

# II Plan for Gender Justice 2021- 2025



**Plan**  
September 2021

**Fourth Deputy Mayor's  
Office for Social  
Rights, Global Justice,  
Feminism and LGBTI  
Affairs.**



**Ajuntament  
de Barcelona**

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**II Plan for Gender Justice 2021-2025**  
**September 2021**

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Barcelona has a long history in the deployment of gender justice policies that, together with the city's associative network, have enabled progress to be made in reducing inequalities between men and women, a circuit of attention to be provided to women and those who find themselves in a situation of gender violence and which have ensured that the city is a leader in terms of awareness-raising and prevention.

The **I Plan for Gender Justice** emphasised the feminist perspective as a central axis in public policies, and specifically in local policies. This is the only way to bring about a profound change in the ways of doing politics and in the prioritisation of the issues that concern us.

This has brought about a change of outlook. It has meant working in a participatory manner, valuing and strengthening citizen and community contributions and reviewing and redefining the different policies to ensure that they do not reproduce or exacerbate gender biases or any other type of bias in their deployment. We have come a long way in this regard, but more need to be done.

The health emergency caused by Covid-19 has led to a serious social and economic crisis that is surely the most important that our generation will experience. The consequences of the pandemic and the measures taken have impacted women and men very differently. Inequality has become more evident in areas such as health, since women have been more exposed to contagion; in the area of unpaid work and caregiving, where women have suffered a clear overload of tasks; and in the area of paid work, where there has been an increase in female unemployment, among others.

This situation must be reversed. That is why we are promoting the **II Plan for Gender Justice**. Today it is more necessary than ever to promote policies that put caregiving at the centre and that make us move towards a more feminist, more equitable and more diverse Barcelona.

**Ada Colau Ballano**

Mayor of Barcelona





Barcelona's first Plan for Gender Justice 2016-2021 represented a before and after in the city's feminist policies. This Plan took on board the lessons learned from previous gender equality policies and from a feminist movement that was already growing at that time. The I Plan for Gender Justice placed at the heart of feminist policies the diversity of women, the need to act on various dimensions of society (economy, culture, politics...), the importance of fighting against class inequalities and the intersectional perspective. Five years later, we can be satisfied with a very high degree of achievement of the objectives of the 2016 Plan: we have deployed pioneering and ambitious policies in areas as diverse as parity within the City Council, the fight against the feminisation of poverty and the precariousness suffered by many women, the defence of rights and the introduction of the feminist perspective in urban planning.

We have made considerable progress, but we need to go further. The feminist movement reminds us that gender violence is still a painful and widespread reality, that precariousness has a woman's face, that our cities have been designed with men's eyes, that care tasks are very unequally distributed. This is why the new Plan for Gender Justice is an ambitious roadmap, drawn up on the basis of the lessons learned in recent years and with the vital contributions of the many feminist groups that have fed into the participatory process set in motion to draft the Plan.

The II Plan for Gender Justice in Barcelona sets out a series of objectives to enhance the feminist transformation of the institution. Recruitment, budgets or the organisation of the City Council have been accredited as key tools to promote a more feminist city. The second axis of action is the economy: without economic equality, we cannot speak of real equality or freedom, therefore the fight against the feminisation of poverty and precariousness must be central to the City Council's feminist agenda. The promotion of women's rights is an extremely broad field, ranging from the fight against gender violence, the promotion of gender equality in sport, culture and memory to the work to build open, plural and diverse masculinities. Finally, the 2021-2025 Plan will promote feminist urbanism, promoting more liveable, close-knit and greener neighbourhoods.

The Plan is a long-term planning tool that aims to respond to a social and economic crisis that, like all crises, is particularly affecting women, while at the same time, establishing a demanding and realistic agenda to make Barcelona an increasingly feminist city. A city in which women have equal rights, a city that is more liveable and fairer for all the people who live there.

### **Laura Pérez Castaño**

4th Deputy Mayor's Office: Area for Social Rights,  
Global Justice, Feminism and LGBTBI Affairs

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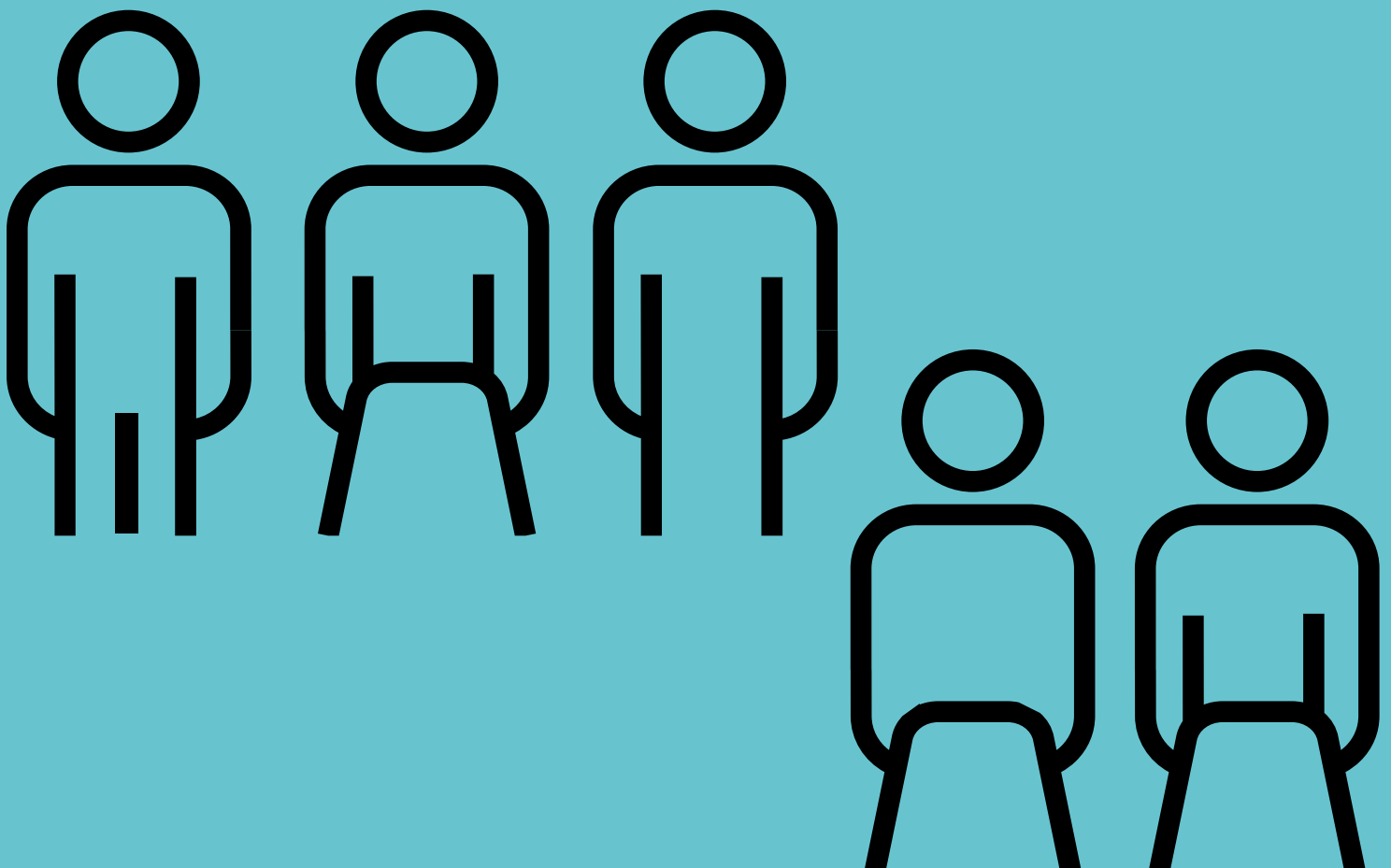
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# 01 Introduction

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The Plan for Gender Justice 2021-2025 takes over from its predecessor with the aim of becoming Barcelona City Council's fundamental instrument of action for the elimination of gender inequalities in the city. In this sense, this plan takes up the achievements and lessons learned from the previous plan and, with a desire for continuity but going beyond it, once again places the emphasis on the concept of "gender justice".





