

*May East*

University of Dundee  
[m.east@dundee.ac.uk](mailto:m.east@dundee.ac.uk),  <https://orcid.org/0000-0003-1318-0322>

## Bridging the urban planning gender gap – in search of policy coherence between Sustainable Development Goals 5 and 11

**Abstract:** Urban planning suffers from a historic gender gap in theory, policy and practice. While some research has focused on how urban planning fails to respond to women's needs and perspectives, the concept of an 'urban planning gender gap' remains undertheorized and underrepresented in the realm of practical applications. Adopting a systems critical analysis perspective, the aim of this paper is to investigate to what extent do the UN Sustainable Development Goals support or hinder the capabilities of women to participate equally and meaningfully in urban planning. To do so, this article first provides an overview of existing frameworks for the conceptualisation of the Sustainable Development Goals (SDGs) interdependencies followed by a systematic investigation of the interlinkages between SDG 5 Gender Equality and SDG 11 Sustainable Cities and Communities. Secondly, it questions why at the target level SDG 11 positions women amongst the vulnerable segments of society requiring protection alongside children, older persons and persons with disabilities. It concludes by highlighting that not only are urban spaces gendered, but so are urban policies and international accords as well. Based on these findings, the article proposes new narratives highlighting the interdependencies between women and cities, which if adopted, could bridge the historic urban planning gender gap.

**Key words:** urban planning gender gap, SDG 5, SDG 11, policy coherence

### Introduction

Cities and the role women play in shaping and being shaped by them, has primarily over the years been investigated by women planners, urban geographers and architects (Greed, 2005). While there has been some research on how urban planning fails to respond to women's needs and perspectives, the concept of an 'urban planning gender gap' is undertheorized and underrepresented in the realm of practical applications (Greed 1994, Sassem 2016, Beebejaun 2017, East 2019).

This paper arises from the intersection between two megatrends informing the world we live in: the accelerated pace of the urbanisation of the human

population (UN-Habitat 2016) and women's repositioning in society (CSW 2020). At the intersection of the two, a series of recent documents and reports by international 'knowledge brokers' reaffirm that, historically, cities have been planned and built primarily taking the male experience as a reference. As a result, cities tend to function better for men than they do for women (UN Women 2009). The systematic exclusion of women from urban planning means women's daily lives and perspectives do not shape urban form and function (World Bank 2020). Furthermore, what is known as gender-neutrality in urban planning usually adopts a male perspective and serves men's interests (Women in Urbanism 2021).

For Foucault (1969), discourse generates frameworks which structure social life through which power is exercised. Thus, this paper investigates how the UN Agenda 2030 and its Sustainable Development Goals (SDGs) discourse can structure or hinder the systemic capabilities and the political will required for women to step into full, equal and meaningful participation in decision-making (CSW 2020) in urban planning.

Despite the ambiguity of the sustainable development concept (Hove 2004, Rockström, Sachs 2013), the agreement to launch a set of universal Sustainable Development Goals (SDGs) emerged from the 2012 United Nations Conference on Sustainable Development (UN 2015). There followed a three-year process involving the UN Member States, 83 national surveys engaging over 7 million people, and thousands of actors from the international community. The SDGs have thus been heavily negotiated and possess broad legitimacy amongst all parties (Lunn et al. 2015).

While not legally binding, the SDGs provide a globally endorsed normative framework for development adopted by governments who are expected to establish national and regional plans for their implementation. The case for cities being the bedrock of SDGs implementations is incredibly compelling. Considering that cities represent half of the world's population and two-thirds of the global economy, it can confidently be said that local governments are well situated to help guide public understanding of the complex sustainability challenges laid out in the SDGs (Woodbridge 2016).

