges in Los Angeles. That research partnership is described in more detail on page 47 of this report. CHANGE began this project by assembling a working group of data experts from each of our member cities. The Data Working Group met three times from July 2021 to November 2021 to adapt international

measures of gender equity to the network’s needs. Working group members completed a feedback form assessing the applicability and data availability of 51 indicators found in global gender equality indices, including the UN Minimum Set of Gender Indicators, the Sustainable Development Goals, The United Nations Economic Commission for Latin America and the Caribbean (ECLAC) Gender Equality Observatory, and the European Institute for Gender Equality (EIGE) Gender Equality Index. Based on the feedback received, 15 indicators were determined to be of interest and within the reporting capabilities of most member cities. The 15 indicators were reviewed and organized into four domain areas that represent topics in which cities may have many policy intervention options (Appendix A). It is important to note that these indicators are not all areas in which local governments have direct influence to enact change. For example, in some cities, education falls under the jurisdiction of independent bodies rather than city governments. Instead, this iteration of indicators represent a goal to which cities may aspire in their data collection practices.

## NEXT STEPS:

## Collecting Qualitative Data to Better Understand the Care Economy

One notable takeaway from these conversations was the need for both quantitative *and* qualitative data. While quantitative data tells us *what* problems exist, qualitative data articulates *why* those problems might be happening. By balancing the limitations of one data type with the strengths of another, CHANGE can paint a fuller picture of gender inequity across cities.

In the latter half of 2022 CHANGE will begin collecting qualitative data on one social phenomenon that Data Working Group members continually cited as difficult to measure quantitatively: the access, affordability, and sustainability of caregiving, a society-sustaining service whose burden falls disproportionately on women. We have seen inspiring examples of how local government interventions can expand and facilitate access to caregiving resources: In Buenos Aires, a digital Comprehensive Care Map of the city geolocates state and private care facilities that provide maternal and child care, gerontological care, and care for people with disabilities. We have also seen forward-thinking cities support caregivers themselves: **Bogotá's unique Care Block model** creates physical spaces in the city to relieve and educate caregivers, build community, and equip men to take on a fair share of the caregiving burden.



# ECONOMIC OPPORTUNITY

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## Women's personal financial growth and inclusion in citywide economic development enables self-sufficiency and independence, providing them the liberty to make decisions for themselves.<sup>1</sup>

CHANGE has identified six indicators under this category to measure gender-based inequities in economic opportunity:

**1.**

**Proportion of women in managerial positions.**

**2.**

**Formal labor force participation rate of men and women.**

**3.**

**Average time spent on paid and unpaid work by men and women.**

**4.**

**Gender wage gap.**

**5.**

**Completion rates for primary, secondary, and tertiary education for men and women.**

**6.**

**Proportion of women living in poverty by national definitions.**

These indicators target women's economic opportunities in both the public and private sectors by examining the amount of time women spend on informal labor in addition to their participation in the formal labor market.<sup>6</sup> Measuring women's unpaid domestic and caretaking services is integral in assessing the imbalance of economic opportunity between genders. Data surrounding informal labor is still scarce as it is difficult to measure and track transactions in which care is the currency. However, Barcelona has been recognized as a leader in time-use data and continues to advise on this project's data collection and measurement process. Education also plays an important role in determining the economic opportunities that women have access to in adulthood.<sup>7</sup>

## CASE STUDY

## BUENOS AIRES

# Public-Private Initiative for Gender Equality in the Labor Market



While women's labor participation has suffered setbacks in the face of COVID-19, the health crisis only exposed systemic labor inequities between men and women that have existed long before its spread. The proof of inequality is in the numbers. Women in Buenos Aires participate in the formal labor market at a rate of **57.1%** compared to **70.6%** of men.<sup>1</sup> Across employment types, there is a shrinking, yet persistent gender gap in income: In 2020, among all employment types, women earned 15.3% less than men and nearly 20% less within the city's highest-earning professions. This means that as women's labor participation has improved incrementally over the recent years, gendered workplace hierarchies have not followed at the same pace.<sup>2</sup> Recognizing the economic impacts of this imbalance, Buenos Aires city officials began to wonder: *Why aren't women able to work at the same levels as men?* This multifaceted issue was in need of an equally comprehensive solution.

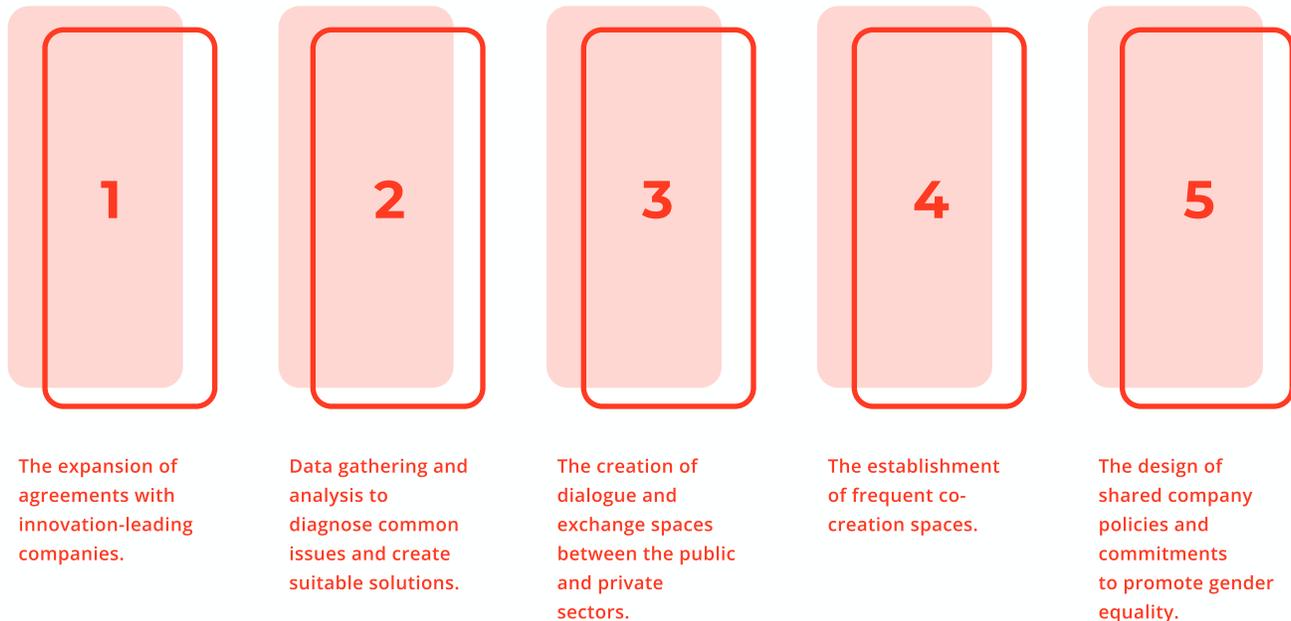
In 2018, the City partnered with the private sector to launch the Public-Private Initiative for Gender Equality in the Labor Market (The Initiative), with the goal of encouraging more women to join the labor market and work on equal terms with men. By centering women in Buenos Aires' economic development strategy, The Initiative was able to identify key factors that prevent women from

working and establish corporate policies that respond to women's unique needs as laborers.<sup>3</sup> Together, the city government, private corporations, and the women of Buenos Aires are discussing topics like the gender pay gap, women's entrepreneurship, and women's economic empowerment through policymaking.