In this way, the horizon set out in the previous plan remains valid: that of a just and equitable society from a gender perspective where all citizens can live in conditions of equality; where women can live full lives in a city that listens to us and where we can decide; where housework and care work is recognised and distributed in a balanced way; where everyone can feel and love freely and where boys and men have different models of masculinity to choose from. Therefore, the plan will have to address different dimensions: social, economic, cultural and political. A city in which we reduce the feminisation of poverty and precariousness; where lives free of violence are possible; where neighbourhoods respond to our daily needs; where sustainability and ecofeminism are the paths that mark the economic model to be promoted, etc. All of this, taking into account our sexual, gender, cultural, religious, functional or origin diversity.

The Plan for gender justice 2021-2025 responds to **article 6 of the Regulation for gender equality in Barcelona City Council, which establishes the obligation to have a city plan on gender policies, setting the minimum contents and the process of development, implementation, monitoring and evaluation.** In accordance with the Regulations, therefore, the Plan for Gender Justice 2021-2025 is the planning tool for gender equity policies and, therefore, for the deployment of gender mainstreaming in the institution and in all municipal policies. **The plan thus involves the entire council and is the result of the consensus of all the areas involved.**

The breadth of the Plan for Gender Justice 2021-2025 is evident in its division into **four strategic axes, each with its corresponding areas.** The first axis, “Institutional Change”, is aimed at continuing to work on changing the practices and culture of Barcelona City Council in order to guarantee the incorporation of the gender perspective in all its mechanisms and instruments of public management. It is, therefore, an internal work axis of the institution. The other three, “Economy for Life and the Organisation of Time”, “City of Rights” and “Close-knit and Sustainable Neighbourhoods”, are aimed at promoting public policies that transform gender inequalities in the city. Specifically, the axis “Economy for life and organisation of time” aims to ensure good material and economic living conditions for women. The axis City of Rights aims to guarantee women’s rights, focusing on social, cultural and representation-related aspects. Finally, the axis “Close-knit and Sustainable Neighbourhoods” focuses on building more sustainable neighbourhoods that put everyday life at the centre and make neighbourhoods more egalitarian and safer.

It is this very broad nature of the Plan for Gender Justice 2021-2025 that makes it an **umbrella for sectoral plans and programmes** that implement its objectives but **are more specific in nature.** This is the case for the following government plans, strategies and measures:

- **Strategy against the feminisation of poverty and precariousness (2016-2024).**
- **Strategic plan against sexism in the city 2017-2022.**
- **BcnFemTech government measure for gender equality in the ICT sector (2021- 2023).**
- **Feminist Economy government measure: to improve the economic, social and working conditions of the most feminised and precarious jobs.**

- **III Barcelona City Council's Plan for equal opportunities between women and men 2020-2023.**
- **Government measure Adding Alliances: Barcelona, a city free of gender violence.**
- **Government measure Urban planning with a gender perspective. The urban planning of daily life.**

The Plan for Gender Justice 2021-2025, moreover, is defined in a **context characterised by the effects of the Covid-19 pandemic** in which multiple crises are occurring at the same time -health, economic, the sustainability of care work, environmental, etc. -, which have an impact yet to be measured in terms of inequality between women and men. There is a decline in living standards, a looming ecological disaster, wars that devastate everything, mass migrations, racism and xenophobia, loss of hard-won social and political rights.

In other words, the plan is developed at a time of some uncertainty about the context and the future situation in which it will have to be implemented. However, and precisely because of the intuition of what the socio-economic crisis derived from Covid-19 may mean in terms of setbacks in gender equality (CARE International, 2020), this impact is addressed in all parts of the plan through the flexibility and willingness of the City Council to adapt to whatever reality may arise.

Moreover, even before the outbreak of the pandemic, but reinforced by the crises that have resulted from it, there has been an increase in **populist and demagogic narratives that cast doubt on the need to fight for gender equality** and against gender violence. These are narratives that question important elements and values on which democracy, coexistence and equality between people are based, and that reinforce gender prejudices and the bases of heteropatriarchy but also of classism, racism, LGBTBI-phobia, etc. The Plan for Gender Justice 2021-2025, therefore, is built on the importance of persevering in the values and principles of action against all forms of discrimination, with the will to address the roots of this situation. It emphasises the defence of the needs and rights of the majority: of poor and working-class women, of racialised and migrant women, of queer, trans or disabled women, of women who are encouraged to be considered "middle class" while being exploited by capitalism. It puts the accent on all the exploited, dominated and oppressed people with the aim of bringing about improvements for all citizens.

A second major challenge of the Plan for Gender Justice 2021-2025 is that of **territorialisation**. In this sense, it is understood that it is vital that the strategic perspective is also focused on the territory since the governance of municipal policies for gender equality from a local level offers a better response to the needs of all people. It is therefore based on the principle that local governments, as the administration closest to the citizens, have the responsibility to reach all neighbourhoods.

The third and final challenge is **intersectionality**. In accordance with the provisions of Article 6.1 of the Regulation for gender equality in Barcelona City Council, according to which “the plan should pay special attention to variables such as age, national origin, social class, religious convictions, ethnicity, functional diversity, identity, gender expression or sexual orientation and contemplate the needs that specifically affect the person and the different groups generating situations of multiple discrimination”, the Plan for gender justice 2021-2025 sets itself the challenge of applying the intersectional perspective both in its diagnosis and in its objectives and actions. In this sense, the implementation of intersectionality remains a challenge for public administrations (La Barbera *et al.*, 2020). However, some aspects of organisational capacity have been identified that improve its implementation such as the existence of specialised structures, the allocation of economic resources and trained people, as well as the establishment of accountability mechanisms (Espinosa Fajardo, 2018; Alfama and Guillén 2017; Lombardo *et al.*, 2017). All these elements are considered in this plan for gender justice 2021-2025.

The **term** of the Plan for Gender Justice begins with its submission to the City Council and ends in December 2025. It is, therefore, a period of just over 4 years that has been organised in two stages, precisely in response to the need for flexibility and adaptation of the plan’s actions to the context that may arise. Thus, a first implementation programme has been defined for the period 2021-2023 and a second covering the years 2024 and 2025.