Women and cities are key elements within the indivisible SDGs agenda, and are therefore key for achieving world-wide progress across the economic, social and environmental dimensions of sustainable development. This paper undertakes a cluster systematic review between the following goals and corresponding targets:

- SDG 5 – Gender Equality – Achieve gender equality and empower all women and girls;
- SDG 11 – Sustainable Cities and Communities – Make cities inclusive, safe, resilient and sustainable.

The analysis is premised on the importance of understanding possible trade-offs, as well as synergistic relationships between SDG 5 and SDG 11, in mapping the gap between text and discourse, policy aspiration and spatial inequality. Policies are 'powerful' instruments concerning both the context in which they are

embedded and the context they construct (Rizvi, Lingard 2010). Therefore, the aim of this paper is to investigate to what extent do the UN Sustainable Development Goals support or hinder the capabilities of women to equally and meaningfully participate in urban planning.

## Agenda 2030: Systemic Nature and Uneasy Compromise

Agenda 2030 is structured into 17 Sustainable Development Goals, 169 Targets and 232 Indicators (UN 2015). Goals are statements of principle, while the 169 targets are individually embedded in international agreements, so that the SDGs as proposed provide a coordinating and synthesizing framework. The 232 global indicators are numerical and provided by the UN Statistical Commission as a mechanism for implementing the 2030 Agenda (UNDESA 2017).

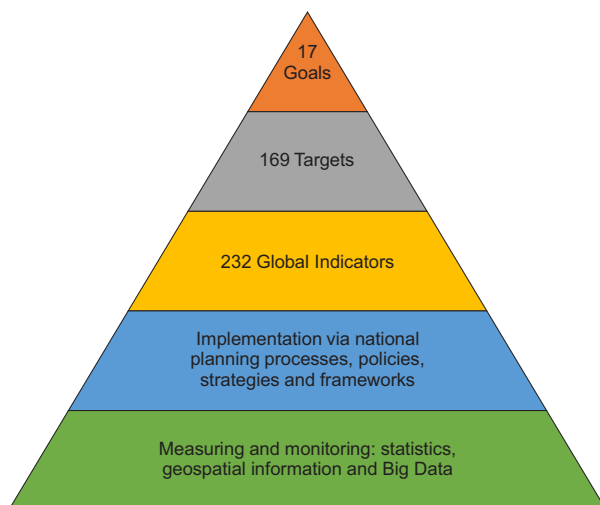


Fig. 1. Agenda 2030 Goal, Targets and Indicators architecture  
Source: Author.

There is a significant danger in misinterpreting the 17 SDGs as separate disciplines, that need to be dealt with one by one in isolation (East 2018). Academic disciplines, government departments and international institutions operate in a siloed, expert-led fashion that makes such whole systems thinking and collaboration challenging to achieve. Indeed, it is a particular challenge for policy makers organised and represented by sectorial ministries to capture the systemic nature of the SDG framework (Nilsson, Stevance 2016). Yet, it is in the true systemic perspective the framework provides where lies the most profound promise of systems change.

The SDG framework provides policy makers with the opportunity to let go of ad-hoc check-list exercises dealing with one ‘problem’ at a time. By adopting Muir’s (1923, p. 110) perception that “when we try to pick out anything by itself, we find it hitched to everything else in the universe” more integration across sustainability sectors, in terms of strategies, policies and implementation, may be achieved.

## Systems thinking for Systems Change

The crises we face are systemic in nature. To overcome those crises we need to understand how systems work. To arrive at such an understanding we need to think systemically (Von Bertalanffy 1969)

The convergence of multiple crises (superimposed by a global health crises) demand new modes of thinking to understand how the problems we confront are interconnected (Capra 2014). Systems thinking essentially provides a language that begins by restructuring how we think (Jones 2020) and then uncovers patterns within complex problems and reveals relations between seemingly isolated things, thereby creating more coherent diagnoses, policies and plans (Orr 2014). It draws on and contributes to systems theory that emerged between 1950 and 1980 from disciplines as diverse as biology, mathematics, engineering, computer science, philosophy, sociology, psychology or communication (Gallon 2020).

