

UCLGWOMEN

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FOREWORD

SDG 5 is a linchpin for achieving Agenda 2030. With women and gender diverse groups comprising more than half the world's population, eradicating poverty and structural inequalities (SDGs1 and 10) must radically rely on a gender-sensitive lens. Ensuring all children have access to quality education (SDG 4), and women to dignified livelihoods (SDG 8) requires dismantling discriminatory gender norms and patriarchal values. We cannot commit to sustainable, healthy, inclusive cities and communities (SDGs 3 and 11) without recognising the essential role of care workers – predominantly women and local public service provision – in protecting the livelihoods of all. And the actions and wisdom of indigenous women continues to be essential for safeguarding ecological systems (SDGs 13, 15).

From Making Commitments to Realizing Change: Local and Regional Governments' Progress on Gender Equality reaffirms this conviction that SDG 5 is fundamental to leaving no one behind. It further centres the critical role of local and regional governments, as the sphere of government closest to the people, in realizing it. As such, this key contribution comprehensively synthesises trends and best practices of local and regional governments' efforts around the world to systematically localise gender equality.

The challenges and emergencies facing our contemporary societies are complex and interconnected. Producing relevant knowledge on urban and territorial sustainable development requires to break away from siloed viewpoints and instead embrace multi-actor

partnerships. The publication highlights municipalities' approaches to gender-sensitive planning, budgeting, policies, disaggregated data, and participation in decision-making. Gender-sensitive planning for safer streets, more accessible public spaces and valuing women's contributions to the built environment. Gender-sensitive budgeting to ensure public investments are distributed equitably, whether in housing, education, or disaster risk reduction. Policies and regulatory frameworks to shift cultural norms around women's access to property and land-rights, and increase access to loans, entrepreneurship and trainings. Improved gender-disaggregated data. And ensuring women actively participate in decision-making and leadership at all levels.

Furthermore, with nearly 55% of the global population represented by urban governments, it is encouraging to witness an increasing number of local and regional governments' pioneering approaches. These ensure the visibility and participation of LGBTQIA+ communities, use an intersectional lens in their programming, seek to engender more caring, positive cultures of masculinity, recognise the interconnection between planetary and societal wellness, and seek to structurally address the patriarchal values that underlie structural inequalities, notably gender related. In this way, cities and territories are not only seeking to meet the goals of SDG 5, but are already pushing far beyond their guiding indicators.

Key to this phenomenon is the emergence of the Feminist Municipal Movement, which embraces care and wellbeing as the building blocks of policymaking. The Movement, led by women, gender diverse and feminist leaders across the planet, goes beyond women's representation in politics, recognising this as one of many key elements. Rather, it focuses on the quality of the leadership. Feminist municipalism is about placing our communities at the centre, emphasising governance of proximity, peaceful collaboration, and delivering services in a way that cares for those who provide them. The Feminist Municipal Movement aims to be a way forward in how we govern ourselves and how we safeguard our ecological systems and the wellness of people and planet.

Local and regional government organizations gathered in the Global Taskforce are committed to foster policies that address the worsening livelihoods of women and that take into account the critical role they play in neighborhoods' cohesion and solidarity efforts keeping communities together and safe.

As we work towards the High Level Political Forum we commit to amplifying women's voices of all generations everywhere to ensure that diverse women's leadership is no longer an exception but the norm.

Emilia Saiz Secretary General, UCLG **Lucy Slack** Secretary General, CLGF

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#1. INTRODUCTION

Sustainable Development Goal 5 (SDG 5) calls for achieving gender equality and empowering women and girls. The exact decision-making and administrative powers allocated to local and regional governments vary across and within countries, but all local and regional governments can advance gender equality through their planning, policies, and programs. Indeed, many of the sectors over which local and regional governments have discretion—from the provision of social services to the construction of physical infrastructure—directly affect the livelihoods of residents and can be administered in ways that are inclusive and accessible to all.

Local and regional governments commit to gender equality through a variety of mechanisms. They join international networks, sign charters and conventions, and make pledges and set targets. They also act, adopting gender-sensitive perspectives in policymaking (e.g., gender mainstreaming and gender-sensitive budgeting) and incorporating women and marginalized gender groups into decision-making. They design programs that address gender inequities in the built environment, that promote and secure residents' access

to rights, education and employment. They create enabling environments for entrepreneurship, and put in place mechanisms to prevence violence against women and girls. They put emphasis on improving maternal, reproductive, and sexual health. As such, SDG 5 interacts with all other SDGs, which collectively aim to end poverty, reduce structural inequalities, achieve climate action and sustainability, and improve the livelihoods, wellbeing, and resiliency of all populations.

The COVID-19 pandemic has made action on gender equality even more urgent. The pandemic has disproportionately affected women and girls. Hardest hit are women and girls from structurally discriminated and marginalized social groups, as their communities were already vulnerable to disaster and already more burdened by emergency response and care. Inequalities that existed before the pandemic have become sharpened: women and girls already occupied more precarious positions—such as women comprising larger proportions of the informal workforce—and the pandemic's lockdowns and economic downturns only increased women's and girls' vulnerability.



Newinequalities also emerged during the pandemic (though they, too, originate with institutions' longstanding failure to take an inclusive gender perspective): personal protective equipment does not fit women's and gender diverse-groups' bodies, leaving them—who comprise the majority of workers in care-related frontline iobs-more exposed to contagion. Altogether, the pandemic has driven women from the workforce, pushed girls from school, and deepened women's care burden while also increasing their exposure to genderbased violence. Even as economies recover, women are not returning to work, as they remain largely responsible for care in the home.1 According to the World Economic Forum, COVID-19 has set gender equality back 36 years.²

These circumstances place two facts into stark relief. First, neither a full pandemic recovery nor gender equality can be obtained without addressing the care crisis. The SDGs prioritized women's freedom from violence, access to leadership, economic equality, and valuing care work, and the pandemic made restructuring the

gendered division of care work even more central to the global equality agenda.³ Building back better means overturning the patriarchal ideals that equate domestic work with women's work. thereby transforming this work from an unpaid private good into a valued, remunerated public good. Second, the notion of care matters not just for the domestic sphere, but for the public sphere. In providing care as well as caring services, local and regional governments ensure that all residents do not just survive, but thrive, and that all communities do not just endure, but become resilient. An inclusive and therefore caring and feminist approach calls governments' attention to residents' diversity and ensures that governments' efforts towards gender equality cut across other identities, including but not limited to race, class, level of education, ethnicity, sexual orientation, religion, language, disability, and migrant status. Such an approach seeks to undo all forms of structural inequality and addressees the inequities faced by women and girls as well as by nonbinary and transgender individuals.

On this more inclusive approach, much progress remains to be made—though many local and regional governments have been acting and are redoubling their efforts. Where local and regional governments made serious commitments and steady progress before the pandemic, their work has continued. Where local and regional governments perhaps lagged in their efforts, COVID-19 has presented a window of opportunity to set new agendas and make new strides on advancing gender equality alongside an agenda of care.

Action remains necessary. The initial emergency social protection schemes adopted by local and regional governments in the pandemic's early stages are ending, but women, girls, nonbinary, and transgender individuals remain subject to gender inequality and other intersecting systems of marginalization. Local and regional governments will need support financing, designing, and implementing policies and programs that are feminist, inclusive, and caring.

#2. METHODOLOGY

This report synthesizes trends and best practices in local and regional governments' promotion of gender equality, understood through the feminist, inclusive, and caring lens outlined above. The methodology included desk reviews of the following elements: the international and transnational networks and mechanisms through which local and regional governments make gender equality commitments; the plans, toolkits, and reports from international governmental and non-governmental organizations that document local and regional governments' progress on gender equality; and all Voluntary Local Reports (VLRs) on SDG localization archived by UCLG and published between 2017 and April 1, 2022 (127 in total)⁴.