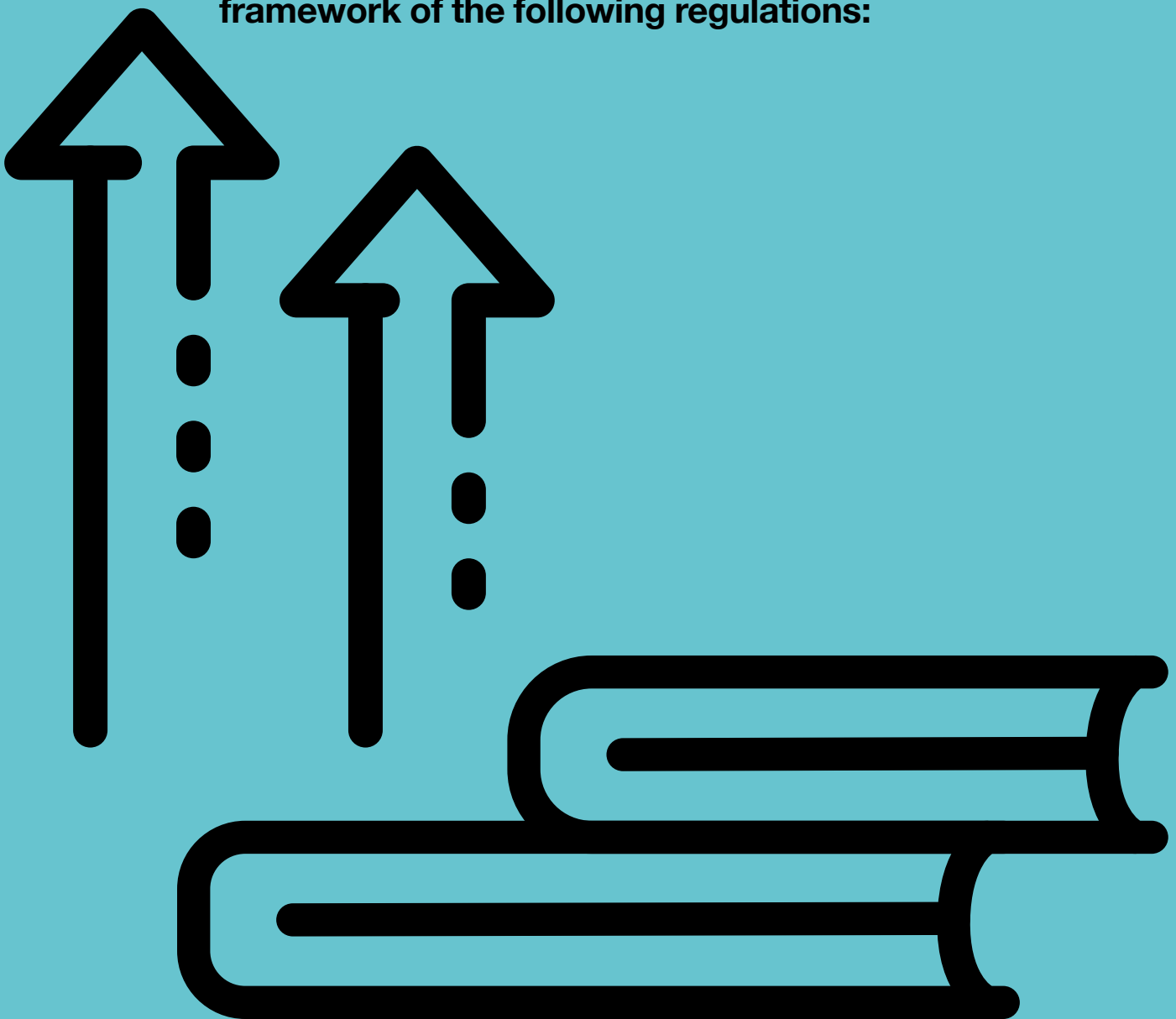
The following section outlines the regulatory framework within which the Plan for Gender Justice 2021-2025 falls, as well as the achievements and lessons learned from previous plans, which this new plan draws on and takes over from. The following is a schematic description of the development process. It then sets out the six guiding principles that guide the plan. Detailed below are the axes the plan is structured into, the areas into which each axis is organised and the objectives set for each of these areas. Finally, the system of governance, transparency, monitoring and evaluation of the plan is described.

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# 02 Regulatory Framework

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Based on all the advances and regulatory background that during the second half of the 20th century and the beginning of the 21st century were approved at a European and international level, at a state, Catalan and municipal level, the Plan for Gender Justice 2021-2025 falls within the framework of the following regulations:



## 1985

Law 7/1985, regulating the bases of local government

**Law 7/1985, which regulates the bases of local government**, establishes that municipalities can carry out complementary activities within the framework of policies for the “promotion of women”.

## 1998

Municipal Charter of Barcelona

The **Municipal Charter of Barcelona** of 1998, which specifies that Barcelona City Council must promote all actions and services that facilitate the integration and participation of women in society, and avoid discrimination based on sex.

## 2006

Statute of Autonomy of Catalonia of 2006

The **Statute of Autonomy of Catalonia of 2006**, which states that public authorities must guarantee compliance with the principle of equal opportunities between women and men, as well as mainstreaming the gender perspective in all public policies.

## 2007

Organic Law 3/2007, of 22 March, for the effective equality of women and men

Organic **Law 3/2007, of 22 March, for the effective equality of women and men**, which specifies that local entities must integrate the right to equality in the exercise of their competences.

## 2008

Law 5/2008, on the right of women to eradicate gender violence

**Law 5/2008, on the right of women to eradicate gender violence**, which establishes the competences of municipalities in the provision of services of the Network for Comprehensive Care and Recovery from gender violence.

## 2014

Law 11/2014, of 10 October, to guarantee the rights of lesbian, gay, bisexual, transgender and intersex people

**Law 11/2014, of 10 October, to guarantee the rights of lesbian, gay, bisexual, transgender and intersex persons and to eradicate homophobia, biphobia and transphobia**, which also obliges local authorities to guarantee the right to equality and non-discrimination on grounds of sexual orientation, gender identity or gender expression, in both public and private spheres over which local authorities have powers.

## 2015

Law 17/2015 of 21 July on the effective equality of men and women

**Law 17/2015, of 21 July, on effective equality of women and men**, which in its article 6 determines the functions of local authorities in the exercise of their powers in the area of gender equality policies and specifies that they must design, approve, implement and evaluate equality plans.

## 2018

Regulation for gender equality in Barcelona City Council

**Regulation for gender equality in Barcelona City Council** approved by the plenary of the City Council on 21 December 2018, establishing the minimum contents and the process for the development, implementation, monitoring and evaluation of city-level gender plans and policies.

## 2020

Law 17/2020, of 22 December, amending Law 5/2008 on the right of women to eradicate gender violence

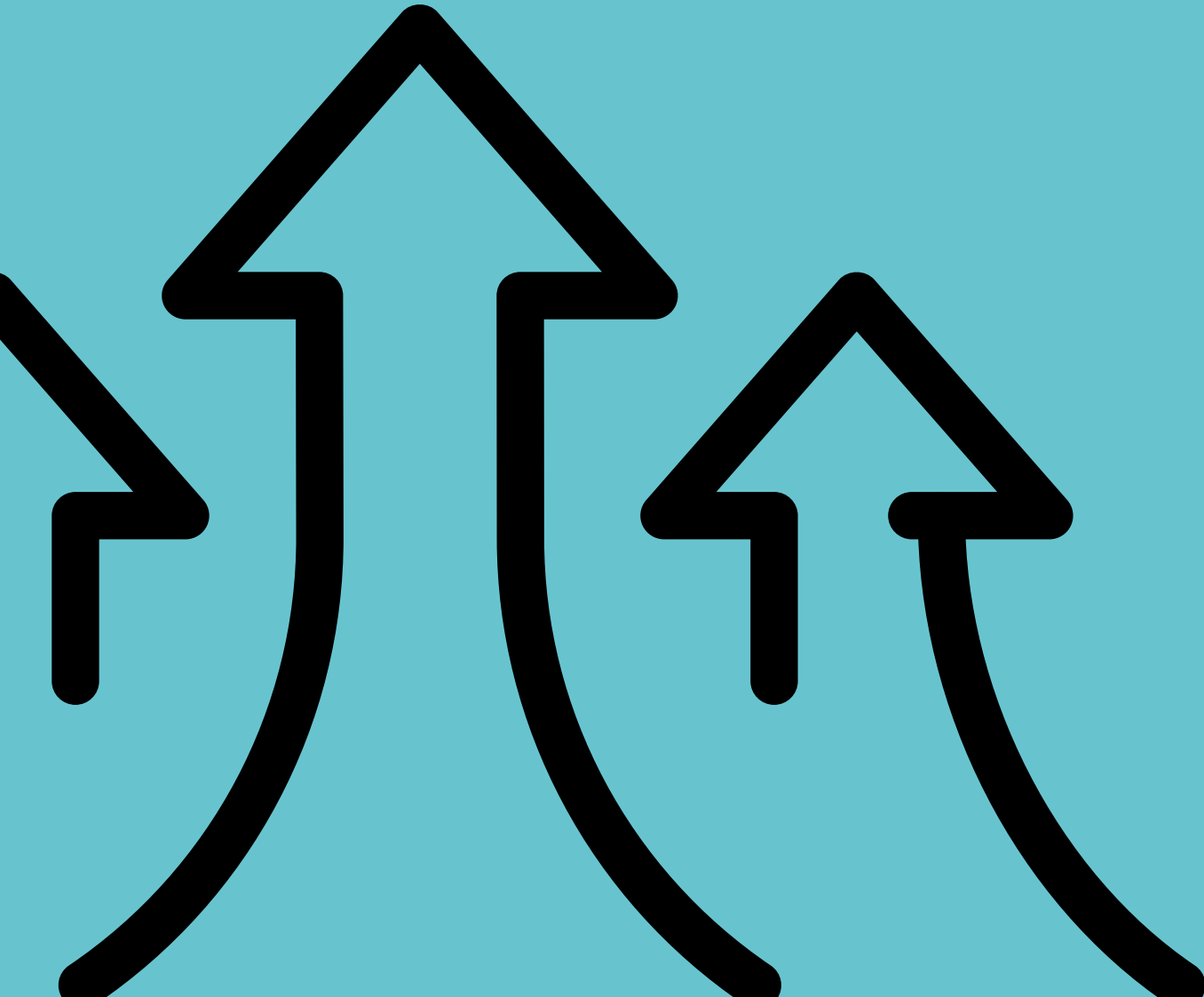
**Law 17/2020, of 22 December, amending Law 5/2008 on the right of women to eradicate gender violence**, which, among other things, includes new groups, incorporates new forms of violence and new areas where it occurs and establishes that public administrations must develop a model of assistance that aims to establish the framework for their actions to ensure that women are not subjected to secondary victimisation.