To provide a systemic interpretation of the SDGs, academic efforts have sought to better understand the linkages and interrelationships with a growing scholarly literature focusing on interactions within the SDGs (Dawes 2019) across bio-physical, social and economic systems.

Implicit in the SDG framework is that the goals depend on each other. Despite being a global agenda, the greatest potential of intersectionality between the goals, targets and indicators rests in their contextualisation at national and territorial level. Their systemic nature provides policy makers with the opportunity to let go of ad-hoc check-list exercises dealing with one ‘problem’ at a time, and pursue systems thinking for systems change (Campbell 2018).

Studies documenting the linkages between the SDGs conducted by ‘knowledge brokers’, such as the International Council for Science (ICSU), Organisation for Economic and Cooperation and Development (OECD) and the Sustainable Development Solutions Network (SDSN), have adopted different methodologies to study interactions and how to apply them to policymaking. The adopted methods range from statistical analyses to expert assessments and processes framing how linkages are defined, and sources to categorise the links are chosen, for instance, from scientific literature, UN reports and international conventions.

A systematic literature review identified three categories of analysis: whole system reviews, clustered goals analyses, and single goal reports with a series of nuances within and between the categories and a variety of methodological

Table 1. SDGs Policy Analysis and Methodologies

Whole System Reviews				
Authorship	Title the Report/Paper	Date	Scale- Goal/Target/Indicator	Methodology
ICSU& ISSC	Review of Targets for the Sustainable Development: The Science Perspective	2015	17 SDGs and Targets at Global scale	Qualitative expert based
Earth's Future Pradhan P., Kropp J.P. & Rybski, D.	A Systematic Study of Sustainable Development Goal (SDG) Interactions	2017	Global indicators	Quantitative
Dawes J.H. P.	Are the Sustainable Development Goals self-consistent and mutually achievable?	2019	17 SDGs and Targets at Global scale	Quantitative theoretical analysis
UN Department of Economic and Social Affairs Le Blanc, D	Towards integration at last? The Sustainable Development Goals as a network of targets	2015	Global scale Generic network maps of the SDGs	Network analysis techniques
Thematic Clustered Analysis				
ICSU	A Guide to SDGs Interaction: From Science to Implementation	2017	Causal and functional relations among pairs of SDGs at target level on global scale – SDGs 2, 3, 7, and 14	Qualitative and introducing the notion of synergy and trade-off
EU Science Hub Joint Research Centre European Commission Carmona-Moreno, C., Dondeynaz, C. & Biedler, M.	Position Paper on Water, Energy, Food and Ecosystems (WEFE) NEXUS and Sustainable Development Goals	2019	WEFE Nexus at European level	Thematic qualitative modelling
Single Goal Analysis				
UN Women	Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development	2018	SDG 5 in 129 countries in five regions and 51 issues health, gender-based violence, climate change, decent work	Qualitative
UN DESA Working Paper 149. Le Blanc, Freire & Vierros	Mapping the linkages between oceans and other Sustainable Development Goals: A preliminary exploration	2017	SDG 14 targets and interlinkages with other SDG targets	Qualitative
UNESCO Global Education Monitoring report	Education for people and planet: creating sustainable futures for all, Global Education Monitoring	2016	SDG 4 targets and interlinkages with other SDG targets	

trajectories. For instance, under whole systems reviews, the first detailed science-policy commentary on the SDGs interdependence at the global level was conducted by ICSU (2015), and a political mapping was published by the UN Department of Economic and Social Affairs (2016). Under clustered goals analysis, some studies focused on the interrelationships between a subset of goals such as climate, land, energy, and water (Weitz, Nilsson 2014) and natural resources and SDG targets (UNEP 2015) and ICSU Report 2017. Systematic lists of relationships between the targets under one SDG and other SDGs have been published for SDG 14 (Le Blanc 2015), SDG6 (UN-Water 2016), SDG 4 (Vladimirova, Le Blanc 2016), SDG 4 (Global Education Monitoring, UNESCO 2016), and SDG 5 (UN Women 2018).