**Today more than ever we need to work as a team. Our post-pandemic switch-on plan requires us to redouble our efforts in the public and private sectors to prevent gender gaps from widening and achieve greater conditions of equality. We need the talent and leadership of women.<sup>4</sup>**

MAYOR HORACIO  
RODRÍGUEZ LARRETA

## The Initiative's Action Plan focuses on five main pillars within gender equity:



## Successes

The Initiative currently reaches over 70 companies across a range of industries and impacts more than 100,000 Buenos Aires workers. In its first three years, The Initiative has developed an innovative and collaborative way of measuring gender gaps in labor participation, career promotion, and salary. Once they join the Initiative, companies can volunteer to provide data anonymously to third-party expert institutions, enabling the generation of data on women's working conditions in the City. These companies are then given the results of their analyses privately. This system equips the public sector with aggregated gender data from across local companies to better inform policy planning and provides the private sector with the tools it needs to create inclusive and empowering corporate communities. This mutually beneficial partnership ultimately works to raise public awareness and build evidence-based plans to improve women's position in the labor market.

UNICEF, with the collaboration of ELA (Equipo Latinoamericano de Justicia Y Genero), developed a self-diagnostic tool called "Empresas que Cuidan - ECU" (Companies that Care), which is used by the Initiative to enable companies to measure and track women's work-life conciliation. The Initiative also teamed up with companies to co-create eight commitments to training and providing practical guides to reduce gender gaps:

- 1. Establish a 100% gender-neutral recruitment processes**
- 2. Provide salary negotiation trainings targeting female employees**
- 3. Commit to non-sexist communication and advertising practices**
- 4. Achieve 100% of participating companies with protocols for gender violence**
- 5. Attain 100% equal working spaces**
- 6. Provide extended family leaves and**
- 7. flexible work schedules**
- 8. Publish an annual report about the state of gender gaps within the organization**



Stemming from these eight commitments, the City has published three labor gender gap reports, one work-life conciliation diagnosis report, and six practical guides for gender equality in the workplace.

## Challenges

Like most city programs, those leading the Initiative saw progress disrupted by the pandemic. Monthly meetings meant to share experiences and build generative spaces for ideation and co-creation were moved to an online format. Some companies reported that the online space made for less productive working sessions than those held in-person, while others appreciated the flexibility and newfound opportunities.

The City also faces challenges in data privacy; companies' gender data remains confidential, which means that the city relies on each company to report their data voluntarily. When companies join the initiative, they are not required to share data. However, if they choose to do so in the framework of the initiative, they sign an additional confidentiality contract with the third-party actor. Companies are then asked to present their data to this third actor, who does NOT share the information with the city government or any other institution. The third actor then gives a confidential report to the company with the results.

The third-party institution also produces a report with the aggregated results of all the companies for the city government. This report is later published and its results inform the City's policy design. However, in this aggregated results report, companies are not singled out by name.

## Next Steps

Moving forward, the City will assess the success of the Initiative's work by measuring the number of companies that participate in the voluntary gender gap diagnosis, the number of companies who join the collective, participate in the voluntary gender gap diagnosis, and implement training.

## HOME OFFICE GUIDE

**As office buildings throughout the world closed their doors during the COVID-19 pandemic, Buenos Aires began working to prevent new remote working schemes from deepening gender pay inequalities. On March 30, 2021, the City, along with the 50 companies that comprise the Public-Private Initiative, unveiled a "home office" guide with a gender perspective. The guide was designed to ensure equal opportunities for men and women in a new era of flexible work and includes 15 measures to monitor and design inclusive work arrangements. The guide was prepared in conjunction with the Business Network for Diversity from Universidad Torcuato Di Tella and with the sponsorship of UN Women: a guide for the effective implementation of flexible work schemes from a gender perspective.**

FREETOWN CASE STUDY:

# Early Childhood Education in Markets



In order to reduce a significant barrier to women's involvement in the local economy — lack of childcare — the City of Freetown partnered with a private educational group to establish Early Childhood Development Centers within local markets.

In October 2020, the Freetown City Council opened its first Early Learning Adventure Day Care & Nursery Center for children in Congo Water Market, Wellington. The daycare and nursery will cater to 40 children aged 0-5 years and will provide them free early education using hands-on activities designed to promote the development of motor and cognitive abilities. The only requirement for participation is that mothers work in the markets.

This is part of a broader effort by Mayor Yvonne Aki-Sawyerr to eventually provide free early childhood education to all children of women trading in markets. Currently, many pre-school-aged children accompany their mothers, who are their primary caregivers, to the market. Unfortunately, these children have limited access to learning activities in the markets, which often means the children enter school lacking the knowledge or skills of their better prepared peers.



The Freetown City Council believes this initiative will provide an excellent opportunity for some of the most vulnerable children in the Congo Water community, laying a strong foundation that will increase their chances of achieving their full potential as they grow up.<sup>1</sup>

## BOGOTÁ CASE STUDY:

# The Bogotá Care System



Around the world, women and girls undertake more than 75% of all unpaid care work.<sup>1</sup> Recent estimates place the value of this work at roughly \$10.8 trillion a year, or more than three times the size of the global tech industry.<sup>2</sup> The imbalance in who provides this critical labor, tied to pervasive gender stereotypes that have persistently relegated women's labor to the household, exacerbates gender gaps in pay and opportunity for women and girls. Every hour spent providing unpaid care is one less hour spent pursuing education or securing paid employment, making this imbalance an urgent and profound challenge in the fight for gender equality.

Among the 4 million female residents living in the city of Bogotá, 3.6 million provide unpaid care work to others and 1.2 million are full-time caregivers, devoting an average of 10 hours per day to care-related tasks. This labor is neither remunerated nor duly recognized as productive work, but if paid, would represent 13% of Bogotá's GDP. Most of the city's full-time caregivers are already low-income women who then face the additional burden of time poverty. In these cases, time poverty occurs when the time and energy required to do care work inhibits a person's capacity to pursue professional development, political participation, and self-care. Still, the situation is even more challenging for caregivers in rural areas, who devote more time to

# 75%

Women and girls' unpaid care work.

care and often lack basic utilities, and migrants, who lack social networks to redistribute care or access to stable government services.

To address this pervasive inequality, the City of Bogotá designed and launched the first city-level Care System in Latin America. The Care System seeks to re-balance the provision of care; moving from a system relying predominantly on individual caregivers to one in which care responsibilities are shared among the City government, the Colombian National government, the private sector, communities, and households. In many contexts throughout the world, caregiving is still considered a private family responsibility despite the fact that caregiving benefits society far beyond the family unit. Acknowledging these broader benefits, the Care System creates more opportunities for collective economic growth by providing caregivers with more time to pursue personal development, greater self-



care and well-being, income generation, and political engagement.

## Designing a Solution

Bogotá's Care System is an innovative, context-specific solution that uses a radical "ease-of-access" modality at a level that had previously never been tested. The initiative recognizes caregivers' contribution to society, redistributes care work responsibility more equitably between women and men, and reduces women's unpaid labor so they can pursue personal development and self-care.

**It is not only about recognizing and redistributing care but institutionalizing it to free up time and opportunities for caregivers. That is why the blocks are so important, so that they find all the services they need in their neighborhood, in a nearby perimeter.<sup>3</sup>**

MAYOR CLAUDIA LOPEZ

Its operational design simultaneously provides services for those who provide care and those who

require care, namely children under 13 years old, elderly persons, and persons with disabilities who require care. For example, while a caregiver enrolls in a program to finish high school, her grandchild can participate in playful activities and her son with disabilities in guided physical activity.