The methodology also included a desk review of plans, toolkits, and reports from governmental and non-governmental organizations documenting local and regional governments' COVID-19 responses. Further evidence of COVID-19 responses comes from national and local newspaper coverage of select cases. Lastly, the report draws on a non-random sample of interviews with local and regional government officials as well as inputs collected during workshops and exchange



sessions between UCLG, the author, and policymakers and stakeholders from local and regional governments across the globe.

Overall, the report is limited by the practices that non-governmental governments, organizations, and the media share. These accounts are not always comprehensive, intersectional, or equally representative of the Global North and Global South. Limitations notwithstanding, the methodology looked for evidence of local and regional governments' efforts to meet SDG 5 targets before, during, and after the pandemic, even if local and regional governments did not frame their efforts in terms of SDG 5. The report considers examples of efforts aimed at the following SDG 5 targets: ending discrimination against women and girls (Target 5.1); adopting and strengthening gender equality policies (Target 5.C); ending violence against women and girls (Target 5.2); valuing women's paid and unpaid care and domestic work (Target 5.4), ensuring full and effective participation in decision-making (Target 5.5); and ensuring universal access to reproductive and sexual health and rights (Target 5.6).

#3. THE FEMINIST MUNICIPAL MOVEMENT

An intersectional gender equality agenda is foundational to our work at UCLG, the largest representative democratic World Organisation of local and regional governments. As such, UCLG is committed to enabling and promoting the Global Feminist Municipal Movement, mobilizing our equality-driven constituency to foster territories that are inclusively gender sensitive, by putting care for people and planet, for communities and ecological systems, at the centre of policy and action.

Just as feminism is not about women, feminist municipalism is not just about women's rights, nor the number of women in power. It stretches far beyond this. It is about a new type of society, a caring society where all living things are valued and enabled to thrive; and about a different way of governing and leadership, based on empathy, proximity, peaceful collaboration, and wellbeing. On the delivery of basic services that guarantee that our communities go beyond surviving and are able to thrive.

The Feminist Municipal Movement strives to increase the meaningful participation and decision-making power of all people, with a focus on groups who, historically, culturally and systemically, have been excluded. This includes women, the LGBTQIA+ community, indigenous communities, people of colour, youth, older persons, persons with disabilities and feminist leaders. it advocates for all voices to be heard, in order to ensure our cities can be built not just for all those who wish to inhabit them, but including everyone in the conversation.

The Feminist Municipal Movement further advocates for stronger local public service provision and the valuing of care work. Historically, care work has not only been unpaid and under-valued – it has been invisible, and predominantly undertaken by women and marginalized identities. The Feminist Municipal Movement calls for giving value and recognition to care work. And by doing so, it also calls for the redefinition of essential services by incorporating the right to the city as universal citizenship and a building block of peace and wellbeing in all cities and regions.

Furthermore, since its origins, our municipal movement has been a champion of the transformative power of city diplomacy in building peace and strengthening ties between communities, including in contexts of conflict. Municipal and decentralized cooperation are a contribution to multilateralism, vital for the construction of a more peaceful and just world, to foster solidarity and advance the rights of communities. This new type of leadership and governance, promoted by the many local leaders of the Feminist Municipal Movement, is testament to the fact that through promoting dialogue, cohesion, and care, local and regional governments can continue their long history of international solidarity, ensuring peacebuilding remain to bea foundational value of cities and a backbone of thriving, caring, sustainable and creative communities.

BOX 3.1

THE FEMINIST MUNICIPAL MOVEMENT IS BASED ON THREE CENTRAL PILLARS:

The institutional framework; women leaders as key actors in the process; and the innovative agendas inspired by their efforts.

(i) The institutional dimension refers to the existence of global frameworks that foster and enable the emergence of a Feminist Municipal Movement. This includes commitments such as the 2030 Agenda, and the New Urban Agenda, and binding agreements like the Convention on the Elimination of All Forms of Discrimination against Women. Through the process of these developments has been a growing recognition of women as value-holders in society and subjects of rights and policies, to a greater extent than before.

(ii) <u>The leadership dimension</u> The space of politics has celebrated, embodied and been shaped by particular patriarchal ideals of masculinity, such as dominance, competition, control and power. Yet, at the personal, the political, and the global level, such values can be harmful; they can de-humanise. The Feminist Municipal Movement sees a shift which challenges this form of leadership and way of doing politics, and introduces new values and qualities of leadership, based on empathy and solidarity. It recognises women and diverse peoples as valid leaders for transformation.

(iii) The innovative agendas dimension Within this emerging Movement of leaders, the distinction between the public and private is softened, celebrating peoples full lived experiences, and placing the sustainability of life at the heart of public life. As such, through the recognition of a multiplicity of voices, old/new themes have been placed on the political: care as a right, violence against the body, the need for transformative economies, a focus on wellbeing, the right to the commons, the right to the city, ecological justice, the interrelationship between grassroots and the political, among many more



#4. PROGRESS ON SDG 5:A GLOBAL LOOK

4.1 Setting Sights on Gender Equality

A variety of agenda-setting tools and commitment mechanisms exist to motivate and guide local and regional governments in advancing gender equality. Cities can participate in programmes such as the Safe Cities and Safe Public Spaces programme. spearheaded by UN Women, and the global network of United Cities and Local Governments (UCLG) encourages municipal governments to embrace the principles, values and ambitions of the Feminist Municipal Movement. Such movements connect cities from across the globe. For example, Leadership Cities for Localizing the Sustainable Development Goals links Accra (Ghana), Durban (South Africa), Helsinki (Finland), and Mexico City (Mexico), among others. Metropolis's Caring Cities initiative was launched in Johannesburg (South Africa) with participation from São Paulo (Brazil), Barcelona (Spain), and Hyderabad (India).5 Other networks include the Global Parliament of Mayors, Cities Alliance, and the Organization for Economic Cooperation and Development's Champion Mayors for Inclusive Growth. In 2017. Mexico City founded the Network of Latin American Rainbow cities.

to link cities that support the rights, dignity, and integration of the LGBTQIA+ community.⁶

Local and regional governments also adopt charters, conventions, and agendas that contain gender equality pledges and targets. These blueprints include the 1992 Local Agenda 21, which creates local policies and programs that foster sustainable development7; the 2006 European Charter for Equality of Men and Women in Local Life, written by the Council of European Municipalities and Regions⁸; and the 2019 Women's Right to the City Manifesto and Manifesto on the Future of Equality: Beyond Beijing +25, the latter promoted by UCLG at the Durban world summit.9 More recently, the Local Authorities Charter for Gender Equality in Africa, led by UCLG Africa and REFELA (Network of Locally Elected Women of Africa), with support from the Council of European Municipalities and Regions (CEMR) and UCLG World Secretariat was launched in Kisumu (Kenya) during the 9th Africities Summit in May 2022. All these commitment mechanisms bring international norms down to the local level,

often pushing local and regional governments to innovate beyond the national level. For example, the United States is among the small number of countries which refuses to ratify the UN Convention on the Elimination of All Forms of Discrimination against Women, but the Cities for CEDAW movement has persuaded nine U.S. cities to adopt CEDAW principles via local ordinances.¹⁰

Commitments, pledges, and targets generate legitimacy and mandates for policymakers and provide residents, activists, and civic organizations with ways to hold policymakers accountable. They further allow public officials to hold themselves accountable. Through engaging these and other initiatives, local and regional governments are guided (1) to adopt a feminist or gender-sensitive perspective, which considers how policies and plans affect people of all genders, in all their diversity; (2) to practice inclusive, universal design; and/or (3) to build institutions that substantively incorporate the voices of women, diverse genders, and other marginalized groups into decision-making.