The 2018 SDG 5 Gender Index provides a snapshot of where the world stands on the vision of gender equality set forth by the 2030 Agenda (UN Women 2018). It measured the state of gender equality aligned to 14 of the 17 SDGs in 129 countries in five regions and 51 issues, ranging from health to gender-based violence, climate change and decent work and others. Overall, the index found that, across all the goals and indicators studied, no country has fully achieved the promise of gender equality. The table below demonstrates the synthesis of the literature review on the SDGs policy interdependencies and related methodologies.

## SDG 5 and SDG 11 Interdependencies

There have been several attempts by the agenda holders of UN Women and UN-Habitat, to explore the intersection between women and cities goals, targets and indicators under the Agenda 2030 framework, which collectively present diverse and somewhat contradictory narratives, marked by conscious and unconscious gender bias (Pajares 2020) and the gendered nature of the institutions leading the debates internationally.

UN Women recognises that for women and girls, urbanisation can mean greater access to education, more jobs, lower fertility rates and increased independence. Nonetheless, for over 50% of urban women and girls living in developing countries access to clean water, improved sanitation facilities, durable housing, and sufficient space to live are often precarious (UN Women 2019). In parallel, UN-Habitat proclaims the ‘importance of inclusion and empowerment of women’, including by providing women with greater access to resource and productivity in cities, in order to ensure inclusive and sustainable cities (UN Habitat 2018).

All movement occurs while it is being inhibited (Maturana, Bunnell 1999). Agenda 2030 positions women and girls as diverse and innovative agents of change, and gender equality as central to the achievement of all the SDGs (UKSSD 2018). The narrative seems coherent: cities better including women, women gaining space through urbanisation. While investigating SDG 11 at the target level (targets 11.2 and 11.7), the discourse is revealing. Women are characterised as amongst the vulnerable members of society requiring protection alongside

children, older persons and persons with disabilities. Interesting to note that even 40 years after the Convention on the Elimination of all Forms of Discrimination against Women (1979), the international community still associates women with those in need of protection, instead of proposing a framework that inspires and propels women to shape the regeneration of contemporary cities.

Going further, by analysing the UN SDGs metadata repository of indicators compiled by the United Nations Statistics Division, there is evidence that policy agreements at the international level are yet to include mechanisms and measurements for the enablement and monitoring of women's full participation in urbanisation as occurring across the globe. It is significant that out of the 15 indicators – each of which represents a key urban function – only three are gender specific and offer disaggregated data. This characterises the pressing challenges that impedes systematic gender-responsive monitoring of the urban SDG. Even more notably, out of the three indicators identified as significant, two are considered Tier 3 indicators requiring more conceptual work as no established methodology or standards have been developed or tested.

Table 2. SDG 11 Gender specific urban targets and indicators

Gender specific urban targets and indicators			
Target	Indicator	Tier	Data availability
11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons	11.2.1 The proportion of the population that has convenient access to public transport, by sex, age and persons with disabilities.	Tier 2 conceptually clear methodology and standards available data not regularly produced by countries.	We are currently not aware of data for this indicator.
11.7 Target 11.7: By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, particularly for women and children, older persons and persons with disabilities	11.7.1 The average share of the built-up area of cities that is open space for public use for all, by sex, age and persons with disabilities.	Tier 3 Conceptual work needed, no established methodology/ standards or these are being developed/tested.	We are currently not aware of data for this indicator.
11.7 Target 11.7: By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, particularly for women and children, older persons and persons with disabilities	11.7.2 The proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months.	Tier 3 Conceptual work needed, no established methodology/ standards or these are being developed/tested.	We are currently not aware of data for this indicator.

Source: UN (2015).