Bogotá's Care System has three distinct features:

1. **Care Blocks:** They are the system's core structure. They introduce a new criterion for the city's urban planning that locates caregivers and care work at the center and organizes the city to meet peoples' needs, instead of the other way around. Care Block locations ensure that services can be accessed within a 15 to 20-minute walk, in an 800-meter vicinity.
2. **Care Buses:** They are the mobile version of Care Blocks, designed for people who live far from Care Blocks, in rural and peripheral areas. Care Buses are sent to their community centers, and guarantee that rural and peasant caregivers have access to care services. This is especially important because caregivers in rural areas of Bogotá, devote more time to care work and often lack basic utilities like running water or electricity.
3. **The "Care Home Assistance":** This program is designed for the 14% of full-time caregivers who can't access Care Blocks or Care Buses due to the conditions of the people they care for, mainly people with severe disabilities, who can't seldom leave the household.

Moreover, the Care System is also implementing a strategy for cultural change, that includes a “Care School for Men,” so that men acquire better housework skills and caring abilities.

## Implementation

Since October 2020, Bogotá has opened 10 Care Blocks across the city, providing more than 160,000 services to caregivers and their loved ones so far. 138,907 were carried out in the Care Blocks and 11,988 in the Care Buses from March to December 2021. Likewise, 66,827 people have participated in workshops for cultural change and 6,159 caregivers have been trained.

For the first time, Bogotá’s Urban Master Plan has applied a gender lens in its approach to reorganize the city. It aims for equitable and safe communities for women and people in all their diversity. Bogotá is the first city to include a city-level Care System at the core of its territorial planning.

Thanks to a successful media strategy, the advice of academia, and the previous experience of experts from Uruguay and Argentina, the Bogotá Care System has inspired and helped other local and regional governments to define actions that help in the achievement of SDG 5. This reinforces the sense of co-responsibility in the performance of care work in homes and communities, promotes the development of new masculinities, and reduces female poverty in the region.

Responding to an influx of external requests, Bogotá has begun sharing its experiences with the new System through exchanges with municipalities in Colombia (Cartagena, Cali, and Medellín), with local governments in Chile (Santiago de Chile, Maipú), Argentina (Santa Fe and Buenos Aires), Uruguay (Montevideo), Mexico (León), South Africa (Durban), and the national governments of Chile, the Dominican Republic, and Peru.

The System’s innovative approach and initial success have also been recognized globally with awards such as the 2021 Bloomberg Global Mayors Challenge, the 2021 Wellbeing City, and the 2022 Carter Center Transforming Lives Campaign.

## Measuring Progress

The goals, indicators, and budget assigned for the Care System’s implementation, including personnel, were approved in 2020 by Bogotá’s City Council as part of the adoption of the City Development Plan 2020-2024. The Development Plan establishes the Secretary for Women as the coordinating body and involves other government offices such as those responsible for Health, Education, Social Integration, Culture, Recreation and Sport, and Economic Development. For example, the Secretary for Social Integration oversees policies for people who require care and as a result must respond to 80% of the project’s goals.

The indicators established to track the progress of the Care System can be found in the microsite '[This is how the Plan goes.](#)' Residents are encouraged to visit the site to learn about the shared progress made by meeting the goals of the Care System in the City Development Plan.

Above all, what the system is seeking is a cultural shift. “How many of the male members of the family will have a real change of heart? That is real change. How many men from this program are going to get involved in care work alongside women? That is the real change? It is a cultural challenge!”





# PHYSICAL AUTONOMY

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**The six indicators in this category measure a variety of social phenomena that interfere in or explicitly violate women’s and girl’s autonomy over their own bodies, including safety against violence and reproductive choice, both in personal social spaces and through interactions with larger institutions:**

**1.****Teenage maternity rate.****2.****Maternal mortality rate.****3.****Prevalence of intimate partner violence.****4.****Prevalence of other than intimate partner violence.****5.****Policy frameworks guaranteeing sexual and reproductive health care, information and education.****6.****Policy frameworks protecting against neglect and/or abuse within the healthcare system.**

While teenage maternity rates and maternal mortality rates are public health measures tracked systematically throughout CHANGE cities, physical abuse remains tremendously underreported worldwide. Most sources for physical abuse are police databases. Police reports have been helpful in illuminating the scale of physical abuse in public or by persons who do not share intimate or familial relationships with victims. But the problem of violence against women is deeply rooted in domestic culture and mostly occurs between intimate partners and familial relatives -- and is severely underreported.<sup>1</sup> Domestic violence has become increasingly complex in recent years due to the COVID-19 pandemic, during which women's isolation from support networks was amplified.<sup>2</sup>

Access to reproductive healthcare, information, and education is another key contributor to the health and safety of women. Comprehensive education surrounding contraception and sexually transmitted diseases, as opposed to abstinence-only sexual education, has been linked to lower teenage maternity rates while access to safe abortion procedures have been linked to higher rates of maternal health.<sup>3,4</sup>

Recent studies have also exposed the vulnerability of women, especially those with intersecting marginalized identities such as race or ethnic origin, when interacting with healthcare systems.<sup>5</sup> The fifth indicator in this category aims to assess women's access to sexual and reproductive healthcare and education while the sixth measures their legal protection from abuse or neglect within the healthcare system.



CASE STUDY

MEXICO CITY

# Abogadas de las Mujeres (Women's Lawyers)



Femicide, the intentional murder of women because they are women, is on the rise worldwide. While it remains a largely underreported crime, known cases have grown exponentially between 2015 and 2019--even in countries where homicides more generally are decreasing.<sup>1</sup> In Mexico, approximately ten women and girls are killed every day.<sup>2</sup> At the same time, more than 90% of crimes are either unreported or uninvestigated.<sup>3</sup>

In 2019, amidst growing attention throughout Mexico City (CDMX), Mayor Claudia Sheinbaum expressed concern that there were still barriers for women to access legal justice.<sup>4</sup> That's why the City's Women's Secretariat established *Abogadas de las Mujeres* (Women's Lawyers), a program that guarantees access to legal aid for women who file a report of gender based violence (GBV). Cases related to sexual crime, domestic violence, and the care of elders, if mishandled, can lead to instances of femicide. Providing women with lawyers has enabled the government of Mexico City to intervene before the abuse escalates to femicide.

To begin, the program placed 156 lawyers into 71 public ministries across the city, including four specifically appointed to work throughout the night for emergency cases. All of these lawyers were trained to analyze cases using a gender perspective

# 90%

of crimes are either unreported or uninvestigated.

and human rights approach, but are placed in ministries based on their formal specializations to better provide women with the legal advice they need. *Abogadas de las Mujeres* often serve as the initial contact for victims with prosecutor authorities during the process of reporting a criminal case of GBV and help to identify the risk level of each woman and her immediate needs.

### The *Abogadas de las Mujeres*' objectives are to:

- Provide legal advice to female victims of violence.
- Timely detect femicides.
- Promote a culture of denunciation of gender-based violence.
- Legally intervene in criminal proceedings on behalf of women and girls who were victims of gender violence. This occurs in the initial investigation stage and during the victim interview.
- Guarantee that women who are at risk of gender violence have access to legal representation and specialized and comprehensive care.

Abogadas de las Mujeres are now found in 64 public ministry agencies distributed throughout the 16 town halls of Mexico City. There is also an emergency hotline that connects victims to lawyers who process emergency protection measures defined in the Ley General de Acceso de Las Mujeres a una Vida Libre de Violencia, or General Law on Women's Access to a Life Free of Violence, a Mexican law enacted in January 2007.