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# 03 Achievements and Lessons Learned from Previous Plans

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The Plan for Gender Justice 2021-2025 builds on the achievements and lessons learned from the previous plan, as detailed below.

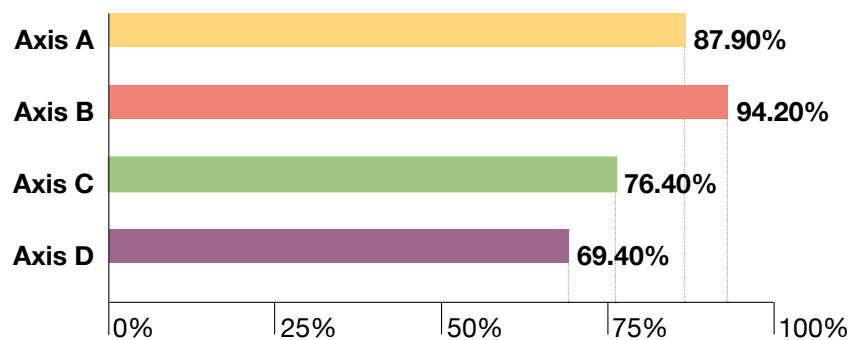


### 3.1. Contribution to objectives under the Plan for Gender Justice 2016- 2020

The Plan for Gender Justice 2016-2020 meant a boost for and the effective deployment of the gender mainstreaming strategy in Barcelona City Council, as evidenced by the fact that **60 organisational units** from all sectoral areas and districts, as well as autonomous bodies, public business entities and consortia, have participated in its implementation.

**80.6% of the 585 planned actions** were implemented, with axes A. “Institutional change” and B. “Economy for Life and the Organisation of Time” showing higher levels of execution.

Level of Implementation by PGJ Axes



Most of the **objectives of the Plan for Gender Justice 2016-2020** (68.5%) **were achieved**, with axis A. “Institutional Change” having the highest level of achievement, with 93.3% of objectives achieved. This shows the great progress in gender mainstreaming within the City Council, since it is the axis that promotes an organisational change to promote good governance in terms of gender equality, incorporating the gender perspective into the operation, processes and culture of the council. The level of achievement of objectives in the other axes, which are those that work towards the elimination of gender inequalities in the city by making gender equality a cross-cutting priority in all municipal policies, is between 54% and 71%<sup>2</sup>.

Thus, the Plan for Gender Justice 2021-2025 must build on the institutional change set in motion in the previous plan and strengthen the incorporation of the gender perspective into all municipal policies aimed at citizens in order to continue moving towards the elimination of gender inequalities in the city.

1 Out of a total of 54 objectives, 37 were achieved, 5 were not achieved and for 12 the objective indicator could not be calculated.  
2 Specifically, in axis B, 5 objectives were achieved (54.2%) and 3 could not be calculated. On axis C, 13 (62.5%) were achieved, 2 were not achieved and 9 could not be calculated and on axis D, 5 (71.4%) were achieved while 2 were not achieved.

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## 3.2. Lessons Learned from Previous Plans

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**The implementation of the Plan for Gender Justice 2016-2020, as well as the Government Measure for a Democratisation of Care (2017-2020) and the Strategy against the feminisation of poverty and precariousness (2016-2024) that have been recently evaluated<sup>3</sup>, offer a set of knowledge and possibilities for improvement for the current plan, which are summarised in the following aspects and which we have tried to incorporate:**

- 1. The convenience of carrying out a broad participative process with thematic sessions, both with citizens and with the entities that defend women's rights, political and technical profiles from all areas of the city council and all the districts of the city.**

On the basis of this recommendation, the process of developing the plan, as explained in section 4, consisted of technical roundtables and working meetings with 64 bodies and districts of the City Council, in an extensive process of citizen participation involving feminist groups, women's organisations and individual citizens and political validation of the contents of the plan.

- 2. The importance of advancing in the incorporation of an intersectional perspective, grounding it and making it operational.**

Intersectionality has become both a challenge and a guiding principle of this plan. In order to operationalise it, it has been incorporated both in the contents and in the process of developing the plan. Thus, all the technical diagnosis roundtables have had the participation of the Directorate of Feminism and LGTBI Services, Children, Youth and the Elderly, Immigration and Refuge, Citizenship, the Department of Interculturalism and Religious Pluralism and the Municipal Institute for People with Disabilities.

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<sup>3</sup> In the case of the EFPP, this is an intermediate evaluation, while in the other two cases it is the final evaluation.



**3. The need to define ambitious but at the same time realistic and measurable objectives and more concrete actions.**

In order to be able to measure the progress and achievements of the plan, it is necessary to define objectives that, although ambitious, are framed within the municipal competencies and are quantifiable. Thus, an effort has been made to formulate a maximum of three objectives per area<sup>4</sup>, ensuring that they are realistic and measurable. In addition, work has been done to define and specify actions taking into account the main needs in terms of gender justice in the city.

**4. The appropriateness of defining a monitoring and accountability strategy to improve the monitoring, transfer of information and coordination of the plan.**

For the current plan to be a roadmap shared by the whole city council, it is also necessary to promote communication and create spaces for participation, work and coordination during its implementation. Thus, on the one hand, a governance model has been proposed which, as described in section 7, involves both political and technical areas of the City Council and districts of the city and the Women's Council of Barcelona in the monitoring. On the other hand, a system for monitoring the implementation of the plan has been defined (see section 8), with an annual monitoring report on city actions during the first quarter of each year and a biennial report on district actions, which will be presented to the governance bodies. In order to prepare the reports, annual follow-up meetings are planned with the different bodies involved in the plan, which will improve the transfer of information (especially in the event of changes in the teams which, over the four years of the plan, are quite common). Coordination with districts has also been improved during the implementation of the plan, as detailed in section 8.

**5. The importance of defining feasible, measurable indicators with realistic objectives or expected results.**

In order to be able to evaluate the results and the degree of achievement of the plan's objectives, it is necessary to have a system of indicators that is viable, applicable, that can be calculated with the available sources and that incorporates realistic objectives or expected results, since, otherwise, partial and not very robust results would be obtained. For this reason, a system of indicators has been defined for the current plan which, following the above guidelines, as described in section 8, will contain indicators for the objective, execution and results of the actions, which will be collected periodically.

**6. The need to resource the deployment of the plan.**

To ensure a good implementation of the plan, it is essential to quantify and foresee the resources that will be needed to develop the planned actions. In this regard, the budget and resource guarantee has been configured as one of the guiding principles of the plan. For the current plan, an exercise has been carried out with each body involved in order to calculate the resources needed to implement each planned action and then be able to make budgetary provisions for it.