Data disaggregation is important because the act of counting people shows that they count (UNDESA 2016). The SDGs placed a strong emphasis on the need to leave no one behind in achieving progress on the pressing sustainability agenda. Where indicators are missing at international level, new systems and structures of data collection and analysis must be established at the local and national levels, to serve the needs of gender urban indicators.

At the intersection of these three trends – rapid urbanisation across the globe, repositioning of women in society, and renewed global attention on data-driven governance – there is a growing need for a gender-sensitive urban data revolution. This revolution should engage women’s perspectives, demand accessibility, services and use of public spaces, and time and space variables, intersecting with the right of women to live a safe life free of violence in all cities of the world (Falú 2017).

Beyond tokenism, for gender mainstreaming to be taken seriously by the international community, disaggregation of SDG 11 indicators must be a monitoring requirement as opposed to an optional undertaking for nation states and cities. Identifying the appropriate levels of disaggregation that supports the recognition of key trends in women’s exclusion in cities and urban centres, requires political will and intense methodological work. This, however, is possible to achieve, as has been demonstrated by cities such as Umeå in Sweden (URBACT 2020) and Vienna in Austria (Kail 2019).

From a nested system perspective, the uneven coverage of gender across targets and indicators at the international level impacts on the local level, where urban planning and design decisions reinforce a system of norms and practices that drive gendered social and economic inequities (Escalante, Valdivia 2015, World Bank 2020). According to the UN-Habitat Urban Indicators programme, over 60 per cent of local authorities recognise that they do not have appropriate means and tools to understand urban dynamics and challenges with accurate data and information (2019). This means that in many cities around the world, planners and decision-makers are operating in an environment of ambiguity, creating policies and allocating resources to urban interventions without a clear understanding of the needs and demands of half of their population.

Table 3. The SDG 11 targets identify key factors that must be addressed to make cities more sustainable, inclusive, resilient and safe

Women have a transformative role to play in all urban targets through new narratives	
	11.1 safe and affordable housing and basic services
	11.2 safe, sustainable transport systems
	11.3 inclusive urbanisation and participatory, integrated planning
	11.4 cultural and natural heritage
	11.5 resilience to disasters
	11.6 reduced environmental impact of cities
	11.7 green and public spaces
	11.a rural-urban linkages
	11.b integrated policies and plans
	11.c financial and technical support for sustainable and resilient buildings

Source: UN (2015).



## Discussion – New Narratives Shaping Urban Space

This section explores new narratives and matrixes of meaning underpinning the much needed shift of women from being ‘the planned’ ones (Greed, 2005) towards spatial boldness in appropriating and shaping the urban space (Bondi & Rose, 2003). It adopts target 5.5 “Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life” as a parameter to measure against SDG 11 targets.

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### Target 11.1: Safe and affordable housing

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UN definition: By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums.

Indicator 11.1.1. The proportion of urban population living in slums, informal settlements or inadequate housing.

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Where cities are designed ‘by men and for men’, women face multiple disadvantages, such as a greater risk of being left out of safe and affordable housing and other residential provisions (target 11.1). This is illustrated by the growing proportion of female-headed households in slums and feminisation of urban poverty (Chant 2010). Without safe ground underfoot and a roof over their heads, women lack the foundation to pursue healthy, productive and fulfilling lives. Furthermore, gender insensitive housing policies intensifies the overwhelming sense of insecurity felt by those women following the rural-urban flow of migration, as they struggle to adapt to urban lifestyles (Chant 2010). Participatory slum upgrading led by women and girls through community-managed funding in Mtwapa Township of Kilifi County, Kenya, provides an example for how this can be done (UN-Habitat 2017).

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### Target 11.2: Affordable and sustainable transport systems

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UN definition: By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.

Indicator 11.2.1 is the proportion of population that has convenient access to public transport, by sex, age and persons with disabilities.

