

# Women and Post-Eviction Resettlement: An Empowerment Toolkit



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# Foreword

The world we inhabit has become increasingly urbanised, with a growing proportion of the world's population residing in towns and cities. Home for many of the urban poor, particularly in the Global South, is often located in informal settlements or slums. With increasing competition for land, poor urban dwellers, often lacking formal rights, face the threat of forced or voluntary eviction. For some, however, initiatives are being introduced aimed at improving living conditions with opportunities for the upgrading of slum areas or resettlement in alternative housing. Whilst there may be many positive outcomes of these initiatives, including material benefits such as better housing, improved sanitation and access to services, they frequently are planned and implemented with little consideration of the needs and interests of those most affected, especially women, whose experiences and concerns often differ from those of men. This toolkit seeks to help to redress this imbalance by offering practical suggestions for a more inclusive approach that puts women at the centre of all stages of post-eviction resettlement.

The toolkit arises from research collaboration between the University of Warwick and Universitas Indonesia which focused on the impact of resettlement projects on female low-income dwellers in urban kampung communities in Jakarta. The final project report on *The Gendered Everyday Political Economy of Kampung Eviction and Resettlement in Jakarta* can be viewed on our project website. This research was funded by the British Council's Newton Fund – project ID 217195589.

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# Executive Summary

This toolkit aims to promote an inclusive and participatory approach to urban resettlement schemes impacting the poor. Aimed at practitioners, including urban planners as well as communities affected by resettlement, it provides guidance for incorporating the needs of women into each stage of the resettlement process.

Recognising that women very often have different roles and responsibilities to men and, as a result, different needs and requirements, the toolkit seeks to address the asymmetries and discrimination that women face and encourages the mainstreaming of gender, by highlighting how women's needs and perspectives can be incorporated more effectively into all stages of the resettlement process. At the same time, it should be acknowledged that women are not a homogenous entity, but differentiated by socio-economic factors such as age, race and ethnicity, marital status, disability and levels of income. Whilst it does not cover all strategic and operational aspects of resettlement, this toolkit aims to establish why it is important to consider gender in all stages of the process and provides a step-by-step approach to including women in the preparation, planning, implementation, monitoring and evaluation of post-eviction resettlement.

The toolkit provides guidance to empower women in resettlement situations including:

- ▶ initially identifying female stakeholders,
- ▶ encouraging women to participate in consultation and tackling barriers to their participation,
- ▶ ensuring appropriate gender-balanced data collection,
- ▶ prioritising women's needs and requirements, including safety and livelihoods,
- ▶ ensuring the smooth transition to resettlement housing during the implementation stage which takes account of the specific needs of women,
- ▶ establishing mechanisms for monitoring and evaluating the performance and outcomes of resettlement and measuring its impact on women affected.



# 1. Introduction: Context and Framework

## 1.1 Why provide a toolkit?

This toolkit has been developed in order to incorporate the needs of women into each stage of the resettlement process as well as to assist urban poor activists to challenge some of the worst impacts of urban resettlement.

## 1.2 Who is it for?

The toolkit is aimed at practitioners, including urban planners, who are responsible for decisions regarding the relocation of urban poor communities. It is also anticipated that the toolkit could be used for advocacy purposes by communities facing eviction, and the NGOs, community-organizers and grass-roots activists who work on their behalf.

## 1.3 What does it include?

The toolkit includes guidance and a number of practical suggestions for mainstreaming gender into the resettlement plans and processes.

## 1.4 How should it be used?

Each resettlement situation is different. The toolkit focuses on a particular aspect of the resettlement process, that of ensuring that women's needs and interests are acknowledged and factored into the planning and operational aspects of relocation. It is, therefore, not exhaustive and should be adapted for the local circumstances of each particular resettlement situation. Underpinning this toolkit is a commitment that (a) resettlement programmes need to be genuinely participatory and place the needs of the urban poor, and urban poor women in particular, at their centre; and (b) that participation is central to avoiding forced eviction which not only creates high levels of dispossession, but is also a violation of many local and international legal rules. As stated by the United Nations Office of the High Commissioner for Human Rights: 'Forced evictions constitute gross violations of a range of internationally recognized human rights, including the human rights to adequate housing, food, water, health, education, work, security of the person, freedom from cruel, inhuman and degrading treatment, and freedom of movement' (UN OCHR, undated).