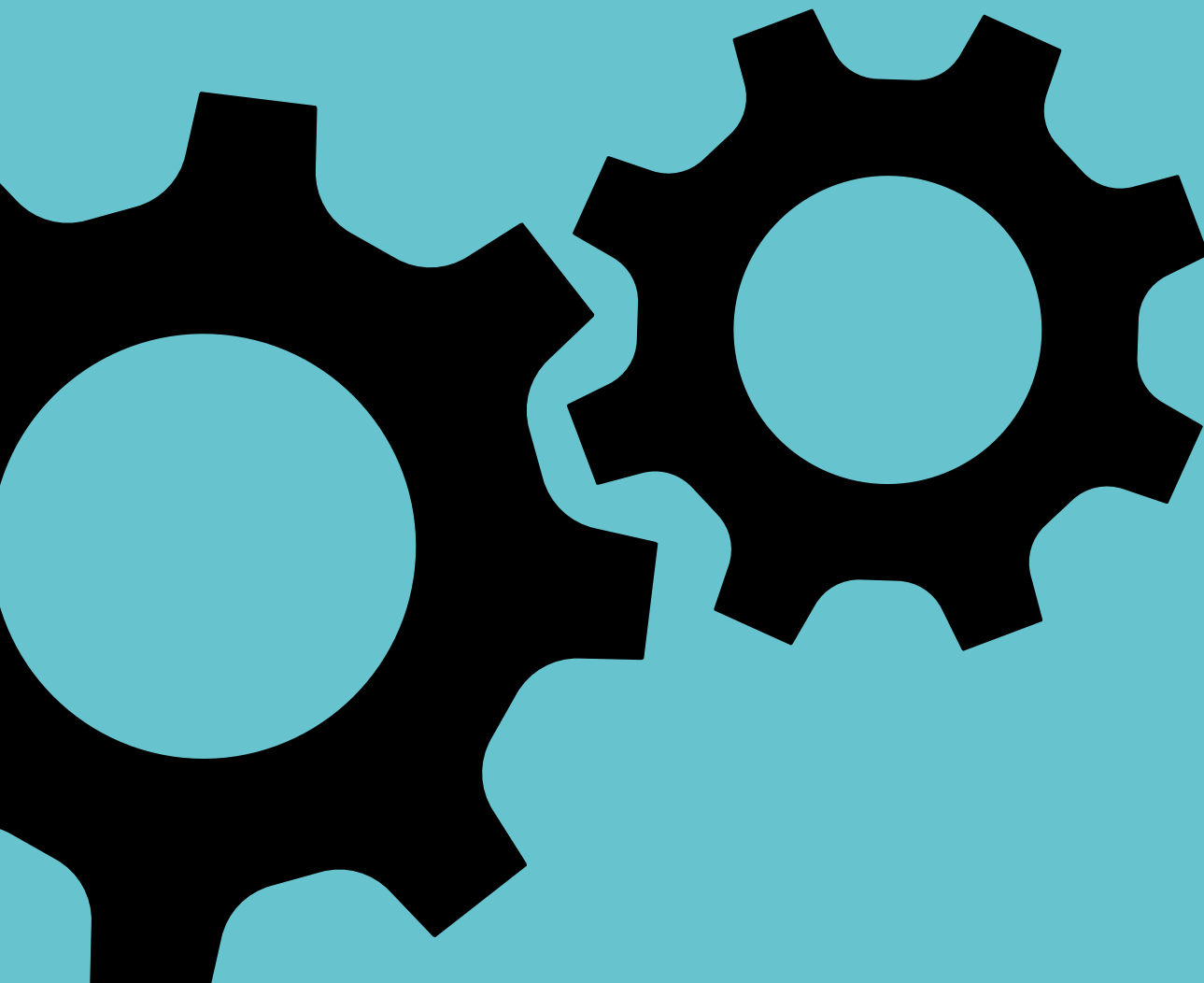
4 In the areas of Coeducation and Science, Violence-free lives, Sexual and Gender Diversity and Proximity: services and facilities in the neighbourhoods, due to their scope and dimensions, there are more objectives.

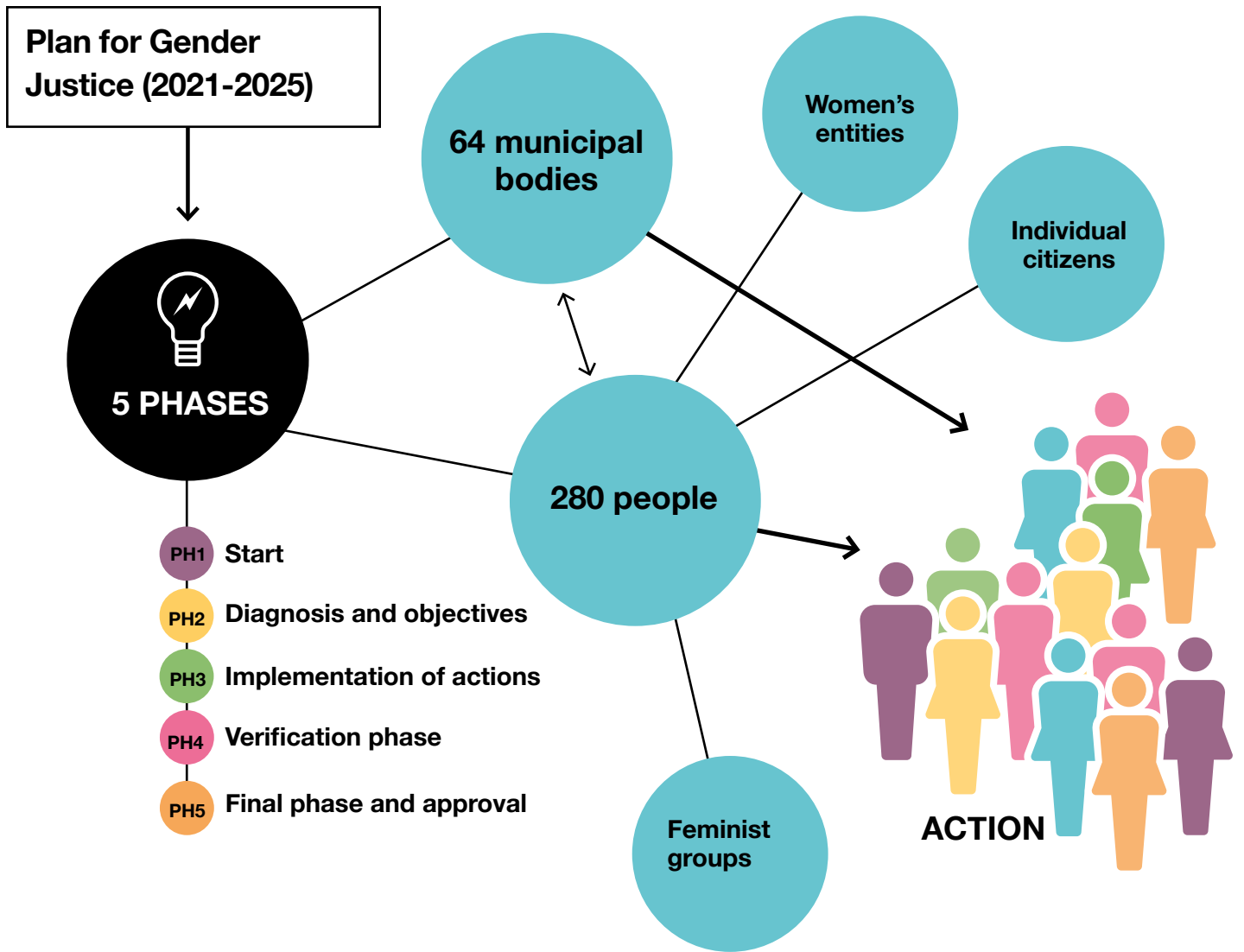
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# 04 Preparation process

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**The Plan for Gender Justice (2021-2025) has been developed following a work process divided into 5 phases that have involved 64 different municipal bodies and 280 people from feminist groups, women's organisations and individual citizens.**





**PH 1. Start** →

- Initial approach and validation of the structure and contents of the plan.
- Approach and validation of the work process for its development.