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SDG 11 recognises the need for critical urban infrastructure to be low-emission, resource-efficient and resilient. More specifically, target 11.2 calls for universal access to safe, affordable, accessible, and sustainable transport systems – which have direct environmental impacts on resource use, air quality and climate. Women represent the largest share of public transport users around the world (Carvajal, Alam 2018, Crass 2020). Therefore, engaging women in sustainable transport decisions can make their views for safety, security and comfort considered and resource-efficient systems, a reality with a direct impact on carbon emissions. To start with, innovative methods that promote gender-disaggregated data collection and analysis, should be encouraged (Crass 2020) to build a better

evidence base for gender sensitive planning and policy decisions in transport systems (ITF 2019).

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Target 11.3: Inclusive and sustainable urbanization

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UN definition: By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries.

Indicator 11.3.2 is the proportion of cities with a direct participation structure of civil society in urban planning and management that operate regularly and democratically.

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Quality participation by women, is vital for sustainable development and the successful design and implementation of integrated spatial and urban planning and management. Target 11.3 is an important indicator in this regard as it measures voice and the influence exercised by people, communities and civil society, including grassroots and informal sector organisations in urban planning and management. Participatory, transparent, accountable urban planning and management, and the creation of an enabling environment for women to engage and claim their space in cities, are important steps in bridging the historic gender gap in urban planning. According to available data compiled by UN-Habitat, around 46 countries in all regions possess data relevant to indicator 11.3.2, which includes participation in activities such as public consultations, participatory budgeting, elections and local referenda, protest and demonstrations, social media campaign, public hearings, neighbourhood advisory committees, town hall meetings, and formal petitions. This data collection exercise has its limitations and should aim to establish procedures for data disaggregation by gender and other social-economic considerations, to identify which groups of people, if any, are not being engaged or are marginalised.

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Target 11.4: Protect the world's cultural and natural heritage

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UN definition: Strengthen efforts to protect and safeguard the world's cultural and natural heritage.

Indicator 11.4.1 is the total expenditure (public and private) per capita spent on the preservation, protection and conservation of all cultural and natural heritage.

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Target 11.4 calls for more vigorous efforts to protect and safeguard cultural and natural heritage. Cities are rich in cultural heritage drawing significantly on intangible heritage such as crafts, music, dance, visual arts, traditional cuisine, and theatre, that are often an integral aspect of historic urban areas (Hosagrahar 2017). While women are privileged reproducers of the intangible cultural heritage of their communities, the time has come for their contribution to be unchained from its association with the 'traditional' arts and crafts, treated as the inferior partner in the 'modern/traditional' dichotomy (UNESCO 2001). The creation of space and promotion of employment for women in both tangible and intangible aspects of culture and creativity is inherent to this SDG target. Concerning natural heritage, engaging women to effectively participate in decision-making processes strengthens biodiversity conservation (Council of Europe 2017).

Target 11.5: Reduce the adverse effects of natural disasters

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UN definition: By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations

Indicator 11.5.1 is the number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population.

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Target 11.5 calls for increased investment in disaster risk resilience strategies, policies and interventions by both local and national governments with a focus on reducing economic loss and loss of life resulting from disasters. WHO affirms that globally, natural disasters such as droughts, floods and storms kill more women than men, and tend to kill women at a younger age (2010). This is particularly the case for women living in marginal conditions and facing a disproportionate daily burden of infrastructural needs in urban and peri-urban areas (Chant 2010). In the context of early warning systems and hazard management, women's resilience and women's networks are particularly important in the process of household and community recovery following disasters (IPCC 2007). This is the case of Khulna and Bagerhat districts in Bangladesh where women play a key role in disaster preparedness and recovery (East 2017). Thus, increased focus on collecting data on gender bias in reporting fatalities during urban disasters, as well as policies and actions across the gender-disaster development nexus are key to creating lasting resilience in the urban environment.

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Target 11.6: Reduce the environmental impacts of cities

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UN definition: By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management.