## 1.5 Why is it important to consider gender in resettlement planning?

- ▶ Gender inequalities can widen and gender relations can deteriorate during resettlement – for example if resettlement schemes fail to recognise women's informal economic activities and their need to continue to access income generating activities.
- ▶ Women may not have landownership and/or property rights which makes them particularly vulnerable during resettlement and may exclude them from compensation arrangements.
- ▶ Women frequently work in the informal sector, often in home-based, or partially home-based employment, and loss of housing can impact their ability to generate income and ensure a sustainable livelihood.



- ▶ Resettlement schemes often place significant burdens on women to commute, and women are far more likely to face dangers and harassment than men when they need to commute long distances and are heavily reliant on public transport.
- ▶ Evictions and resettlement usually lead to the breakdown of community and social networks. This tends to impact women more than men because these social bonds are an essential source of support in times of crisis and provide household security.
- ▶ Gender inequalities frequently render women vulnerable to violence and stress. A situation of economic and social distress such as resettlement increases the vulnerability of women and girls to violence.
- ▶ The negative effects of resettlement on women have wider implications for household well-being, including children and older family members dependent on care provided by female family members.

(see also: E. Ganguli, R. Jayewardene and S. Latif, 2003, p.2).

## 1.6 What is gender mainstreaming?

“Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, and monitoring and evaluation of policies and programmes. Mainstreaming sets out to take place in all political, economic, and societal spheres so that women and men benefit equally, and inequality is not perpetuated. Simply put, the ultimate goal is to achieve gender equality by transforming the mainstream”.

(UN-Habitat, 2012, p. 46)

Gender mainstreaming is an approach that has been widely adopted across a range of international, non-state and state institutions. The work of gender mainstreaming is about ensuring that the impact of specific policies on women and men (and relations between genders) are thoroughly accounted for, that the impacts of policies on gender relations are continuously monitored and, ultimately, that significant changes to practice take place. Gender mainstreaming is not necessarily about creating policies that specifically target women’s needs – it seeks to address the wider picture, viewing any policy area or intervention as always having significantly different consequences for men and women because of existing gender inequalities within society. Nonetheless, gender mainstreaming is also a *transformative* approach – one that seeks to implement policies in ways that will address underlying problems of gender inequality.

Urban planning is a significant example of where policy interventions and planning decisions are not conventionally seen as something that concerns gender. Resettlement involves relocating households, but members of the household will experience resettlement in very different ways – and yet, it is unlikely that planners will have thought to undertake any kind of assessment of the gendered consequences of such programmes. **What is set out in this toolkit is our attempt to address this policy gap.**



## 1.7 What are the gender inequalities faced by poor urban women?

Whilst women's experiences of urban life vary considerably depending on factors such as class, income, age, education level and marital status, poor urban women face multi-dimensional inequalities based upon their gender that exacerbate their insecurity and vulnerability. For example:

### Governance

In some countries unequal and discriminatory legislative rights prevent or inhibit women's ownership of land and/or property leading to dependency on men.

### Economic

Women are more likely to participate in informal, low-paid, unskilled and insecure work frequently undertaken in the home. Lack of access to credit and finance, especially in the formal financial system.

### Domestic

Gender asymmetries in the roles and responsibilities that men and women undertake in the home - which generally means that women are responsible for unpaid domestic reproductive tasks such as water collection, fuel collection, waste disposal, cooking, cleaning and care of children, sick and the elderly leading to time-poverty.

### Safety

Women are more vulnerable to verbal, physical and sexual harassment and violence.

### Transportation

Women often have different transport requirements than men. The availability of flexible, cheap public transport is essential for women in order for them to undertake reproductive and labour roles but are often scheduled to address the needs of a male workforce.



## 2. Integrating Women into the Eviction and Resettlement Process

### 2.1 What are the key stages in the eviction and resettlement process?

The key stages in the resettlement of a community following eviction are:

- ▶ Preparation and Planning
- ▶ Implementation
- ▶ Monitoring and Evaluation

In order to mainstream gender into the process, women need to be included in each stage.