## Implementation

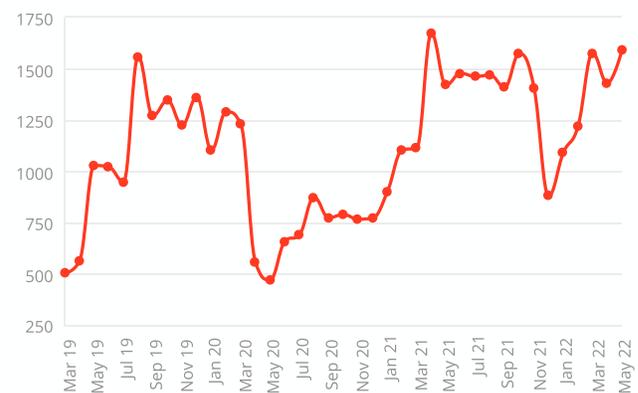
The Abogadas de las Mujeres are often the first point of contact for victims of gender violence of all ages. Having a dedicated point of contact for victims has helped to identify their immediate risks and needs. Mexico City also made a critical strategic choice when it launched this program to physically integrate specialized women lawyers specializing in gender from the Women's Secretary inside the facilities of the Prosecutor's office. Currently the lawyers operate in service modules at the entrance of the territorial agencies, in the Specialized Prosecutors' offices, and within designated cubicles in the agencies of the Public Prosecutor's Office, located in the 16 municipalities of the city.

Abogadas de las Mujeres enhances inter-institutional coordination mechanisms between Prosecutors and Secretaría de las Mujeres. As a result, lawyers pay special attention to direct and indirect violence victims' needs, integrity, and safety. In addition, the Abogadas de las Mujeres program sets the collaborative work with Mexico City Police Department to transfer victims of violence to public shelters or to institutions to monitor their safety. Since Abogadas de las Mujeres collaborated with the Agent of Public Ministry at the beginning of the criminal procedure, the protection measures of article 137 of the National Code of Criminal Procedure are processed more frequently, including the sections that require judicial control. In 87% of the investigation files in which the Abogadas de las Mujeres intervene, the lawyers represent the victims in the initial interview with ministerial personnel.

## Results

### OPENING OF INVESTIGATION

Between March 2019 and May 2022, the Abogadas de las Mujeres have participated in opening 43,645 case files, [which according to information reported for Fiscalía General de Justicia de la Ciudad de México](#),<sup>5</sup> represents 29% of open case files by crimes related with violence against women (149,345 case files in total).<sup>6</sup> When comparing the monthly mean of the number of open case files over the years (2019 vs 2022), an increase of 27% is observed. In 2019, the monthly mean of the number of open case files was 1,084; as of May 2022 there were 1,381.



## Challenges

The original framework of the inter-institutional collaboration was intended to give the lawyers spaces and powers to intervene in cases; however, the framework was not able to provide lawyers with attributions. A 2020 reform of La Ley General de Acceso de las Mujeres a una Vida Libre de Violencia (The General Law on Women's Access to a Life Free of Violence) was passed to recognize the "figure and functions" of the lawyers, providing a framework to support their actions in the care of women in violence situations. Unfortunately, as we've seen across cities, the closure of several agencies during the COVID-19 pandemic decreased the number of offices housing lawyers in the program.<sup>7</sup>

CASE STUDY  
LONDON

# Women's Night Safety Charter



In recent years we have seen a national epidemic of misogyny and violence against women and girls (VAWG). Far too many women and girls now feel unsafe going about their daily lives in London and across our country.

In the UK, a violent man kills a woman every three days, while almost a quarter of women report having been a victim of sexual assault. [Research by UN Women UK](#) has also found that 71 per cent of women in the UK have experienced some form of sexual harassment in a public space, with this number rising sharply to 86 per cent among women aged 18–24. This is simply unacceptable and it is men who have a responsibility to step up and do more to tackle this scourge. Of course, not all men are violent towards women. But when [more than three-quarters of British women say men don't pull their weight in helping to keep women and girls safe](#), we can't deny that this issue has become a cultural blindspot.

Everywhere and every day, we know that women and girls are actively modifying their behaviour across every aspect of their lives because of the threat of VAWG – from what they say, to what they wear, to where they go and when. This happens at home, at work, online or out in public spaces. We have to be

clear – these problems are caused by the unacceptable attitudes and behaviours of too many men. This is not just an issue with the minority of men who are violent, but also with men who are sexist; who continue to behave inappropriately around women; who perpetuate a toxic form of masculinity; or who just stand by silently when women feel threatened, or are being threatened.

The responsibility to end violence against women and girls lies with perpetrators and not victims and survivors. This is why the Mayor of London, Sadiq Khan, has dedicated efforts to educating boys and men about violence against women and girls, urging them to reflect on their behaviour and the way they see, treat and talk about women.



**This is not just an issue with the minority of men who are violent, but also with those men who are sexist, who continue to behave inappropriately around women, who perpetuate a toxic form of masculinity or who just stand by silently when women feel threatened or are being threatened. Men must change. If we are going to truly fix the problem of violence against women and girls, we need to see a fundamental cultural shift which puts the onus of responsibility on men.**

**SADIQ KHAN,  
MAYOR OF LONDON**

In March 2022, the Mayor of London launched a landmark campaign speaking directly to men and boys about how their actions can help end violence against women and girls. The campaign is designed to shift a culture that allows misogynistic attitudes to persevere. With the key message: “Male violence against women and girls starts with words. If you see it happening, have a word with yourself, then your mates,” the campaign aims to:

- Challenge the sexist attitudes and inappropriate behaviours exhibited by some men in order to tackle the epidemic of misogyny and violence against women and girls
- Increase awareness about the scale and impact of violence against women and girls amongst all Londoners

The Mayor was joined by Crystal Palace manager Patrick Vieira, Brentford Club Ambassador Marcus Gayle, and Bromley FC captain Byron Webster to

unveil the campaign. The campaign hero film was also screened at halftime of the Crystal Palace vs Manchester City Premier League fixture.

The campaign received the backing of all of London’s Premier League football and rugby clubs, with clubs featuring an open letter from the Mayor to their fans in match day programs, asking men to reflect on the way they personally view, treat, and talk about women. Clubs and venues such as Ministry of Sound, fabric, and McDonald’s, also joined football clubs such as Chelsea and Brentford FC in installing campaign intervention messages in men’s bathrooms across their venues in the city.

This male-focused campaign is one of the first of its kind and forms part of the Mayor’s Tackling Violence Against Women and Girls Strategy and London’s commitment to the UN Women Safe Cities and Safe Public Spaces global initiative.



## Successes

The campaign has received creative recognition, having been awarded a Bronze Glass Lion at Cannes in June for its work addressing the issue of gender inequality and prejudice. It was also shortlisted for three other awards at the festival in the PR and Social & Influencer categories, competing against huge commercial brands with sizable budgets.



The video has received more than 13 million views on organic and earned channels alone, and 8,500 shares. It has resonated with both men and women, with 65% of commentary on social media coming from men. The campaign video has been widely shared on social media from women's groups such as Women's Aid, Refuge, and The Guilty Feminist, to sports clubs and groups such as FIFA, Sky Sports, and high-profile celebrities such as actor Will Poulter, activist Jameela Jamil, sports pundit Gary Linekar.

The campaign has also generated interest outside the capital, with requests coming from UK cities such as Kent, Plymouth, and Cardiff to collaborate on workshops to help tackle the issue of VAWG. It also resonated with an international audience, with particular interest from the New York State Office for the Prevention of Domestic Violence, and UN Women's 'Unstereotype Alliance' who have implemented the campaign film as part of their educational programs.

Polling also shows how the campaign is driving positive attitude shifts, with 85% of men who have heard of the campaign saying they would call out misogynistic behaviour when they see it.

## Challenges

The campaign was implemented in the midst of the COVID-19 pandemic, which added complexity to the development of all campaign deliverables, such as campaign shoots and planning meetings. The Greater London Authority met these challenges by following recommended health guidances (e.g. COVID testing and limited numbers), and launching outdoors on the pitch of Crystal Palace, with a limited number of in-person spectators, whilst still meeting the campaign objectives to speak directly to men.