Indicator 11.6.1 is the proportion of urban solid waste regularly collected and with adequate final discharge out of total urban solid waste generated, by cities.

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Target 11.6 explicitly calls on countries to reduce the per capita environmental impact of cities, including by paying particular attention to waste management. This target has a direct relationship with women's consumption patterns and the localisation of the economy. Whilst in the global north women have the responsibility for reducing overconsumption and avoiding overuse of natural resources, those in the global south are also key in shifting production processes and diminishing waste production. Women of Waste is an International Solid Waste Association Task Force created by women to advocate and spotlight women's work and achievements in the solid waste management sector. The waste management industry may endeavour to recruit a diverse workforce in all stages of collection, trade and recycle paving the way for women to contribute their view and make decisions in waste collection systems (Godfrey et al. 2018).

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 Target 11.7: Provide access to safe and inclusive green and public spaces
 

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UN definition: By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities.

Indicator 11.7.1 is the average share of the built-up area of cities that is open space for public use for all, by sex, age and persons with disabilities.

Indicator 11.7.2 is the proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months.

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Women have equal rights to the city, and their safety in public spaces is crucial for sustainable urbanisation (Beebejaun 2016). Target 11.7 calls for universal access to safe, inclusive and accessible green and public spaces which, among other things, provide the social space for women and girls to interact, with associated mental and physical health benefits (WHO 2016). Green and public parks capture the complexity of women and girl's engagement in urban recreational spaces. Design, management and upkeep of green and public spaces have a direct impact on the sense of safety of those who identify as women and girls of all demographics, races and socio-economic groups (Kalms 2017). Women often experience shuttered or non-existent public restrooms and unlit parks (WHO 2016) as a consequence of local decision makers putting technical, economic and aesthetic solutions ahead of defining the needs of people using the space (Kail 2019). By including women in the designing of public spaces, we can ensure that their perspectives are embedded, and their needs are met.

## Conclusion

This paper argues that not only are urban spaces gendered, but so are urban policies and international accords. Despite being a fundamentally interdependent set of global priorities and objectives (Nilsson et al. 2017), the SDG framework is informed by a paradigm where cities are developed from a male perspective to 'include' the weak in society encompassing 'women, children, elderly and disable'. This analysis exposed the gaps between text and discourse and a vacuum in disaggregated data in the realm of urban targets. It also revealed the greater potential that might spring from the fertile edges between SDG 5 and SDG 11.

The lack of institutional connectivity between SDG 5 and SDG 11 at target level, and the absence of appropriate data at indicator level, evidence that the SDG framework as a whole does not provide a springboard for women to assume equal and meaningful participation in urban planning. Furthermore, gender stereotypes are embedded in the language of policy documents, such as the SDG 11 Fact Sheet seen in the 2019 SDG Report by the United Nations, depicting urban plans being led by an archetypal male figure (UN 2019).

The United Nations system recognises that data disaggregation is essential for responding effectively to the imperative for social inclusion, as emphasised in the 2030 Agenda. This paper probes whether this is only a question of social inclusion or rather one of enablement. De Beauvoir (1949) claims that it is women themselves who are best suited to elucidate the position of women in society. The