#### Preparation and Planning

- ▶ Identifying Stakeholders
- ▶ Consultation and Participation
- ▶ Data Collection and Mapping
- ▶ Prioritising Needs and Requirements

#### Implementation

- ▶ Communication
- ▶ Safety of Persons and Material Possessions
- ▶ Transportation
- ▶ Minimising Impact on Daily Lives

#### Monitoring and Evaluation

- ▶ Feedback and Grievances
- ▶ Remedies
- ▶ Ensuring Well-Being





## 3. Preparation and Planning

### 3.1 Identifying Stakeholders

An inclusive resettlement programme should recognise the need for the equitable and meaningful consultation and participation of both men and women affected by relocation and, therefore, seek to engage stakeholders of both genders. This is because a range of social, cultural and economic factors may mean that women's views and experiences are disregarded and women themselves are excluded from relocation planning and implementation processes and procedures (Ganguli, Jayewardene and Latif, 2003, p. 7). Including women in these processes is something that planners must commit to.

Male biases in the planning process often stem from the fact that urban planning is overseen by male elites with limited participatory impact from communities affected, and from women in particular. Household surveys, for example, may only engage with the male head of household, whose views and priorities may not be representative of female family members. Women, who are often responsible for many unpaid domestic tasks such as water collection, waste disposal, cooking, cleaning and care of children, sick and the elderly as well as often undertaking informal, low-paid, unskilled work in the home, need to be consulted during each stage of the process.

### 3.2 Consultation and Participation

In order for women's needs and interests to be included in resettlement planning and their participation encouraged, it is vital that their views and opinions are obtained directly. This may be achieved individually or via the input of women's and urban poor organisations. Practitioners should be aware of obstacles that hinder female participation including:

- ▶ Cultural or traditional norms that require that women can only talk to other women.
- ▶ Limitations on women's ability to participate in activities outside the home.
- ▶ Over-reliance on male elites or male heads of households to accurately represent the views of women (in particular this may exclude elderly, widowed, divorced women and female headed households).
- ▶ Low-level language skills or literacy rates that present barriers to communication.
- ▶ Reproductive responsibilities, such as child and elderly care, household chores that impinge upon the amount of time that women have to participate.
- ▶ Transport costs to meetings.
- ▶ Meeting formats such as public gatherings where women may feel inhibited from voicing their opinions.

While it is important to encourage women's participation in consultation exercises, practitioners should be aware of the additional burdens that these activities place on already busy lives. In order to facilitate female participation, conveners should aim to:



- ▶ Hold female only meetings.
- ▶ Identify female leaders who can act as spokeswomen to represent the views of those unable to be present.
- ▶ Provide childcare at meetings.
- ▶ Select venues and times for meetings that are convenient for women to attend.
- ▶ Employ female facilitators to lead discussions or asks questions.
- ▶ Recognise the heterogeneity of women’s experiences and include women from a wide range of backgrounds for example, the elderly, disabled, single, widowed, and female heads of household.

### Key Gender Considerations for Consultation

- ▶ Have both men and women been consulted about the proposed resettlement?
- ▶ Have the views of both men and women been obtained in developing the plan for resettlement?
- ▶ Have women as well as men been consulted to identify who is affected by resettlement?
- ▶ Have women-only meetings been held to obtain the views of women separately from those of men?
- ▶ Has the heterogeneity of women in the community been factored into the consultation and is it fully represented?
- ▶ How have plans for compensation been developed and have both women and men been consulted? How have the specific issues and economic costs faced by women been incorporated into the compensation available?

### 3.3 Data Collection

An initial census of all impacted by relocation should be undertaken if such information does not already exist in order to collect data on the size and composition of the community. This should be disaggregated by gender for each household and include basic information on each household member including sex, age, marital status, and disability.

Further fact-finding stakeholder consultation methods should be employed in order to identify the responsibilities, requirements and interests of those affected by resettlement. Women should be included in information gathering and women-only sessions, preferably convened by women, should be held to obtain gender-sensitive views.

Consultation methods to allow equitable stakeholder participation and contributions include:

- ▶ surveys
- ▶ questionnaires
- ▶ interviews
- ▶ focus groups.



Data collection should also take the form of participatory mapping of the economic life of areas marked for resettlement. This should include taking into account all of the income generating activities provided through informal economic activity as well as the contribution of unpaid labour to family security and welfare (see also Elias et al. 2018).

### 3.4 Prioritising Needs and Requirements

Women and men may have differing domestic roles and responsibilities which can lead to varying priorities and needs within households. It should not be assumed that male heads of households or community leaders will accurately represent the needs and interests of women during consultation. Therefore, it is essential to consult with women directly in order to ascertain their needs and requirements for resettlement housing. It is essential that any already existing representative community and/or activist groups be fully incorporated into consultative processes and that consultation be genuinely participatory (not merely tick-box), so that residents feel that their concerns are being properly addressed.