GENDER-RESPONSIVE PLANNING AS FEMINIST, INCLUSIVE, AND CARING

Many local and regional governments make feminist or gender perspectives central to their planning, from Vienna (Austria) to Penang State (Malaysia).¹¹ This gender mainstreaming often takes the form of gender action plans or gender equality plans, like the Plan for Gender Justice in Barcelona and the Comprehensive Plan for the Promotion of Gender Equality in Tokyo (Japan).¹²

The 2021-2025 Multi-Annual Action Plan set by the Association of Palestinian Local Authorities includes a Gender Mainstreaming Action Plan with resources and realistic targets, a Gender Technical Exchange Hub, and the recruitment of a gender coordinator who will assist the local authorities with implementation.¹³

South Africa's 2015-2020 Gender Policy Framework for Local Government promoted and facilitated gender mainstreaming.¹⁴ Mexico City has practiced gender budgeting since 2007 and required that 17.3 percent of the 2021 budget was dedicated for "Equity and Social Rights" programs and activities.¹⁵ French cities like Lyon, Grenoble, Rennes, Bordeaux, Brest, and Tours all scrutinize their municipal budget

to ensure that public investments are distributed fairly between men and women.¹⁶ Catbalogan (Philippines) recently included LGBTQIA+ individuals in their revised municipal gender and development ordinance.¹⁷

Other common practices include consultation mandates, as in Taipei, which requires that feminist and women's groups be consulted on all environmental and economic policies.¹⁸

For urban areas, adopting gender perspectives intersects with universal design and inclusive urban and territorial planning. Initiatives like UN Women's "Safe Cities" (which now includes over 50 cities) and Cities' Alliances "Cities for Women" have addressed the male bias in pre-existing urban design.¹⁹ From road construction projects that favor men's travel patterns to the construction of housing complexes without outdoor recreation areas, traditional urban planning approaches lack a gender perspective.²⁰

Cities taking women's experiences of urban space seriously have changed where they build parks (as in Cairo, Egypt), where they construct parking garages and allow street parking (as in Rabat, Morocco), and where they place housing developments, street lights, crosswalks, bike lanes, and bus routes (as in cities throughout Europe).²¹

Famously, Stockholm and other Swedish cities adopted a "feminist snow removal policy," which prioritizes clearing sidewalks, bike paths, and local access streets first, rather than highways and large surface streets. Since women are more likely than men to walk and use local public transit, feminist snow removal ensures that women can deliver children to school, visit the market, and access their places of work.²² Importantly, while local and regional governments may explain their initiatives using different terms—some might talk about universal design while others might talk about feminist perspectives—all these approaches are caring: clearing sidewalks of snow first or improving street lighting benefits not just women, but people with disabilities and older people, among many others. Local and regional governments also use participatory processes to ensure inclusive services.²³

INSTITUTION BUILDING FOR INCLUSION

In Los Angeles (USA), planners use journey mapping, which entails shadowing members of marginalized groups as they access city services, to help policymakers identify and fix gaps in residents' access to care.²⁴ In communities in the Philippines and Indonesia, the Huairou Commission (a womenled social movement of grassroots women's organizations) has helped local women's groups and local governments collaborate in disaster planning, combining women's empowerment with climate resiliency. Community-based organizations assist local planners in identifying how and where disasters threaten livelihoods, natural resources, and infrastructure, which then allows planners to reallocate budgets towards disaster mitigation.²⁵

Local and regional governments share these and other best practices across borders. Examples of international exchange and decentralized cooperation include the Swedish Association of Local and Regional Authorities, which supports the articulation of Local Gender Action Plans in 17 municipalities in Bosnia and Herzegovina. and the Association of Flemish Cities and Towns, which works with the National Association of Municipalities in Benin to incorporate gender mainstreaming in local development plans.²⁶ The Network of Locally Elected Women of Africa (REFELA) helps members work for gender equality policy change.²⁷

Local and regional governments also create institutions to elevate feminist and gendered perspectives. Their design takes many different forms, from executive appointments of subnational or municipal ministers to gender equality councils, committees, and commissions that advise on policy. Mexico, Brazil, and Argentina have executive-branch secretariats (or ministries)

for gender equality at the state/provincial and municipal levels. In the Women's Parliament of Catalonia (Spain), women members of parliament and civil society activists co-led working groups on education and culture. the economy. political participation, violence against women, human rights, and health, sexual, and reproductive rights. The working groups came together in a one-day

event that articulated a feminist political agenda and later informed the Catalonia Parliament's Statement on the Recognition and Guarantee of the Rights of Women.²⁸ São Paulo has created Women's Citizenship Centers, through which women can organize, learn about and defend their rights, and oversee the city's gender equality efforts. ²⁹ Similarly, Kaohsiung has Women's Social Participation Promotion Groups, organized at the neighborhood level. ³⁰ Turkish municipalities have created women's councils, independent and advisory civic agencies that provide women

opportunities participate in local governance.31 Krakow (Poland) created the Equality Council in 2019, which reviews municipal policies and holds agency heads accountable. This body considers eauality multiple across dimensions, including gender and sexuality in a context where the national government expresses hostility

towards progressive gender norms and LGBTQIA+ communities, providing yet another example of how local and regional governments can act to safeguard the diverse residents' rights.³²

LOCAL AND REGIONAL
GOVERNMENTS CREATE
INSTITUTIONS TO ELEVATE
FEMINIST AND GENDERED
PERSPECTIVES.

4.2 Ending Discrimination and Adopting and Strengthening Gender Equality Initiatives

All these mechanisms support SDG 5's targets of ending discrimination against women and girls (5.1) and adopting and strengthening gender equality policies (5.C). Still, of the 127 VLRs examined, only 79 (62%) disaggregated data by gender and just 67 (53%) mentioned specific policies, programs, or initiatives aimed at gender equality and/ or women and girls. Further, even when reports addressed gender equality in depth, they mainly compared women to men and reviewed programs established to equalize the status of women and men. Such data and efforts are critical, but nonbinary and transgender individuals were rarely explicitly mentioned and gender equality data and efforts are rarely placed in dialogue with identities such as race, ethnicity, sexuality, religion, language, disability, and migrant status. Similar data gaps are noted in SDG reports from the national and world regional level.³³

Cities that did undertake comprehensive and often intersectional reporting include Bristol and Scotland (UK), Helsingborg and Uppsala (Sweden), Madrid, Barcelona, and Córdoba (Spain), Mexico City and Mérida (Mexico), Buenos Aires (Argentina), São Paulo (Brazil), Lima (Peru), Los Angeles (USA), and Taipei, Taoyuan, and Kaohsiung. Few VLRs



CITIZENSHIP RIGHTS AND PROPERTY RIGHTS

Local and regional governments take actions that help women and girls access their identity documents and exercise their property rights.³⁴ For example, to address the under-registration of girl births relative to boy births in Mexico, the state of Morelos waived birth registration fees and the state of Mexico City launched a public information campaign reminding parents that birth registration enabled girls to access their rights.³⁵

One reason that girl births are under-registered worldwide relative to boy births are cultural norms that privilege men's reasons for having documents, such as owning and inheriting land. Women may be legally entitled to own land, but discouraged or prevented from doing so by custom and culture. The state of Delhi (India) promotes women's property rights by reducing stamp duties for property registered in women's names.³⁶