Moving forward, 'Have A Word' is shifting from an awareness to enable phase, focusing on equipping men with the tools they need to be allies with additional research in commission to support the delivery of further intervention later this year.

## WOMEN'S NIGHT SAFETY CHARTER

**The Mayor of London, Sadiq Khan, wants London to be a city where all women feel confident and welcome to move at night. This is why he launched the Women's Night Safety Charter, which outlines guidance for venues, operators, charities, councils and businesses to improve safety at night for women.**

**Organizations that operate at night in London pledged their support to help ensure women stay safe when travelling, working or going out at night by signing on to the Charter. Participating organizations commit to the following actions:**

- Nominate a champion in your organization who actively promotes women's night safety
- Demonstrate to staff and customers that your organization takes women's safety at night seriously, for example through a communications campaign
- Remind customers and staff that London is safe, but tell them what to do if they experience harassment when working, going out or traveling
- Encourage reporting by victims and bystanders as part of your communications campaign
- Train staff to ensure that all women who report are believed
- Train staff to ensure that all reports are recorded and responded to
- Design your public spaces and workplaces to make them safer for women at night]



# LOCAL GOVERNANCE

## Measurable outcomes across CHANGE's gender equity indicators can all be influenced by the inclusion of women in leadership roles in cities' local governments.

Indicators within the Local Governance category help determine whether women are represented equally in citywide decision-making:

**1.**

**Proportion of female deputy mayors and heads of departments.**

**2.**

**Number of seats in local government elected office held by women.**

**3.**

**Participation in local elections disaggregated by sex.**

**4.**

**Percentage of municipal government staff who have completed gender inclusivity training.**

**5.**

**Policy framework for gender budgeting.**

Research indicates that when women hold leadership positions in local government, local policies become more inclusive, prioritize family issues, and in some cases, result in more equitable income, employment, and parental leave between genders.<sup>1</sup> In addition to comparing the number of elected seats in office and hired department heads between men and women in local government, this category includes an assessment of the entire city workforce's gender inclusivity and harassment training; the fourth indicator in this category attempts to measure the culture of local governments and attitudes toward women within the city workforce as a whole.

The fifth and final indicator within this category asks cities to share information about budget allocation and tracking processes city projects focused on gender equity and women's empowerment. Gender equity teams within city governments and philanthropic organizations already struggle to acquire adequate funding to carry out projects that may create meaningful change for target groups.<sup>2</sup> Ensuring robust budgets for and means of tracking these types of projects is an important action cities can take to see that women are meeting their full potential and are equally represented in the next generation of leadership.

## CASE STUDY

## TOKYO

# Tokyo's Comprehensive Plan for Promotion of Gender Equality



In the World Economic Forum's 2020 Global Gender Gap Index, Japan ranked 121st among 156 countries. This barely changed in 2021, with Japan taking 120th place.<sup>1</sup> The issue of gender inequality was brought into sharp relief by the COVID-19 pandemic, which did not leave Tokyo unscathed as it raged around the world. Before the pandemic, women's employment was on the rise, but even then, women in Japan, compared to men, were facing the serious challenge of unstable working conditions. In 2019, 56 percent of employed women were in "precarious" positions, such as part-time jobs, that would not allow career development. That figure was only 23 percent for men. The pandemic's impacts led to the decrease of both male and female employees in Tokyo across all types of employment. Among the industries that were hit the hardest were tourism, food and beverage, and services, which have a high percentage of female employees.

Although remote work and efforts to stay home due to COVID-19 resulted in both men and women spending more time at home, there was no significant change in the amount of time men spent on domestic work and parenting, and there was, rather, an increase in the time spent by women, with much of the burden still weighing heavily on them. There are also concerns that spousal violence (domestic violence) may increase and escalate due to

stress and anxiety brought on by staying at home, business closures, and other fears. In addition, suicides among women are increasing against the backdrop of worsening economic and employment conditions and an increase in the number of people suffering from anxiety and distress. The Tokyo Metropolitan Government (TMG) has launched actions to address these circumstances.

Tokyo Governor Koike Yuriko has declared that:

**In any age, it is people who open up the future. And only when the diverse perspectives of women and other members of society are reflected in decision-making and all other situations, can cities become comfortable places to live for everyone.<sup>2</sup>**

The TMG has dedicated efforts to revising the Comprehensive Plan for the Promotion of Gender Equality in order to achieve a society that is gender equal, where men and women share responsibilities and equally participate in all kinds of social activities.

Against the backdrop of development of various legal systems, the TMG has decided to not only steadily advance the building of systems in society, but to also focus on raising gender awareness, which will lead to changes in attitudes and behavior for full utilization of these systems.

The overarching goal of the Comprehensive Plan is to realize a livable society for all, where women and men can each shine in the way they desire. Through this plan, the TMG will promote the participation of women by introducing a quota system to its councils and other organizations, reform deeply ingrained stereotypes of gender roles, and also engage in eliminating gender-based violence to build a social system in which all residents can work with peace of mind.

The Comprehensive Plan consists of two initiatives. One is the Women Empowerment Plan based on the Act on the Promotion of Female Participation and Career Advancement in the Workplace, which was passed in 2015, and the other is the Domestic Violence Prevention Plan based on the Act on the Prevention of Spousal Violence and the Protection of Victims, which was passed in 2001.

The Comprehensive Plan lists over 900 specific projects and initiatives and 22 numerical targets for gender equity. These projects span a range of topics from social welfare to labor. The TMG will prepare an annual report that measures progress to these goals and will share the results. The TMG revises the Comprehensive Plan every five years to ensure that its initiatives remain relevant and effective.

## REFERENCES

The Act on the Promotion of Female Participation and Career Advancement in the Workplace (2015) promotes the participation and career advancement of women in the workplace under the following principles:

- Increase hiring and career advancement opportunities for women
- Improve the environment so that both men and women can achieve a balance between work and family life.
- Respect how women decide to balance work and family.

The Act on the Prevention of Spousal Violence and the Protection of Victims (2001) ensures the following:

- If the victim is at high risk of death or serious injury from their spouse's physical violence, the court can, at the victim's request, issue a protective order so that the spouse cannot come near the victim, shared children, and/or relatives.
- Prefectural facilities such as counseling centers for women provide counseling on spousal violence and support centers. These facilities provide counseling, referrals, temporary protection for victims and their families to guarantee safety in emergencies, information and support to promote independence, information about the protective order system and about safe housing.

## CASE STUDY

## LOS ANGELES

# Gender Equity Coalition



Following Mayor Garcetti's 2015 executive directive on "Gender Equity in City Operations" — calling on every City department to collect comprehensive data on how they serve women and girls, set tangible goals for improvement, and track progress — City departments needed a way to identify goals and programs to advance gender equity.

The Gender Equity Team helped each City department produce a Gender Equity Action Plan, which defines goals, programs, and initiatives to promote gender equity, metrics to monitor progress, and liaisons to participate in the City's Gender Equity Coalition. The plans offer a framework for departments to increase gender equity through actionable steps in hiring, operations, and services.

Today, more than 37 City departments have gender equity action plans and liaisons. Through quarterly reports and biannual plan updates, departments are held accountable for meeting their goals and achieving outcomes.

To date, three rounds of action plan updates have been completed and a fourth round of updates will occur in Summer 2022. The action plans are

# 37

City departments have gender equity action plans and liaisons.





completed by the Gender Equity Liaisons in each department and they do this work in addition to their normal roles and responsibilities therefore, the Gender Equity Team works to ensure this process is user-friendly. To do this, the Gender Equity Team promotes an iterative process by improving its intake methods in each round of updates. For example, the action plan form is improved by using different formats and prompts, the goal criteria is updated to assist departments with crafting thoughtful, ambitions, and realistic goals, and each action plan includes comprehensive feedback to support departments with the implementation of their goals. Additionally, maintaining an interactive process is a crucial step because the City wants to ensure that goals reflect the evolving needs of the workforce and the residents of Los Angeles.