#### Key Gender Considerations for Prioritising Needs and Requirements

- ▶ Have women as well as men been provided access to view the relocation site?
- ▶ Have any concerns expressed by women been factored into plans?
- ▶ Were both genders consulted about the nature of the resettlement housing?
- ▶ Will women as well as men be granted legal title to the resettlement property?
- ▶ Have issues of personal safety been addressed for example has a safety audit, involving the women affected, taken place?
- ▶ Is lighting in public areas adequate?
- ▶ Are there adequate and conveniently-located water, sanitation and waste-disposal facilities available at the resettlement site?
- ▶ What schools are available near the resettlement site?
- ▶ What childcare facilities are available near the resettlement site?
- ▶ What medical/health facilities are available near the resettlement site?
- ▶ What public transport is available near the resettlement site?
- ▶ Will women as well as men be compensated for any loss of livelihood or property resulting from relocation?
- ▶ Will women be able to continue any income-generating activities that are undertaken in the home to maintain their livelihoods in the resettlement housing?
- ▶ How will community bonds be maintained in the new site? What efforts will be made to ensure that social networks and ties within communities are maintained within the design of new settlements?



## 4. Implementation

Resettlement should only proceed if there is sufficient community approval of the proposals. Implementation of any resettlement process must in itself have been subject to consultation with local communities including women. Participatory planning that is attentive to gender inequalities can ensure that relocation and resettlement is done in a way that meets the needs and aspirations of urban poor communities (see also Patel et al. 2002).

### Key Gender Considerations for Implementation

#### Communication

- ▶ Have stakeholders, both male and female, been consulted about the most convenient time/ dates for relocation?
- ▶ Have the arrangements for eviction and resettlement been communicated to both men and women who are affected?

#### Safety of Persons and Material Possessions

- ▶ Have inventories of possessions and material goods been taken in case of loss or damage in transit?
- ▶ Will the eviction be independently observed to ensure that women are not subject to physical or verbal abuse?
- ▶ Have those who may need assistance, e.g. elderly, single-parents, pregnant women, been identified and consulted about their particular requirements?
- ▶ Has sufficient time been allocated to allow those who may need it, e.g. elderly, disabled, to pack their belongings?

#### Transportation

- ▶ Is transport to the new location provided? If so, have these arrangements been communicated to women as well as men affected and were they consulted as to the suitability of these arrangements?
- ▶ If transport is not provided how are those affected expected to transport themselves, their families and possessions to the new location? Will they be expected to pay transportation costs or will they be compensated?
- ▶ Have those who may have mobility issues, e.g. elderly and disabled, been factored into transportation arrangements?

#### Minimising Impact on Daily Lives

- ▶ Is the resettlement site ready for habitation? i.e. are facilities such as water, energy, cooking facilities, waste disposal and sanitation available?
- ▶ Have children been placed in local schools to avoid disruption to their education?
- ▶ Have steps been taken to ensure minimum disruption to women's ability to continue any income-generating activities undertaken in the home?



## 5. Monitoring and Evaluation

In order to ensure that the resettlement process progresses smoothly and effectively and minimises disruption to all concerned, regular monitoring of progress and post-resettlement evaluation should be undertaken. This should include gender-specific audits that evaluate whether the needs, interests and expectations of both men and women have been achieved and to assess and address any negative impacts. Assessment should be gender-balanced to allow for cultural restrictions on women's communication with men and encourage input from women affected by resettlement.

### Key Gender Considerations for Monitoring and Evaluation

#### Feedback and Grievances

- ▶ Are there feedback mechanisms throughout the process that allow both men and women to voice concerns about progress.

#### Remedies

- ▶ What compensation is available for costs or damage incurred as a result of resettlement?
- ▶ If compensation is available, who will this be paid to? Male household heads, jointly or to women.
- ▶ Who assesses the compensation claims and is the procedure gender-balanced?

#### Ensuring Well-Being

- ▶ Has there been any negative impact on the earning capacity and income sources of men and women as a result of resettlement? If yes, how will this be addressed?
- ▶ What impact has resettlement had on community networks and women's social interaction?



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## 7. Further Resources

### Handbooks and Manuals

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