→ 1 March - 15 April 2021

**PH2. Diagnosis and objectives** →

- Intersectional diagnosis and definition of objectives for each area.

Collection of documentary information (quantitative and qualitative).

→ 15 April - 15 June 2021

Internal work with all the areas, bodies and districts involved.

## 5 interdepartmental technical roundtables:



### Roundtable 1

#### Economy for life and the organisation of time.

→ 4 May



#### 15 participating bodies

- Third Deputy Mayor's Office for the 2030 Agenda, Digital Transition, Sports and Territorial and Metropolitan Coordination.
- Fourth Deputy Mayor's Office for Social Rights, Global Justice, Feminism and LGBTI Affairs.
- Commissioner for Digital Innovation, e-Government and Good Governance.
- Directorate for Gender Services and Time Policies.
- Directorate of Ageing and Care Services.
- Directorate of Social Innovation.
- Barcelona Care Space.
- Feminism and LGBTI Services Department.
- Immigration and Refugee Services Department.
- Department of Social and Care Economy and Food Policies.
- Department for the Promotion of Senior Citizens.
- Municipal Institute for Persons with Disabilities (IMPD).
- Barcelona Activa.
- City Development.

### ROUNDTABLE 2

#### City of Rights I. Areas of Sports, Coeducation and Science, Culture and Collective Memory and Life Cycle.

→ 5 May



#### 11 participating bodies

- Fourth Deputy Mayor's Office for Social Rights, Global Justice, Feminism and LGBTI Affairs.
- Department for Gender Services and Time Policies.
- Immigration and Refugee Services Department.
- Youth Department.
- Department of Science and Universities.
- Department for the Promotion of Women and LGBTI Rights.
- Barcelona Municipal Institute of Education (IMEB).
- Barcelona Institute of Culture (ICUB).
- Barcelona Sports Institute (IBE).
- The Barcelona Institute of Childhood and Adolescence.
- Municipal Institute for Persons with Disabilities (IMPD).

### ROUNDTABLE 3

#### City of Rights II. Areas of Health and Sexual and Reproductive Rights, Social Action, Citizenship, Migrations and Interculturality, Housing.

→ 11 May



#### 11 participating bodies

- Fourth Deputy Mayor's Office for Social Rights, Global Justice, Feminism and LGBTI Affairs.
- Citizen Rights Services Department.
- Department for Gender Services and Time Policies.
- Immigration and Refugee Services Department.
- Health Services Directorate.
- Department of Senior Citizens and the Promotion of Personal Independence.
- Department of Interculturality and Religious Pluralism.
- Youth Department.
- Department for the Promotion of Women and LGBTI Rights.
- Department of Health.
- Barcelona Municipal Institute of Housing and Renovation (IMHAB).
- Municipal Institute for Persons with Disabilities (IMPD).
- Barcelona Public Health Agency (ASPB).

### ROUNDTABLE 4

#### City of Rights III. Areas of Political and Social Participation, Violence-free lives, Global Justice and International Cooperation and Masculinities.

→ 12 May



#### 13 participating bodies

- Fourth Deputy Mayor's Office for Social Rights, Global Justice, Feminism and LGBTI Affairs.
- Manager's Office for the Area of Culture, Education, Science and Community.
- Department for Gender Services and Time Policies.
- Immigration and Refugee Services Department.
- Directorate of Global Justice Services and International Cooperation.
- Directorate of International Relations Services.
- Department of Care and Reception for Gender Violence.
- Department of Information and Care for Women.
- Department for the Promotion of Women and LGBTI Rights.
- Department for the Promotion of Children.
- Technical Programming Office.
- Office for Non-Discrimination.
- Municipal Institute for Persons with Disabilities (IMPD).

## ROUNDTABLE 5

### Close-knit and Sustainable Neighbourhoods.

→ 14 May



#### 16 participating bodies

- Fourth Deputy Mayor's Office for Social Rights, Global Justice, Feminism and LGBTI Affairs.
- Manager's Office for the Area of Culture, Education, Science and Community.
- Department for Gender Services and Time Policies.
- Immigration and Refugee Services Department.
- Children, Youth and Elderly People Services Department.
- Mobility Services Department.
- Directorate of Services of the Office for Climate Change and Sustainability.
- Prevention Services Department.
- Department of Information and Care for Women.
- Department of Prospective Studies.
- Local Facilities Network Department.
- Ethics and Internal Affairs Unit, Barcelona Guàrdia Urbana (Municipal Police Force) (GUB).
- Regulatory and Benefits Unit, Fire Prevention, Fire Fighting and Rescue Service (SPEIS/ FPERS).
- Municipal Institute for Persons with Disabilities (IMPD).
- City Development.
- Barcelona Municipal Infrastructures, SA (BIM- SA).

## Bilateral meetings with the 20 bodies involved in Axis 1 areas.

## Territorialisation Committee with Districts.

→ 29 June



#### 8 districts and 3 participating bodies

- Fourth Deputy Mayor's Office for Social Rights, Global Justice, Feminism and LGBTI Affairs.
- Manager's Office for Territorial Coordination and Proximity.
- Ciutat Vella District.
- Eixample District.
- Sants-Montjuïc district.
- Les Corts district.
- Sarrià - Sant Gervasi district.
- Horta-Guinardó district.
- Nou Barris District.
- Sant Andreu district.
- Department for Gender Services and Time Policies.

## Citizen Participation

### 4 online participation sessions

#### Session 1:

“We leave no one behind: feminist economic policies in the face of Covid-19”.

→ 26 May.

**63 people registered.**

#### Session 2:

“Voice and presence in municipal policies: how to mainstream gender?”.

→ 31 May.

**59 people registered.**

#### Session 3:

“For a city that guarantees rights: culture, memory, education and science”.

→ 1 June.

**44 people registered.**

#### Session 4:

“Urban planning and housing: urban spaces that put life at the centre, and are more just, egalitarian, safe and sustainable”.

→ 15 June.

**67 people registered.**

Page of the new Plan for Gender Justice 2021-2025 on the Decidim platform.

### PH3. Materialisation of activities

→ From 16 June to  
31 July 2021

- Proposal, prioritisation and specification of actions within each area

Bilateral internal work with all the areas, bodies and districts involved.

Citizen participation

#### Face-to-face participatory session:

“Priorities and proposals: we continue to move towards a feminist city”.  
→ 29 June.

47 people registered.

Contributions and proposals through Decidim until 30 June.

14 contributions.

### PH4. Verification phase

→ From 1 to 15  
September 2021

- Contribution to objectives under the Plan for Gender Justice for 2021- 2025

Online working session with the Women’s Council  
of Barcelona.

→ 2 September.