Throughout the rise of COVID-19 in March 2020, the City pivoted its operations to respond to the health crisis. During this time, regular programs and in-person activities were halted and the workforce geared its efforts towards ensuring that the residents of Los Angeles had access to personal protective equipment, testing sites, and the latest information on safety measures. To avoid furloughs caused by the economic downturn of COVID-19, the City underwent a hiring freeze and lost many employees due to retirement incentives packages. As a result, departments lost a significant amount of momentum on achieving their gender equity goals due to a lack of funds, personnel and other resources. With the hiring freezes now lifted, the City aims to regain the momentum it had prior to the start of the pandemic.

**TRANSGENDER ADVISORY COUNCIL**

**In 2016, the City of Los Angeles became the largest city in the U.S. to establish a permanent council of transgender and non-binary community leaders to advise the City on how to best serve the needs of transgender, non-binary and gender non-conforming residents.**

**The Transgender Advisory Council (TAC), under the city's Civil + Human Rights and Equity Department, advises the Mayor, City Council, elected officials, and governmental agencies on policy, programs, and projects that matter most to the transgender and gender-nonconforming communities in Los Angeles.**



[Transgender Day of Visibility at LA Public Libraries](#)



# BUILT ENVIRONMENT

## **CHANGE's final category focuses on how the physical infrastructure of a city can either promote gender equity or inhibit it.**

Many of the barriers to equitable education, healthcare, employment, and decision-making that women experience intersect with the accessibility of public transportation, housing, and public spaces. After identifying common constraints in women's daily lives, CHANGE developed five indicators to identify existing policies that mediate these challenges and inspire new policies that may provide further support. Although we hope to eventually measure gender gaps and track progress in the built environment of our cities using quantitative data, this data does not yet exist. CHANGE cities recognize that historical quantitative data is critical in assessing the needs of women and have begun planning the data collection process for their built environments. However, acquiring insightful quantitative data takes time. As we wait, we use qualitative indicators as a proxy for quantitative indicators. Our qualitative indicators do not fully represent women's experiences of inequity in city structures and spaces, but do act as enabling mechanisms in our search for gendered truths:

**1.**

**Policy frameworks mandating child changing facilities and designated breastfeeding areas.**

**2.**

**Policy frameworks mandating free and operational 24-hour Water, Sanitation, and Hygiene (WASH) facilities.**

**3.**

**Policy frameworks mandating gender-inclusive transportation infrastructure.**

**4.**

**Policy frameworks mandating that public transit stops and vehicles have safety features and protocol to prevent gender-based violence and sexual harassment.**

**5.**

**Policy frameworks mandating temporary shelter to survivors of domestic violence.**

Child-changing facilities, public restrooms, transit stops, and housing facilities are locations within city infrastructure where women consistently face problems of safety and mobility.<sup>1</sup> Failing to make these spaces safe and accessible increases women's invisible labor; in this case, the physical, mental, and emotional work associated with simply getting around the city. These indicators work to assemble a list of policies that safeguard women in these spaces, highlighting which cities are lacking protective policies and whether existing policies are doing enough.

The fifth indicator in this category reports on the proportion of city development projects wherein gender equity has been strongly considered relative to those in which gender has not been explicitly considered. CHANGE cities will measure this by requesting and examining written reports of gender equity from project leaders in infrastructure development. Our hope in exposing the places where gender slips through the cracks in infrastructure development is to encourage local governments and developers to build long-lasting gender perspectives into their project management systems.



## CASE STUDY

## BARCELONA

# Barcelona's Government Measure of Municipal Facilities with a Gender Perspective



City planning is not gender-neutral. Public spaces are often a projection of patriarchal systems under which the needs of women of all backgrounds are ignored. From bus routes and transit schedules that ignore the complexity of women's travel patterns -- often driven by their household and care responsibilities -- to street lighting for cars but not pedestrians, women are confronted daily with the fact that cities are not designed for them. The tendency in city planning is to produce policy and design with a gender-blind perspective to meet the presumed needs of the public.<sup>1</sup> The outcomes of gender-blind city planning expose that women are not only excluded from public discourse and design, but are generally not considered as a part of the public at all, and instead exist only in the private realm. Barcelona's measure on Municipal Facilities with a Gender Perspective seeks to transform the way the city designs and manages public spaces such as libraries, community and youth centers, and caregiving facilities in a way that better serves women's needs in the urban environment.

Barcelona's municipal facilities provide residents with opportunities to engage in a vibrant civic life, advance equity, make care easier, and articulate the urban structure. But city officials recognize that gender inequality is often spatially reinforced through patriarchal urban design. Looking to address

**Our public spaces are not designed for female bodies. There is little consideration for women as mothers, workers or carers. The urban streets often are a place of threats rather than community.**

LESLIE KERN,  
FEMINIST CITY

in July 2021, the City Council introduced a measure aimed at developing specific criteria, regulations, tools, and training to incorporate a gender perspective in the design and management of all municipal facilities, including their construction and function. The city provides accessible and flexible building space for community activities, breastfeeding areas and adapted furniture, safe and reliable restrooms and care locations, and updated gender training and protocol for staff across all municipal facilities. In doing so, the city of Barcelona works more broadly to include women in city development and push against widely accepted male-centered views of the general public.

## Implementation Challenges and Successes

Municipal facilities in Barcelona operate across a wide spectrum of purposes and target a diverse range of populations. Identifying the widely varying facilities' key elements, approaching these elements with a focus on gender, and establishing an informed set of criteria was an important conceptual challenge for the City. To address this challenge, the City's Department of Gender Transversality commissioned an external study to generate recommendations on incorporating a gender perspective in transforming existing and newly built facilities. The City then shared the findings with all relevant actors.

Achieving consensus in order to adopt the criteria presented the City Council with another challenge. While all of the properties are owned by the City, they are managed by different City Council departments, each with its own agenda. Therefore, a big effort was to be made to bring them all together and generate a set of criteria that was acceptable to all.

**In the measure's first major success, the criteria were developed, agreed upon, and formally adopted in July 2021. A few examples of the adopted criteria include:**

- Facilities must be connected to the surrounding urban area in ways that are continuous, easy, and fluid. They should include playgrounds and green spaces, without barriers that hinder this connectivity. The location of a facility is an opportunity for environmental improvement, generating a connection between different facilities and creating a network of everyday spaces.
- Facilities must be multifunctional spaces that take into account the diversity of needs and uses that can coexist in the same place. The diversity of the environment also eases the performance of daily tasks, active mobility, and networks between people. Additionally, all facilities must have a multifunctional room that can be used to provide care.



- Among other aspects, road safety around facilities has to be guaranteed. This includes reducing the number of private vehicles and the speed of traffic in the area; establishing pedestrian crossings consistent with people's mobility patterns; widening the sidewalks around the facility; promoting a safe cycling infrastructure; ensuring the existence of public transport stops close by; and enabling the identification of equipment with specific signals such as street furniture or symbols on the sidewalk.
- Prioritize ground floors and intermediate spaces in contact with the outside. Buildings should have many openings. Doors and glass facades are to be encouraged to facilitate communication between the inside and the outside. This allows the informal control to take place spontaneously.\*
- Interior spaces of the facilities must be organized in a clear and well-structured way, making it easy for visitors to identify the location of different activity spaces. Accessibility is to be prioritized to ensure the autonomy of people with disabilities.
- Orientation signals must be clear and gender-neutral.
- Storage space for strollers must be provided and breastfeeding spaces must guarantee privacy while still being integrated into community areas.