The district of Kisarawe (Tanzania) worked with the Tanzania Women's Lawyers' Association to help villages adopt bylaws that involved women in land-related decision making.³⁷ Taoyuan and Taipei created public information campaigns reminding residents that property inheritance is gender neutral.³⁸



THE BUILT ENVIRONMENT

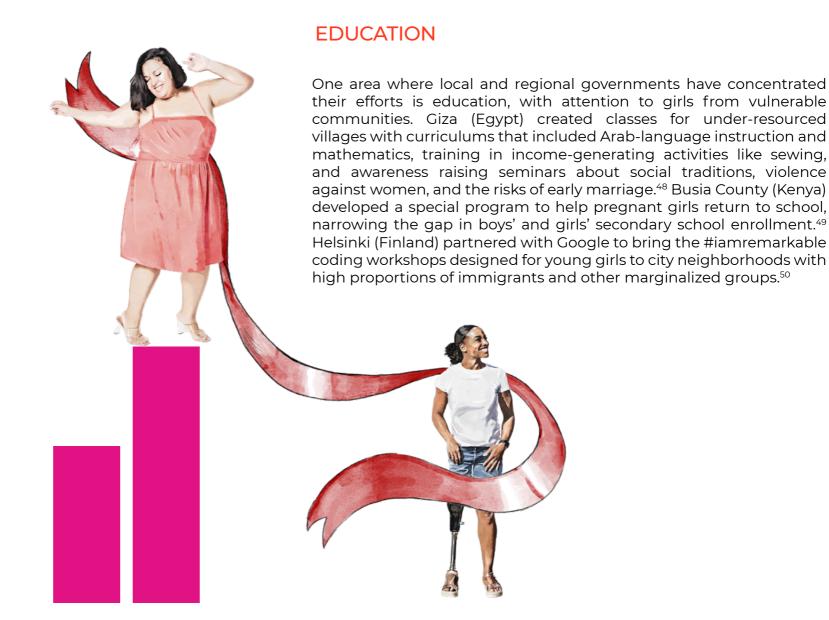
Many initiatives—like universal urban design and feminist snow-clearing—address infrastructure, the built environment, and cities' look and feel. Mexico City has prioritized women-headed households in accessing new rainwater catchment systems and Montevideo (Uruguay) has prioritized homeless women and women victims of domestic violence in housing.³⁹ Mérida created "homes of independent living" specifically aimed at young girls (18+) who lack family support.⁴⁰

Subang Jaya (Malaysia) added lactating rooms and parent-child/women's toilets to diverse public spaces.⁴¹ Helsingborg has a special learn-to-bike program for adult migrant women.⁴² As part of Turkey's Women-Friendly Cities program, Izmir organized an international equality cartoon contest where the top 100 illustrations were displayed on city buses.⁴³ Los Angeles adopted a Women's Rights Historic Context Statement, which guides historic preservation towards places associated with women's rights struggles in the city.⁴⁴ Montevideo renamed city streets after notable women.⁴⁵

CULTURE

Changes to the built environment also act upon culture, and broader cultural changes— through programs, initiatives, events, and policies—enable meaningful progress towards equality for all genders and peoples. Culture includes creativity, innovation, and knowledge, but also prejudices, discrimination, and exclusionary behavior that must be overturned through transformative processes. Across the globe, local and regional governments are working to increase women's presence and visibility in municipalities and territories, upturning deeply rooted gender norms. Initiatives seek to establish new narratives about gender roles through school programs, museums, exhibits, city tours, and creative engagements.

These include the efforts in Izmir, Los Angeles, and Montevideo that reimagine the built environment with an eye to adding women's art and women's history to public spaces. Local and regional governments also support arts centers and community centers run by women, as in Buenos Aires, Jeonju (South Korea), Xi'an (China), and Konya (Turkey). They also transform ideas about gender roles by supporting women in sport, especially those sports traditionally dominated by men and men's teams. Râmnicu Sărat (Romania) promoted their municipal sports facilities in ways appealing to women and created women-only hours. Scotland funded the women's football team to train fulltime and Los Angeles (USA) subsidizes girls-only sports and fitness teams.⁴⁷



EMPLOYMENT AND ENTREPRENEURSHIP

Most local and regional governments develop programs encouraging women's employment and women's entrepreneurship.⁵¹ These initiatives include training, support for businesses promoting gender equality in the workplace, and non-discrimination policies. Mentorship and training for women in professional and business fields are frequently mentioned, as in Germany.⁵² Local and regional governments also have training, certification schemes, and consulting services for businesses seeking to do better at hiring and promoting women, as found in Yokohama and Hamamatsu (Japan), Taipei, and Madrid.⁵³

As employers, local and regional governments commit to non-discriminatory recruitment and hiring women in traditionally male dominated fields. Turku (Finland) adopted résumé-screening policies that remove information about applicants' gender, which eliminates unconscious bias.⁵⁴ Both Scotland and Los Angeles have unique programs to draw women into firefighting. ⁵⁵ Local and regional governments also support women's entrepreneurship and women-led businesses through incubators, targeted funding schemes,

training programs, and other initiatives. Grants, credit lines, or loans with reduced interest rates are found from Wallonia (Belgium) and Pará (Brazil) to Kwale County (Kenya).⁵⁶ Nawa (Ivory Coast) responded to pressure from women cocoa growers and established a program that underwrites their businesses and therefore facilitates their access to loans, helping them to become financially independent.⁵⁷

Guadalajara (Mexico) forms business incubators composed of 3-5 women entrepreneurs, who collectively receive seed funding alongside free legal and business advice.⁵⁸ Parallel efforts include changes to public-sector procurement systems that encourage or require local and regional governments to prioritize women-owned and women-operated businesses.⁵⁹ A 2012 law in North-Rhine Westphalia (Germany) takes an inclusive approach by requiring all municipalities to consider social sustainability (including gender equality) and environmental protection in purchasing, for instance.⁶⁰

Often, local and regional governments most consistently attend to the intersections of

gender with other discriminated identities via employment and entrepreneurship programs. For example, Bristol's Horumar Somali Women's Development Programme works with migrant women, providing support for job-seeking or starting a small business. The Urban Agriculture Program in Büyükçekmece (Turkey) provides refugee and disadvantaged women with a regular income while producing food for these communities. Some of Lima's (Peru) employment programs give priority to women migrants from Venezuela.

Florence (Italy) and Uppsala offer specialized city services for migrant women who seek jobs. 64 In Taoyuan, the Vocational Training Center implements programs for Indigenous women. 65 In Pará (Brazil) the Girandola Project assists women with restraining orders, trafficked women, women drug addicts, and LGBTQIA+ individuals with developing entrepreneurial skills and professional qualifications. 66 Buenos Aires offers women entrepreneurs in the formal and informal markets access to a reduced interest rate credit line, and São Paolo prioritizes entrepreneurship workshops and mentoring programs for low-income women. 67

BOX 4.1

EMPOWERMENT AND ENTREPRENEURSHIP FOR WOMEN MARKET TRADERS.

Local governments from the Global South have supported women market vendors and traders. In Banjul (The Gambia), the first woman mayor Rohey Malick Lowe created a microfinancing scheme to help homemakers become market traders. 68 Such measures increase women's financial independence and personal autonomy. Similarly, Accra devised programs that help market women and traders become familiar with basic financial management, the city's economic strategies, and the processes for obtaining permits.⁶⁹ Freetown (Sierra Leone) provides free day care to market traders, most of whom are women.70 Taita Taveta County (Kenya) worked with an international organization to trademark the style of baskets woven by local women and set-up specialized access to markets in Vietnam, Japan, and Spain.71 The Commonwealth Local Government Forum rolled out training for women market vendors in rural and urban areas in Fiji, the Solomon Islands, and Vanuatu.⁷² And in Victoria Falls, over 700 women were selling wares in the Zhima markets as of December 2019. These are designated safe spaces for market women that have low operating fees and tax rates and sustain support groups for women artisans.73

4.3 Valuing Women's Care Work

SDG 5.4 calls for valuing women's paid and unpaid domestic and care work. Yet local and regional governments' support for women's employment and entrepreneurship often means helping women combine paid work and unpaid work, which does not challenge the gendered and sexual division of domestic labor in the first place.