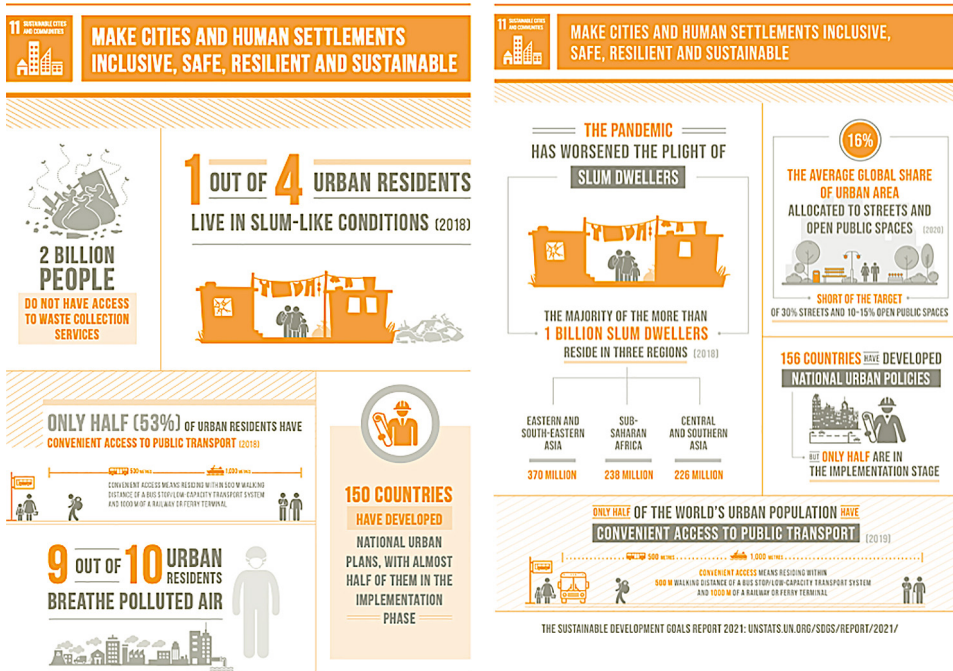


Fig. 2. SDG 11 Fact sheets depicting urban plans being led by iconic male figures  
 Source: UN (2019), UN (2020).

additive approach to addressing exclusion lacks transformative power, therefore this paper questions who includes who, and from whose perspective? In response to this shift in paradigmatic perception, further research may develop a framework of enablement by women for women to take their rightful place in urban decisions. For Bridge and Watson (2002) there is no single narrative of a city, but many story-lines build and shape cities in myriad ways. Further research could investigate the multiple ways in which women are etching previously unrecorded narratives into the contemporary urban canvas.

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## Niwelowanie różnic płci w planowaniu miast – w poszukiwaniu spójności polityk pomiędzy SDG 5 i SDG 11

**Zarys treści:** Planowanie miast ponosi historyczne konsekwencje nieuwzględniania różnic płci w teorii, polityce i praktyce. Podczas gdy niektóre badania koncentrowały się na tym, w jaki sposób planowanie miast nie odpowiada na potrzeby i perspektywy kobiet, koncepcja „luki płci w planowaniu miast” pozostaje niedostatecznie reprezentowana w sferze teoretycznej i w zastosowaniach praktycznych. Przyjmując perspektywę krytycznej analizy systemów, należy stwierdzić, że celem tego artykułu jest zbadanie, w jakim stopniu cele zrównoważonego rozwoju ONZ (Sustainable Development Goals – SDG) wspierają równe i znaczące uczestnictwo kobiet w planowaniu miast lub im je utrudniają. Aby to zrealizować, niniejszy artykuł przedstawia najpierw przegląd istniejących ram conceptualizacji współzależności SDG, po czym przechodzi do systematycznego badania powiązań między SDG 5 „Równość płci” i SDG 11 „Zrównoważone miasta i społeczności”. Następnie analizuje, dlaczego w ramach SDG 11 kobiety umieszcza się wśród wrażliwych segmentów społeczeństwa wymagających ochrony obok dzieci, osób starszych i osób niepełnosprawnych. W podsumowaniu podkreślono, że nacechowanie płciowe mają nie tylko przestrzenie miejskie, ale także polityka miejska i porozumienia międzynarodowe. W oparciu o te ustalenia artykuł proponuje nowe narracje podkreślające współzależności między kobietami a miastami, które, jeśli zostaną przyjęte, mogą wypełnić historyczną lukę między płciami w planowaniu miast.

**Słowa kluczowe:** luka płci w planowaniu miast, SDG 5, SDG 11, spójność polityk