In addition, facility management must promote diversity and social cohesion by encouraging participation by people from different cultures, ages, and genders -- this includes maintaining a flexible schedule that adapts to the different users' lifestyles and rhythms, especially taking into account those responsible for care work.

## INFORMAL SOCIAL CONTROL

There are two types of social control, *formal* social control and *informal* social control. The first refers to the activities of formal institutions and people that exist to prevent criminal acts. Informal social control reflects the ability of communities to socialize and supervise the behavior of their residents. *Informal* social control occurs through informal institutions -- such as the family, school, or the media -- who teach residents the community's values, norms, and codes of conduct they must follow in order to be integrated into society. Good visibility facilitates informal control. Corners, dark areas, corridors, and hidden entrances are all examples of spaces where violations of a community's values or code of conduct are more likely to take place; women and gender minorities, are particularly vulnerable in these spaces.

The City of Montreal pioneered this concept in urban design when it replaced brick and painted walls with clear panels in metro stations and underground car parks, allowing people to both *see and be seen* and to plan escape routes should they fear for their safety.<sup>2, 3, 4</sup>

## Preparing the Workforce

To meet the goals of the measure, City facilities' employees receive gender training which ensures that all staff understand the importance of gender equality and demonstrate respect for sexual and gender diversity. The government measure also specifies a series of resources that must be made available to each facilities' management and staff, including:

- A gender technical expert in each city district to offer support and advice to those involved in the design, rehabilitation, and construction of new facilities.
- Compulsory gender clauses and criteria in public procurement processes.
- Guidance on incorporating a gender perspective into the functional programs that define each type of facility.

- A general protocol for the prevention and treatment of gender-based violence, which each facility will adapt to its specific needs, audiences, and spaces.
- Training to all the personnel involved.
- Development of participatory processes around the design of new facilities.

## Next Steps

In a vital next step, the City Council is working to adopt a protocol for the prevention and treatment of gender-based violence in public facilities. The city will also evaluate the measure's progress with an internal follow-up system that gathers information about all the measure's actions conducted so far, then produce a public report with its findings.



## PARTNERSHIP SPOTLIGHT:

# Working with University Partners to Advance Menstrual Health Equity

One of CHANGE's primary goals is to develop a library of learning resources for cities working toward gender equality and to become a guiding source of innovative solutions for equity-focused local leaders. Universities have emerged as key partners for cities, including Los Angeles, to advance local progress on the SDGs.<sup>1</sup> CHANGE has worked closely with university partners, including Occidental College and Pomona College. In 2021, a student task force led by Professors Madeline Baer and Heidi Nichols Haddad conducted a landscape analysis of existing gender data frameworks that would eventually go on to lay the groundwork for CHANGE's gender data indicators. The following year, Professors Baer and Nichols Haddad again led a second cohort of students in researching global, city-led initiatives to advance menstrual health equity. Menstrual health inequity, often called period poverty, refers to inadequate access to menstrual products, sanitation facilities, and menstrual health education. Around the world, 1 in 5 menstruators miss school because they don't have access to menstrual products. Collectively, the impacts compound over the course of a menstruator's lifetime -- in school and work time lost, money spent on menstrual products, violence associated with menstruation, and stigma that can interfere with her ability to live her life safely and comfortably.

CHANGE worked closely with the task force to develop research questions, refine our methodology, and produce a report that (1) summarizes local government efforts to address menstrual health inequity across global contexts and (2) creates recommendations for city governments based on efforts that have demonstrated successful or promising outcomes.

## Summary of Findings

Menstrual health and well-being is defined as the physical, mental, and social health of all those who menstruate. The task force identified and evaluated city-wide menstrual health interventions in a total of nine local governments, including Medellín, Seoul, Nairobi, Mexico City, Rio de Janeiro, Bristol, Melbourne, New York City, and the State of California. While there is no one-size-fits-all approach to advance menstrual health, the reports offer several policy recommendations for local level implementation:

- **Increase accessibility to menstrual products, especially for young and/or vulnerable populations. Focus on reusable products to promote sustainable long-term accessibility.**
- **Work with civil society to facilitate more efficient and effective implementation.**
- **Improve water, sanitation, and hygiene (WASH) initiatives.**
- **Provide menstrual health education for all community members to destigmatize menstruation.**
- **Start with small interventions if resources are scarce.**
- **Collect data and establish lines of communication with menstruators, especially those in vulnerable populations.**
- **Prioritize sustainability, equity, and inclusivity in all municipal interventions.**

## RESEARCH SPOTLIGHT:

# Mobility of Care

by Inés Sánchez de Madariaga

The innovative concept *mobility of care* is an attempt to provide a tool for a better understanding of the mobility of persons who have care responsibilities in their everyday life.<sup>1</sup> The *mobility of care* includes all travel resulting from home and caring responsibilities: escorting others; shopping for daily living, with the exclusion of leisure shopping; household maintenance, organization, and administrative errands, as different from personal walks for recreation; and visits to take care of sick or older relatives.

Many care trips today are not sufficiently accounted for in transportation datasets. Care trips can be hidden under other headings when considering the purpose of trips -- or simply not counted at all. Most significantly, these journeys are not seen as a whole, as a single category. Because statistics capture data on escorting, shopping, errands, and more as separate and unrelated reasons for travel, rather than as specific tasks within the wider work of social reproduction, the overall weight of the mobility of care is systematically underrepresented.

The following graph demonstrates how the *mobility of care* concept reveals significant travel patterns otherwise concealed by gender assumptions embedded in data collection variables. The image below represents urban trips made in Spain between 2006-07. This way of conceptualizing data privileges paid employment, educational, and leisure travel over travel related to care activities.

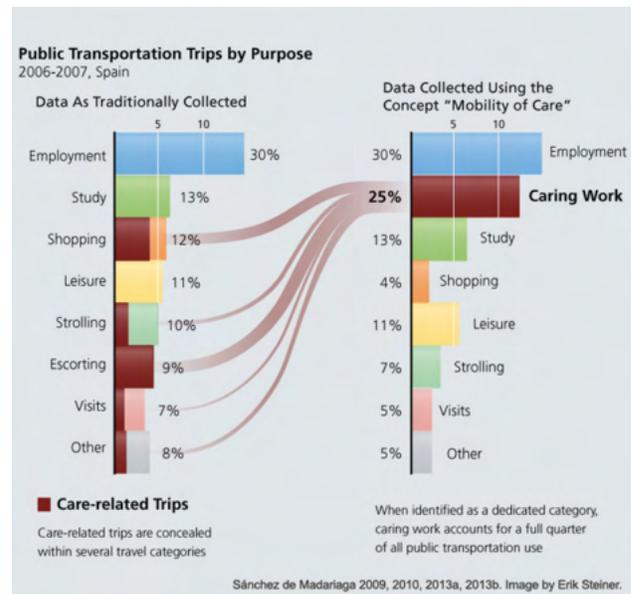


Figure: The Mobility of Care. Data provided by Movilia, Spain's national urban mobility survey of 2007. Simulation with data recoded as indicated, which allows visualising the Mobility of care.<sup>2</sup>

Care work, by contrast, is not named as such. It is divided into numerous small categories; hidden under other headings, such as escorting, shopping, leisure, strolling, visits; or not counted at all, since this survey does not count short trips on foot of fewer than 15 minutes or shorter than one kilometer. Chart B introduces the concept of "care work" under the ad hoc assumption that certain proportions of trips described as "escorting," "shopping," and more, were made for the purpose of providing care or performing home-related tasks. Visualizing care trips in one dedicated umbrella category and giving them a name emphasizes the importance of non-paid care work and makes it visible.