That localities and regions do offer social protection for pregnant women, womenheaded households, and women with young children remains an important first step. Buenos Aires and Lima are among the many municipalities worldwide that give direct cash assistance and food aid to pregnant women and mothers of young children. He uses also created a "comprehensive care map" that uses geolocalization to help mobile phone users find the closest of 2,000 public care centers for children, older people, and people with disabilities. Many cities across Southeast and East Asia offer subsidized childcare. Pittsburgh (USA) offers free childcare in office

buildings on days that public schools are closed.⁷⁷ Barcelona has municipal babysitting services for single-parent woman-headed households, women victims of violence, and families without community ties.⁷⁸ **These are all caring services that place a monetary value on care work and transform care into a public good.** Yet often they do not disrupt the gendered and sexual division of labor that makes women primarily responsible for care in the home.

A handful of local and regional governments are pushing more transformative approaches, however. Public-awareness campaigns to encourage both parents to contribute to household labor appear the most common, as in Madrid, Montevideo, and Izmir. Another common approach is coordinating and funding activities for fathers' groups, as in Ghent (Belgium), Scotland, and Helsingborg. Such programs shift norms about who does domestic work, but continue to treat this work as a private good.

4.4 Ensuring Women's Participation in Decision-Making

PRESENCE IN OFFICE

SDG Target 5.5 ensures women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life. Today, women lead prominent global cities, including Irací Luiza Hassler in Santiago (Chile), Carolina Cosse in Montevideo, and Claudia Sheinbaum in Mexico City; Anne Hidalgo in Paris (France) and Ada Colau in Barcelona: Souad Abderrahim in Tunis (Tunisia), Zikra Alwash in Baghdad (Iraq), Mpho Phalatse in Johannesburg, and Rohey Lowe Malick in Banjul. Three of Morocco's most significant cities are led by women: Asmaa Rhalou in Rhabat, Fatima-Zahra Mansouri in Marrakesh, and Nabila Rmili in Casablanca. Significantly, many municipalities have elected their region's or country's first LGBTQIA+ mayors: Claudia López is Bogotá's first out-lesbian mayor, and Marie Cau of Tilloy-lez-Marchiennes and Lisa Middleton of Palm Springs are the first transgender women mayors in France and California, respectively. Nazrul Islam Ritu of Trilochanpur (Bangladesh) uses both female and male pronouns and is the first thirdgender individual to serve as mayor in her country.81 Suéllen Rosim is the first Afro-Brazilian and first woman mayor of Bauru (Brasil).

Still, glass ceilings remain firmly intact. Women represented just 20% of the world's mayors in 2018.82 The overall pace of change is also slow. Take Europe: women comprised 15% of mayors in 2019—up only four percentage points from 2009, when women comprised 11% of mayors.83 The executive branch in much of the world remains dominated by men, especially men from their countries' majority ethnic group.

Steadier gains have occurred in the legislative branch. As of January 2020, women comprised 36% of the world's local deliberative bodies—higher than the global average for women's representation in national parliaments.⁸⁴ Intersectional data are not widely available, limiting knowledge about diversity among elected women. Where intersectional data is available, it offers only snapshots: in 2020, lesbians, bisexual women, and transwomen held 10% of state legislative seats in the United States, for example.⁸⁵

The global average of 36% obscures significant variation among regions. In descending order, the proportions of women in local assemblies are as follows: Central and Southern Asia (41%), Northern

America and Europe (35%), Oceania (32%), Sub-Saharan Africa (29%), Eastern Asia/Southeastern Asia and Latin America (both at 25%), and Western Asia and Northern Africa (18%).86

Yet even these regional averages obscure significant differences. The high proportions in Central and Southern Asia are driven by India, for instance.87 Similarly, 50% of municipal councilors in Nicaragua are women compared to just 20% in Paraguay.88 The urban/rural divide also matters, and capital cities like Freetown (Sierra Leone), Djibouti City (Djibouti), Bucharest (Romania), Phnom Penh (Cambodia), and Bogotá (Colombia) elect dramatically more women than their country average.89 Women are also overrepresented among staff while underrepresented as city councilors. For instance, the Association of Local Government Authorities of Jamaica developed indicators to measure women's participation in local governments, finding that women were 70% of municipal leaders and supervisors but just 18% of elected councilors.90



POSITIVE ACTION FOR WOMEN'S ACCESS TO DECISION-MAKING

The past few decades have witnessed an emerging international consensus that positive action is required to accelerate women's access to decision-making. Many countries rely on statutory gender quotas to increase women's political representation. Typically, quota laws adopted by national governments apply to national and subnational governments, though some might apply to subnational governments only. The 2014 Egyptian Constitution reserved 25% of seats for women in local councils, for instance.⁹¹

In Spanish- and Portuguese-speaking Latin America, ten countries' national-level quota laws also apply to municipal councilors. Costa Rica, the Dominican Republic, Honduras, Mexico, and Peru further require gender parity among parties' executive candidates for mayor and, where applicable, for governor. Pargentina's provinces and the autonomous city of Buenos Aires set their own electoral laws, and all have implemented some form of gender quotas or gender parity. Notably, for the 2021 elections, several Mexican states combined the federal gender parity requirement with quotas for other marginalized groups, including Indigenous peoples, LGBTQIA+ individuals, Afro-Mexicans, and people with disabilities. Taking an intersectional

approach, each groups' quota needed to be filled with equal numbers of men and women.

Where quotas apply to subnational elections, more women are elected compared to where quotas do not apply.⁹³ Absent of requiring quotas by law, many local and regional governments set voluntary targets. The 2006 European Charter for Equality of Women and Men in Local Life—affirmed in 2016 by the Council of Europe's Congress of Local and Regional Authorities—urges gender-balanced decision-making.⁹⁴ The 2007 Quito Consensus calls Latin America and the Caribbean governments to adopt affirmative action for gender parity at all levels.⁹⁵

Local and regional governments also set their own targets. which often extend beyond the legislative body to all local councils or committees, as in São Paulo, Taipei, Scotland, Kitakyushu (Japan), and Victoria (Australia).⁹⁶ In 2019, California passed a law requiring all private-sector companies doing business in the state to meet minimum requirements for the proportions of women directors (exact proportions depend on board size).⁹⁷

SUPPORTING, MENTORING, AND TRAINING WOMEN LEADERS

Yet raising numbers is not enough. Ensuring that women have effective power in decisionmaking requires changing cultural attitudes towards women in leadership, eroding the patriarchal and misogynistic beliefs that view public and political power as incompatible with women and women's roles, and eliminating toxic ideas that associate masculinity with power and dominance. Progress also requires eliminating the institutional barriers to women's participation in decision-making, such as ending practices that tokenize women leaders and isolate women to the less prestigious committees and/or policy areas. Such efforts require working with men party leaders—who often act as gatekeepers to positions of leadership and power—as well as mentoring and supporting women leaders.98