**PH5.  
Final  
phase and  
approval**



- **Development of the final version of the Plan for Gender Justice 2021-2025 based on all the contributions, proposals and amendments collected in the previous phases.**

→ **From 15 to 30  
September 2021**

**Office work (until the beginning of September)**



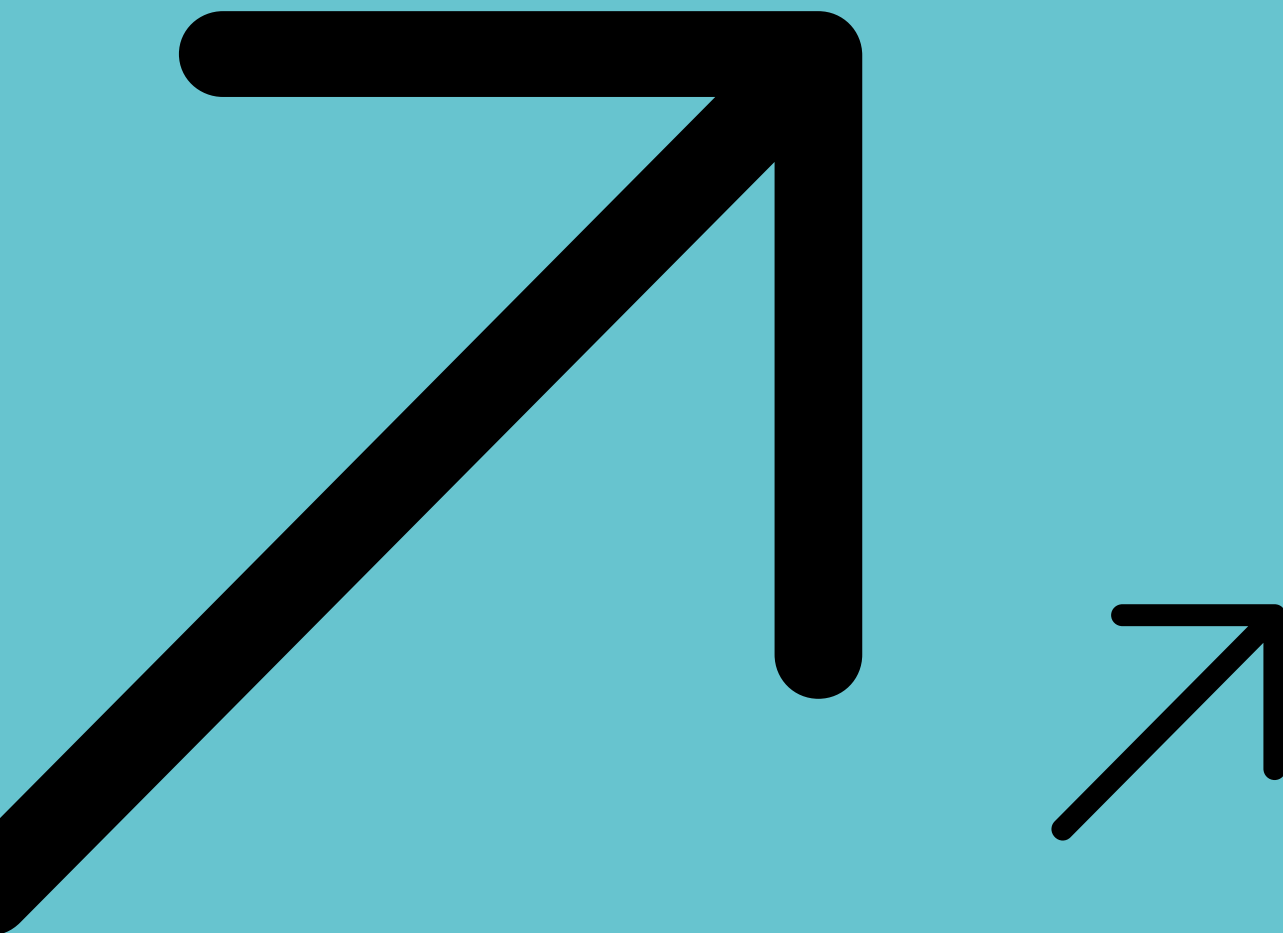
**Approval of the Plan for Gender Justice 2021-2025 at the  
Plenary of the City Council**

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# 05 Guiding Principles

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**The Plan for Gender Justice 2021-2025 is based on six guiding principles, which are the basis for municipal action aimed at eliminating gender inequalities in the city. These are Gender Mainstreaming, Intersectionality, Women's Participation and Co-Production, Good Governance, Budgetary and Resource Guarantees and Co-Responsibility and Proximity.**



These principles have been considered in the development of the plan and will guide and permeate the entire implementation process. A brief description of each is given below.

### 1. Gender Mainstreaming

This is the backbone strategy of the plan, which consists of incorporating the gender perspective in all municipal policies, in areas and districts, in all stages of the public policy cycle and in the practices, culture and instruments of public management of the institution itself. In this way, it will be possible to promote and achieve a fair and equitable city without gender inequalities<sup>5</sup>.

### 2. Intersectionality

It is the approach that takes into consideration the interrelation of gender inequality with different axes of inequality and, specifically, social class, age, national origin, religious convictions, administrative status, ethnicity, functional diversity, gender identity or sexual orientation. It is a perspective for understanding and considering discrimination and forms of gender inequality, in the context of Barcelona city and in all the diversity of its citizens, when designing and implementing the plan. It is a holistic approach to understanding, addressing and combating inequalities due to the intersection of the above axes<sup>6</sup>. In this sense, intersectionality allows us to understand how the interaction of multiple social structures produces simultaneous and co-constitutive inequalities (Cho et al., 2013). It is, therefore, a framework of social justice that can be made operational for the resolution of social problems.

### 3. Women's Participation and Co-Production

Participation is a fundamental right that must be guaranteed and promoted, as it is essential for the advancement, revitalisation and enhancement of democracy. It is also key to fostering co-production processes in public policies. Co-production is understood as a form of joint, collaborative, horizontal and shared work and construction between the City Council (areas and districts) and the social movements, the associative network and citizens, for the joint definition of problems, the design, implementation, monitoring and evaluation of municipal policies. This implies generating spaces and processes that make this possible. In the design of this plan, the participation of women, their organisations and the feminist movement has improved the identification of needs and the definition of measures to combat gender inequalities. Throughout the implementation of the plan, but also for its monitoring and final evaluation, care will be taken to broaden the mechanisms of co-production, participation and advocacy capacity of women, in all their diversity.

5 Own definition adapted to the reality of Barcelona City Council, based on the initial definition of Gender Mainstreaming made by the Council of Europe (1998).

6 Own definition inspired by Coll-Planas, Gerard and Solà-Morales, Roser (2019) made in the framework of the project Igualtats Connectades <https://igualtatsconnect.cat/>

#### **4. Good Governance**

This is the backbone strategy of the plan, which consists of incorporating the gender perspective in all municipal policies, in areas and districts, in all stages of the public policy cycle and in the practices, culture and instruments of public management of the institution itself. In this way, it will be possible to promote and achieve a fair and equitable city without gender inequalities.

#### **5. Budget and Resource Guarantee**

The deployment of a plan as necessary and ambitious as this one, which involves the entire City Council and all city policies, must be accompanied by a commitment and budget allocation that ensures that what is proposed can be funded. It involves foreseeing the necessary funding and human resources, as well as budgetary planning at the time of approving the plan as a guarantee of sufficient resources and teams of people to meet the objectives and action plans foreseen.

#### **6. Co-responsibility and Proximity**

Barcelona has a rich and diverse territory, a network of districts and neighbourhoods that are spaces of everyday life and that should also be spaces for the Administration and citizens to work together. Territorialisation makes it possible to ground municipal policies for gender equality and to provide a better response and services that are closer and more appropriate to citizens' needs, helping to reduce social and gender inequalities. In this framework, co-responsibility appeals to the responsibility of all areas, sectors and districts of the City Council when it comes to assuming gender equality as an institutional objective in a coordinated manner. It also refers to the capacity to link actions to actors beyond the institution: entities and other social agents.



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# 06

## Strategic axes, areas of action and objectives of the plan

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The plan is divided into four strategic axes, each with its corresponding areas. The first axis, “Institutional Change”, is aimed at enhancing the change in the practices and culture of Barcelona City Council to ensure the incorporation of the gender perspective. It is, therefore, a work axis focused on the internal functioning of the institution, orienting organisational change towards good governance in terms of gender equality. The other three, “Economy for Life and the Organisation of Time”, “City of Rights” and “Close-knit and Sustainable Neighbourhoods”, are aimed at promoting public policies to eliminate gender inequalities in the city of Barcelona.