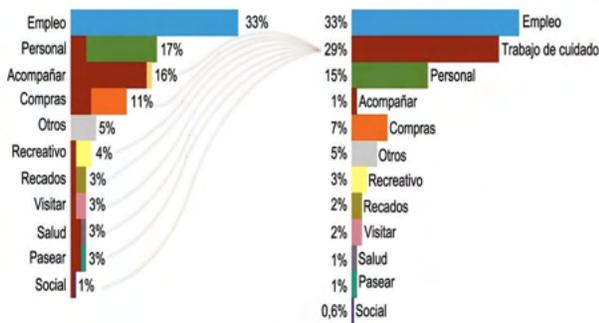
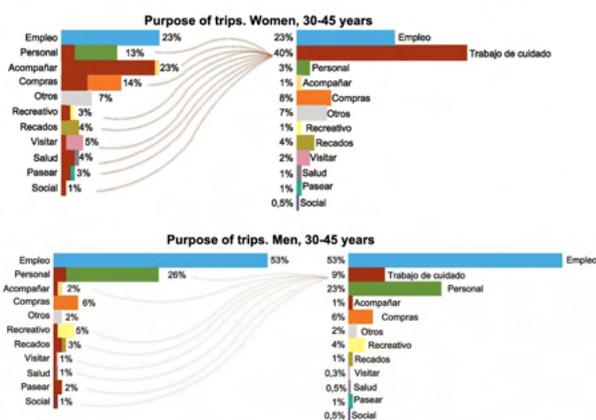


Chart B: Purpose of trips, population 30-45 years, Madrid 2014.

This example is based on *ad-hoc* and hypothetical assumptions on the proportions of escorting (100%), shopping (2/3), strolling, visits, and other (1/3 each) that could be considered as care. These assumptions have been checked against empirical data in the following study in the Madrid Metropolitan Area that allows proper measurement of how many of these trips can be considered care through a survey designed and implemented specifically for the purpose of measuring the Mobility of Care. The results of this survey in the Metropolitan Area of Madrid applied to a sample of men and women between 30 and 45 years confirm the assumptions made. In addition, they reveal significant differences in the distribution by sex, with a much greater gender gap in care trips than in employment-related trips.



Charts C, D: Measuring the mobility of care : Distribution by sex

This survey contains clear, specific, and detailed questions formulated to accurately separate (1) trips arising from care work from (2) those related to

employment and from (3) those to be properly considered as strolling, visiting, or leisure shopping, which could also be considered under a general umbrella *leisure* or *personal* heading. To unveil cultural conceptions contributing to the invisibility of unpaid care work, interviewers were able to explain to the interviewees which sort of trips should be understood as care. This is particularly relevant in the case of middle-aged and older women who often see care as a work of love rather than as a labor issue to be addressed by public policy. This survey also accounts for trips of less than 15 minutes and those shorter than one kilometer. It includes the concept of trip chains and asks questions that accurately describe them, including the mode of transport for each segment, the direction of trips, timing of travel, and the purpose of the stops.

A more accurate method for quantifying and describing all these trips, together with combining them under one heading, shows how the *mobility of care* represents a significant share of total travel. Looking specifically at the number of trips traveled for some age segments of the population, the rate of travel for care work is comparable to that of employment-related travel. It also significantly outweighs travel for both leisure/personal and educational purposes. Carefully measuring and defining care-related travel can help provide a much clearer and more precise understanding of gender differences in transport, as well as a solid baseline for the design of transport systems that are more responsive to users' needs.

The *mobility of care* is posed as a counterpart to the well-studied mobility of paid employment and is distinct from the mobility of leisure, with which it is sometimes confused. Within this conceptual framework, employment and care appear as the two main purposes for travel, followed by two smaller categories, study and leisure/personal. Seeing this clearly in the data allows us to rebalance care and employment in our understanding of transport systems. By doing so, we can better make visible and value the realities and life experiences of men, but also of women, the young, the sick, those with reduced physical capacities, and the elderly.

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# CONCLUSION

**In every city in the world, women and girls face discrimination, threats to their safety, and barriers to equal opportunity based solely on their gender.**

For those who identify and express themselves as trans or gender nonbinary, these injustices are even more acute. While injustice is neither natural nor inevitable, the causes are deeply rooted in our cultures and largely sustained by inaction.

As community members, we must question the gender stereotypes that discriminate and inhibit equal opportunity; and challenge the cultural practices that harm women and threaten their autonomy. As local leaders, CHANGE cities are adopting policies and adapting services to meet the distinct needs of our residents marginalized by their gender. This report, the first Voluntary Gender Review, recognizes that to realize the vision of Agenda 2030, we must all hold ourselves responsible for progress across all sectors and work in partnership to make the intersectional, systemic changes needed to achieve the future we want. We have seen how this work benefits not only women and girls, but societies as a whole.

We invite you to join us today.

CATEGORY	NO.	INDICATOR
<b>Economic Opportunity</b>	1	Proportion of women in managerial positions.
	2	Formal labor force participation rate of men and women.
	3	Average time spent on paid and unpaid work (in average hours per week) by men and women.
	4	Population and city workforce gender wage gap.
	5	Completion rates for primary, secondary, and tertiary education for men and women.
	6	Proportion of women living in poverty (out of the city's total population and out of the city's female population).
<b>Physical Autonomy</b>	7	Teenage maternity rate.
	8	Maternal mortality rate.
	9	Proportion of population aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner disaggregated by sex
	10	Proportion of population aged 15 years and older subjected to sexual violence by persons other than an intimate partner disaggregated by sex.
	11	Whether or not laws and regulations are in place that guarantee full and equal access to people aged 15 years and older to sexual and reproductive health care, information and education.
	12	Whether or not laws and regulations are in place protect people aged 15 years and older from neglect and/or abuse within the healthcare system.

CATEGORY	NO.	INDICATOR
<b>Local Governance</b>	<b>13</b>	Percentage of deputy mayors and heads of departments disaggregated by sex.
	<b>14</b>	Seats in local government elected office disaggregated by sex.
	<b>15</b>	Participation in local elections disaggregated by sex.
	<b>16</b>	Percentage of city staff who have completed gender inclusivity training.
	<b>17</b>	Whether or not there are systems to track public allocations for gender equality and women's empowerment.
<b>Built Environment</b>	<b>18</b>	Whether or not public facilities are required to have child changing facilities and designated breastfeeding areas.
	<b>19</b>	Whether or not there are systems to ensure public restrooms are inclusive, accessible, and safe.
	<b>20</b>	Whether or not public transit stop and vehicles are required to have safety features and protocol to prevent gender-based violence and sexual harassment.
	<b>21</b>	Whether or not there are public housing facilities or temporary shelters specifically tailored for women and/or underrepresented genders.
	<b>22</b>	Proportion of new infrastructure and transportation projects that have incorporated a gender perspective.

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# CHANGE

**The City Hub and Network for Gender Equity (CHANGE) was established in 2020 by our six co-founding cities: Barcelona, Freetown, London, Los Angeles, Mexico City, and Tokyo. We are the world's first global network of cities dedicated exclusively to advancing gender equity.**

To empower women in all their diversity, CHANGE harnesses the collective power of cities to transform government services and systems to the benefit of all. Member cities create systemic change by identifying disparities, implementing initiatives to address needs across city operations, and tracking measures for success. CHANGE believes that to be successful, our work must explicitly recognize and address intersecting inequalities predicated upon race, religion, ethnic origin, disability, sexual orientation, and gender identity or expression.

**To learn more, visit our website at <https://citieschange.org>.**