Local and regional governments tackle these barriers, often in collaboration with women's organizations, through programs like the Huairou Commission's leadership development programs for grassroots women, and through networks, such as through the Feminist Municipal Movement, promoted by UCLG World Secretariat.⁹⁹ Women

leaders play critical roles, denouncing bad practices and devising policies and tools to confront them. For example, when women vice-governors in Peru found themselves excluded from decision-making spaces and even holding reduced salaries, they formedanetworktodemandequaltreatmentintheir posts.¹⁰⁰ Women officials also have drawn attention to the political violence against women, as noted by Afro-Ecuadorian vice-mayor of Quito, Gissela Chalá Reinoso.¹⁰¹ Indeed, it was the Association of Women Councilors of Bolivia (ACOBOL) that first articulated the concept of violence against women in politics (VAWIP) and pushed Bolivia to adopt the world's first anti-VAWIP statute. Today, ACOBOL advocates for women councilors' safety, tracks data on cases, and provides legal accompaniment to women seeking justice.¹⁰²

Capacity-building programs for women aspirants, candidates, and officials are another popular tool for challenging and breaking down barriers and for supporting grassroots and other marginalized women to seek office.¹⁰³ Lima's Commission for Women Adolescent Leaders has sponsored workshops for over 70,000 young girls, where

they discuss their experiences and articulate policy priorities.¹⁰⁴ The Canadian Federation of Municipalities funds leadership training programs for women seeking to run in local elections in Benin, Cambodia, Colombia, Ghana, Peru, Sri Lanka, and Zambia.¹⁰⁵ The Commonwealth Local Government Forum provides similar programs in Eswatini, in collaboration with the Local Government Association.¹⁰⁶ Similar programs are found from Dominica to the Basque territory.¹⁰⁷ The Rwanda Association of Local Government Authorities partners with UN Women and the national gender ministry to place women university graduates as interns in local government.¹⁰⁸ Such programs can have notable results. For example, Australia Aid helped place women in charge of community development projects in the autonomous region of Bougainville (Papua New Guinea). Their leadership challenged ideas about women's "proper" roles and many women were later elected as ward representatives. By 2018, half of Bougainville's wards had elected women, while no women held seats in Papua New Guinea's national parliament.¹⁰⁹

BOX 4.2

WOMEN'S PARTICIPATION IN PEACE AND SECURITY

Women's and girls' participation in peace and security contributes to building stable and resilient communities and ensures that the voices of those most affected by conflict and violence are heard. The UN Security Council's Resolution 1325, adopted in 2000, urges all actors to increase the participation of women in peace and to incorporate gender perspectives in peace and security efforts. Local and regional governments can facilitate women's participation in peace and security.

Post-conflict Nepal illustrates various routes through which women contribute to peacebuilding. In villages across the country, women of varied ethnicities and castes have formed cooperatives that consult with local governments on programs and development projects, as in Durlung (Parbat district) and Surunga (Jhapa district). In Makaising (Gorkha district), peace pressure groups devised a citizens' charter that limits violence against women by placing restrictions on gambling and alcohol and tobacco sales. These efforts contribute to more stable communities by ensuring gender-sensitive reconstruction efforts and reducing interpersonal violence. Similarly, Nepalese women participate and lead community mediation sessions that resolve residents' disputes over property and finance, reducing the burden on judicial systems and contributing to resiliency.¹¹⁰



4.5 Ending Violence against Women and Girls

SDG Target 5.2 calls for ending all violence against and exploitation of women and girls. Many local and regional governments address violence against women and girls through right to the city initiatives; awareness-raising campaigns; specialized training for local officials, police, and other public security staff; and social services for victims and survivors. The latter includes programs that give women victims of violence priority access to municipal employment and housing.¹¹¹

Local and regional governments also coordinate their responses across policy sectors and many create specialized bodies—like observatories, committees commissions—that gather data and guide multisectoral responses. In Seine-Saint-Denis (France), the observatory—founded in 2002—now works with UCLG to support other local and regional governments in creating such bodies.¹¹² Another emerging trend uses real-time

data: the state of Durango (Mexico) georeferences cases to classify highrisk zones and target awarenessraising campaigns and workshops to these areas. Additional best practices include one-stop-shop models that combine legal support, psychological services, and training on sexual health, reproductive rights, and economic empowerment. Examples include the LUNAS program in Mexico City and the Module for Attention to Women in Iztapalapa, a Mexico City neighborhood with especially high levels of precarity.¹¹³ Specialized police stations, police forces (often solely or mostly staffed by women officers), and women's desks within police stations are found from Latin America to India.¹¹⁴ Anti-violence services often include intersectional perspectives, such as specialized services for girls, older women, and women with disabilities (as in Córdoba, Argentina); the provision of multilingual resources (as in São Paulo); and specialized teams to work with migrant communities (as in Uppsala).¹¹⁵ In Kelowna, Canada, special partnerships between community groups and local police have sought to rebuild trust in the context of murdered and missing Indigenous women. Community-centered and traumainformed policing illustrate inclusive and caring approaches.¹¹⁶

City governments also tackle violence against women in public spaces and in public transport. Common policy tools include ordinances and decrees preventing sexual harassment in public spaces, as in Quito and Montevideo.¹¹⁷ New Delhi made transit free for women, simultaneously addressing diverse women's concerns about affordability while increasing the number of women riders and therefore women's perceptions of safety.¹¹⁸ Across the globe, regions, cities, and towns raise awareness about harassment on transit, conduct gendersensitive transit audits, train bus and taxi drivers on anti-harassment measures, and design digital reporting apps.¹¹⁹ These measures make transit more accessible and safer for all groups of residents, again capturing the overlap between advancing gender equality and building inclusive and caring places.



BOX 4.3

SHIFTING TOWARDS MORE CARING MASCULINITIES

Local governments are increasingly recognizing that gender equality depends on shifting traditional, patriarchal notions of masculinity. Bogotá is targeting what Latin Americans refer to as machismo: norms that conceive masculinity as strength and dominance, rather than helpfulness and caring attributes, and that leave men isolated and illequipped to manage their emotions through means other than violence. "The Calm Line" helpline connects men to psychological support so they can navigate their emotions and enjoy healthier relationships. Similarly, the city council runs "Men to Carework" trainings, teaching men to recognize their equal share of responsibility in childcare and domestic chores. Such programs seek to eliminate gender-based violence and reduce women's care work, while encouraging more caring masculinities among men. In these ways, men can also feel supported, engage with the full spectrum of their emotions, exist in solidarity with women by taking on equal roles in the home, and ultimately transform gender roles in public and private life. These projects make men part of the feminist, inclusive, and caring communities cultivated by local and regional governments.¹²⁰

4.6 Ensuring Access to Reproductive Rights and Health

SDG Target 5.6 calls upon governments to ensure universal access to sexual and reproductive health and reproductive rights. Here, local and regional governments report that they prioritize maternal and infant health and women's cancers through building specialized hospitals and clinics; raising awareness about the importance of cancer testing and screening; and implementing home visits for pregnant and postpartum women. Cities also subsidize women's healthcare, as in Harare (Zimbabwe), which distributes vouchers for maternal-child health services to households in the bottom 40% of the income brackets.¹²¹

How governments support contraception access is less clear. While contraception remains critical for women, girls, and people of all genders to control their fertility, the sensitivity of reproductive choice and menstruation in many cultures and religions leads to silence. Global

North local and regional governments are slightly more forthcoming on women's reproductive rights, however. Scotland, for instance, ensures that information about long-active reversible contraception methods is included in all postpartum home visits.¹²²

Addressing period poverty is another trend, but also one mostly contained to the Global North. New laws in California and New York City (USA) require that public schools, colleges, and universities provide free sanitary products in restrooms for all genders. Similarly, the Convention of Scottish Local Authorities requires free sanitary products for students in all schools, colleges, and university. Many municipalities place complimentary sanitary products in city buildings, like recreation areas and libraries. Florence eliminated the tax on tampons in municipal pharmacies.



#5 THE COVID-19 PANDEMIC AND SDG 5: FROM CRISIS TO REBUILDING

The gendered effects of the COVID-19 pandemic are well-known and far-reaching, but all stem from the same cause: the persistent association between care work and women's work, and the devaluing of this work both in the home and in society. As COVID-19 raced across the globe, lockdowns, school closures, and economic downturns all combined to drive women from the workforce. The Fconomic Commission for Latin America and the Caribbean estimates that the proportion of time women relative to men spent on childcare increased by 8.4 percent, and the proportion of time women spent relative to men on homeschooling increased 12.3 percentage points.¹²⁷ Fewer employment opportunities alongside increased domestic chores and the need to homeschool children meant that women worldwide lost \$800 billion in earnings in 2020—and their employment numbers still have not recovered. The

International Labor Organization estimated that there were 13 million fewer women workers in 2021, even as male employment rebounded.¹²⁸

Women—and especially women from marginalized social groups—also comprise disproportionate proportions of frontline workers in healthcare, such as nurses, counselors, and aides. Women nurses have reported very high levels of psychological distress during the pandemic.¹²⁹ Insecurity and precarity throughout society have driven upticks in domestic violence, family violence, and violence against women, leading experts to describe increased gender-based violence as the "shadow pandemic."¹³⁰ Taken together, global data shows that the pandemic increased anxiety and major depressive orders in the general population among women more than among men.¹³¹



5.1 Initial Responses

In the pandemic's first months, local and regional governments provided extraordinary forms of emergency support and social protection, taking the notion of inclusivity and care seriously. They did so despite how pandemic-related economic shocks reduced governments' budgets. Local and regional governments across the globe distributed pre-paid debit cards, food baskets and basic medical supplies; increased shelter capacity and temporary housing for the homeless; continued constructing public housing; placed moratoriums on rent hikes and evictions: offered mortgage relief; instituted temporary pay increases for frontline workers: established smallbusiness grant and loan programs; developed guidebooks and apps to connect residents with services: designed creative ways to deliver school curricular via television, internet, and radio; and created mobile and teleservices (like mobile libraries or tele-counseling).¹³² As vaccines became more available, local and regional governments endeavored to ensure that vaccine campaigns were equitable, reaching out to older people, people with disabilities, pregnant and postpartum

women, migrants and other marginalized groups.¹³³ Women's organizations, especially grassroots and rural organizations, often worked closely with local and regional governments to design relief programs and ensure service delivery.¹³⁴

Even when short-term relief did not explicitly target women, governments' emphasis on inclusive and caring services contributed to gender equality, as women comprise significant numbers of older people, the food in secure, the unhoused, the illiterate, the digitally disconnected, and the economically disempowered. Women are also much more likely than men to be single parents, so efforts to support homeschooling and students' return to school also benefit women. Argentina illustrates how many local and regional governments supported students and therefore women household heads. In the city of Buenos Aires, workers for the municipality's inclusive education program went door-to-door in vulnerable communities and helped connect families to resources that would ensure children's participation—like providing low-cost Argentinemade laptops.¹³⁵ Argentine provinces have added

Saturday classes and expanded the school day, so that teachers can spend more time with students while giving a respite to caregivers.¹³⁶

Additionally, many programs were designed with gender equality in mind, especially poor women and women entrepreneurs. Pará (Brazil) supplemented the federal government's cash transfers, aiming the boosted funds at women-headed households. Mexico City established a small-business loan program that prioritized women applicants. Highlighting the importance of national financing, Chile allotted national subsidies to women-led small, medium, and micro enterprises and the London Borough of Hounslow (UK) used national government transfers to help ethnic minority women start-up their own businesses. 139

Turning to gender-based violence, states and local governments took a wide range of action. National governments often failed to declare domestic violence services as essential, but many cities did, from New York City to Abuja (Nigeria).¹⁴⁰ Makeuni County (Kenya) opened a fully-resourced shelter,



with separate men's and women's wings, even as the national government eliminated shelters by converting them to quarantine facilities.¹⁴¹ Maranhão (Brazil) expanded the federal program of Houses for Brazilian Women—24/7 integrated service centers for survivors of domestic violence—and constructed the first statefunded house in the city of Imperatriz.¹⁴²

Local and regional governments also devised new ways to reach victims, such as awareness raising campaigns (which often addressed victims of all genders and sexualities), telephone hotlines, new reporting apps for mobile phones, WhatsApp messaging to connect victims to service providers, and increased cash assistance. The territorial government of Yukon (Canada)—where about one-quarter of the population is Indigenous—provided free mobile phones and four months of free phone and internet service to 325 at-risk women.¹⁴³ City governments from Port Moresby (Papua New Guinea) and Houston (USA) provided free rides to domestic violence victims seeking shelter and services.144 Vancouver (Canada) provided mobile washroom trailers and hygiene products, creating private and safe spaces where substance users, the homeless, and sex workers could attend to personal care. 145 Lastly, local and regional governments moved access to social services, cash grants, and judicial proceedings online, with these innovations found from Mexico City to the Basque region in Spain.¹⁴⁶



Many local and regional governments also tackled the crisis of care brought about by lockdowns and school closures. From Beşiktaş (Turkey) to Buenos Aires, cities launched campaigns encouraging both parents to share housework and childcare responsibilities. The Basque region allocated more than 38 million Euro in new funds dedicated to supporting carework and encouraging coresponsibility in parenting; support included extended parental leave for fathers and mothers and subsidies to carers of children, older people, and other dependents. The Basque region's efforts stand out for the amount of investment, with the potential for long term effects.

Indeed, as the pandemic enters its third year, the severity of the care crisis has not lessened and women's burdens remain. Many local and regional governments' initial responses were temporary and they are now largely disappearing. Local and regional leaders are playing critical roles in calling for a feminist, inclusive, and caring COVID-19 recovery, but will require more support and resources to follow through.

5.2 Setting the Agenda to Build Back Better

Local and regional governments know the pandemic offers an opportunity to "build back better"—to design societies and economies that are more inclusive, just, and sustainable. Bogotá mayor Claudia López's words reflect the sentiments of many feminists: "We have to change our ways of living and generate a new way of life." 149

Tokyo Governor Yuriko Koike told journalists that rebuilding meant "I would like to make the city of Tokvo a place in which people of various backgrounds shine." Women leaders, including López, and UCLG have issued a call to action for Women's Leadership for the Post COVID-19 Era. The call emphasizes recognizing women as key political actors, designing policies that upend traditional gendered hierarchies, placing economic value on unpaid care work, and ending violence against women and the LGBTQIA+ community.¹⁵⁰ Civil society organizations and women's commissions have issued similar calls. For instance, the Hawai'i State Commission on the Status of Women wrote the first feminist COVID-19 recovery plan in April 2020. The U.S. state of Hawai'i has the largest concentration of ethnic minorities; over 70% of the population has Indigenous, Pacific Island, South Asian, and/or East Asian heritage. The plan—now adopted by four of five Hawai'i county

governments—takes an explicitly intersectional approach, asking for investments in the care economy (as well as other sectors) in order to upend the gendered and racialized hierarchies that make women of color uniquely vulnerable to economic shocks and climate disasters. Inspired by Hawai'i's example, women's organizations in Scotland, Northern Ireland and Wales (UK) as well as in British Columbia and Ottawa (Canada) have developed similar recovery plans for use as advocacy tools.

In Latin America, the Women and Habit Network collaborated with women's organizations in Córdoba and José Paz (Argentina), Santiago, and Bogotá to write "Cities and Territories that Care: Local Systems with a Gender Perspective." The proposal offers designs for policies that provide care through government services, universities, and urban collectives.¹⁵¹

International governmental and non-governmental organizations are likewise championing and providing technical support for a gender transformative COVID-19 response. The UN Secretary General's Common Agenda describes COVID-19 as an "inflection point" and recognizes the importance of gender equality for accelerating the achievement

of all SDGs^{.152} UN Women's Generation Equality has formed Action Coalitions—multi-stakeholder partnerships across governments, civil society, and the private sector—which champion a feminist pandemic recovery. ¹⁵³

UCLG co-chairs the Action Coalition on Feminist Movements and Leadership which promotes the visibilization and funding of feminist movements around the world. UN Women further crafted its own "Feminist Plan for Sustainability and Social Justice" as well as partnered with Mexico to convene a Global Alliance for Care. These plans prioritize economic justice; bodily autonomy, safety, and sexual health and reproductive rights; climate justice; technology and innovation; and feminist leadership. Lastly, UCLG, the UN Capital Development Fund, and UNDP transformed agendas into blueprints by writing the "COVID-19 Gender-Responsive Local Economic Recovery Handbook." 155

The toolkit guides local and regional governments in policymaking with a gendered perspective and offers specific policy recommendations to protect informal sector women workers and end the care crisis.

5.3 Building Back Better Through Policy Change

How are local and regional governments converting plans and blueprints into action? First, they are gathering data—but not consistently and not in all cases. Of 76 pandemic-era VLRs—meaning VLRs completed in 2020 or 2021—only 17 (22%) acknowledged how the pandemic exacerbated existing gender inequalities. Los Angeles's VLR stood out for introducing a new measure: the proportion of families struggling to find childcare, disaggregated by income level. 157

Second, local and regional governments are earmarking economic recovery funds for women and conducting outreach to facilitate women's labor force re-entry. For instance, California and Alberta (Canada) created special grant programs to fund municipal women's commissions and/ or non-profits working with women and girls. 158 Subang Jaya helped connect women with a COVID-19 recovery program whereby the national government incentivizes employers to hire members of vulnerable groups, including workers with longer periods outside the workforce. 159 In another inclusive and caring approach, local and regional governments made wage increases permanent. For example, 21 U.S. states and several counties increased their minimum wage by end-January 2022.¹⁶⁰ These measures have enormous quality-of-life impacts on marginalized groups, who disproportionately hold minimum-wage jobs on

the pandemic's frontlines (including in healthcare, emergency response, social services, schools, food service, and domestic service). In Hennepin County (Minnesota, USA), city councilor Marion Green tied minimum wage increases directly to inclusivity: "[The increase] puts money in the pockets of frontline workers, usually people of color, women and residents with disabilities." ¹⁶¹ Mexico City was also set to debate a minimum income in 2022. ¹⁶²

Still, the focus on wages and returning to work while caring and intersectional— remains largely unaccompanied by concrete action on care. Bogotá's District System of Care is one notable exception. The SiDiCu (by its Spanish acronym) will provide 30 services at the neighborhood level, such as laundry, childcare, food banks, and leisure spaces, therefore allowing women to transfer the burden of these tasks to the municipality. Bogotá will also provide respite services to carers, building community centers that offer support and activities like yoga classes, and sending waged workers to homes to complete domestic chores.¹⁶³ SiDiCu accompanies a revised development plan that focuses on the employability and entrepreneurship of women.164

On the question of violence against women and safe cities, local and regional governments have recognized that ending the shadow pandemic

requires ending the sexual harassment of women in public spaces. Cities and territories have redoubled their efforts to ensure safe and equitable public transit. These and other anti-gender-based violence policies will endure past the pandemic, like the new tracking database launched in Quezon City (Philippines) the new law in Maranhão (Brazil) that requires residents of housing complexes to report cases of violence against women, children, teenagers, and older people to the police for; and the new anti-gender-based violence material in school curriculums in Rio Grande do Sul (Brazil). These measures all support the dignity of diverse residents.

In summary, COVID-19 will cast a long-shadow, and local and regional governments can only confront its effects through policies that are feminist, inclusive. and caring. Yet all local and regional governments have more to do. The removal of emergency social protection measures means losing the inclusive and caring approach that characterized initial pandemic responses. Gender gaps due to the care crisis remain and are widening. Gender gaps are not just limited to employment and care, however. Girls are returning to school at lower rates than boys and women and girls have delayed routine medical and reproductive healthcare. 169 In international and national forums, local and regional governments have recognized the urgency of devising solutions. but will need resources and support to do so.¹⁷⁰

#6 CONCLUSIONS AND RECOMMENDATIONS

Local and regional governments play critical roles in localizing SDG 5 and advancing gender equality through feminist, inclusive, and caring practices. The trends and best practices highlighted in this report are summarized as follows:

- Commitment mechanisms, networks, and shared best practices help local and regional governments pursue gender equality. Their actions include gender-sensitive planning, inclusive and universal design, and frameworks that reinforce rights to sustainable livelihoods and resilient communities.
- Still, many local and regional governments do not integrate gender and intersectionality into their data gathering, planning, and reporting. VLRs and other reports should address gender equality on its own but also transversally, as gender cuts across all sustainable development goals.
- Progress has been made, but urgent action is required to reach all SDGs, especially to (i) attain gender parity in decision-making; (ii) place an economic value on care work and transform the practices that associate unpaid care work with women's work; and (iii) promote sexual and reproductive health.
- While local and regional governments have developed innovative policies to track, respond to, and eliminate gender-based violence, such violence remains an urgent problem.
- COVID-19 has unraveled gender equality gains and sharpened pre-existing structural inequalities. Recovery strategies provide a window of opportunity through which local and regional governments can ameliorate inequality, precarity, and vulnerability. Yet inclusive and caring emergency responses have not translated into long-term policy changes.
- Local and regional governments invest in residents' wellbeing, livelihoods, and resiliency. Their policies and programs require financing, especially from national governments.

The trends and best practices highlighted in this report also generate some key recommendations:

- More support and guidance should be provided for local and regional governments seeking to document, measure, and report on their gender equality efforts and on these efforts' connections to inclusive and caring policies that cut across multiple axes of discrimination.
- National governments and international governmental and non-governmental organizations can strengthen their creation of enabling environments that help local and regional governments carry out their work. Enabling environments include financing, especially but not exclusively in support of COVID-19 response and recovery.
- Supporting women's and the LGBTQIA+'s employment and entrepreneurship is a necessary but not sufficient condition to challenging the sexual and gendered division of labor. Cultural changes and shifts in masculinities, alongside public investments that treat and transform care work into a public rather than a private good, are urgently needed. The COVID-19 pandemic underscores the urgency of this objective.
- The leadership of all women, especially marginalized and grassroots women, is critical for building local and regional governments that are feminist, inclusive, and caring. The public and private sectors must work together to ensure that women can access and wield equal decision-making power in all sectors.



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- 2 World Economic Forum, "Pandemic Pushes Back Gender Parity by a Generation, Report Finds," March 31, 2021, accessed March 6, 2022. https://www.weforum.org/press/2021/03/pandemic-pushes-back-gender-parity-by-ageneration-report-finds/.
- 3 Thank you to Ana Falú for this comment about the shift in priorities due to the pandemic.
- 4 The author considered all VLRs archived by UCLG as of April 1, 2022 (https://gold.uclg.org/report/localizing-sdgs-boost-monitoring-reporting#field-sub-report-tab-3).
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