Specifically, the axis **“Economy for Life and the Organisation of Time”** aims to guarantee the economic and material living conditions of women. The achievement of this objective is based, among other things, on tackling the effects that the Covid-19 crisis has had on women’s employment and also on the recognition of all the work necessary for the subsistence, reproduction and well-being of people, as well as its co-responsible assumption.

The axis **City of Rights** is aimed at promoting the defence of women’s rights, focusing on social, cultural and representational aspects.

Finally, the axis **“Close-knit and Sustainable Neighbourhoods”** focuses on building neighbourhoods that put everyday life at the centre, make it more comfortable and are fairer, more egalitarian, safer and more sustainable.

This division deserves some consideration. First of all, it must be considered that this has been done in order to be able to structure objectives and actions, **but social reality and people’s lives are complex and multidimensional** and, therefore, the borders between areas and, even axes, can be very diffuse and permeable. This is present in the whole plan and, especially, in the axis “Economy for Life and the Organisation of Time” in which everything is intrinsically related and each of the areas is, in reality, a face of the same polyhedron: the capitalist and patriarchal economic system that is based on the sexual and international division of labour and on an economy divided between employment and the rest of work and time subordinated to the former, including the social and political activities that contribute to sustaining the common good.

On the other hand, some of the areas, despite having their own entity, **are very cross-cutting and permeate the rest**. This is the case, for example, of those of Life Cycle or Sexual and Gender Diversity, in the axis of “City of Rights”, or of the area of Technological Resources and Digital Divide, and of the area of Organisation of Time in the axis of “Economy for Life and Organisation of Time”. In this sense, each of these areas has been maintained as such, but, at the same time, an effort has been made to mainstream its vision and objectives in the rest of the areas where it was relevant. Thus, continuing with the last example, the gender digital divide is an aggravation for women’s rights insofar as it limits access to information and, in turn, to social and political participation. At the same time, it is an obstacle for their full incorporation in some emerging sectors of the city’s labour market and one of the ways to fight against it is through an education free of sexism and gender stereotypes. It can be seen, then, that the specific area of technological resources and the digital divide, which has been placed in the economic axis, prioritising this dimension, also has a place in different areas of the “City of Rights” axis.














Finally, it is important to explain that the **objectives and actions of the plan have been defined considering the Sustainable Development Goals (SDGs)** that make up the 2030 Agenda<sup>7</sup> and, specifically, SDG 5, aimed at achieving gender equality in all spheres of society and empowering all women and girls.

Each of the axes is presented below, with a brief introduction to move on to the intersectional diagnosis of each of the areas and the enumeration of their objectives.

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<sup>7</sup> The 2030 Agenda was unanimously approved by the 193 member states of the United Nations and Barcelona City Council, adapting it to the conditions of our context, has adopted it as its own and has decided to promote it in order to achieve all its objectives.

# Axis 1 Institutional Change

1. Information systems 
2. Incorporation of the gender perspective into regulations, plans and programmes 
3. Implementation of policies, plans and programmes 
4. Evaluation of policies, plans and programs 
5. Representation and institutional structures 
6. Training 
7. Budget and taxes 
8. Public Procurement 
9. Subsidies 
10. People management policies 
11. Awards and distinctions 
12. Inclusive communication 
13. Institutional participation 

# Axis 2 Economy for Life and the Organisation of Time

14. Feminist economic promotion 
15. Democratisation of care work 
16. Organisation of time 
17. Fight against the feminisation of poverty and precariousness 
18. Technological resources and the digital divide 



# Axis 3

## City of Rights

19. Social and political participation



20. Health and Sexual and reproductive rights



21. Social action



22. Sports



23. Coeducation and science



24. Life cycle



25. Culture and collective memory



26. Citizens, migration and interculturality



27. Housing



28. Violence-free lives



29. Global justice and international relations



30. Sexual and gender diversity



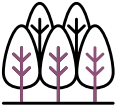
31. Masculinities



# Axis 4

## Close-knit and sustainable neighbourhoods

32. Ecology and sustainability



33. Urban Spaces



34. Mobility



35. Prevention and safety



36. Proximity: services and facilities in the neighbourhoods

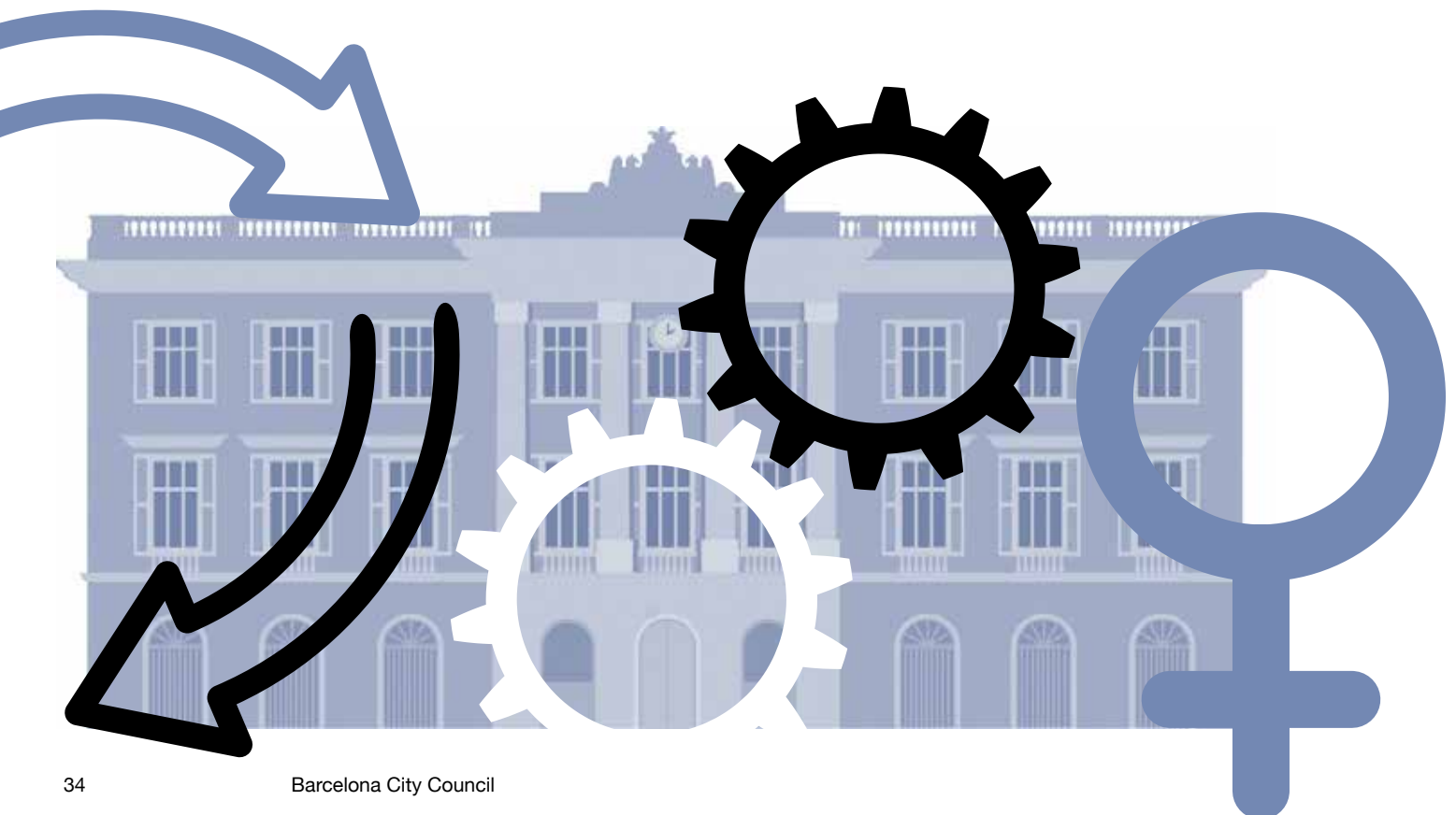


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## Axis 1. “Institutional Change”

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The axis “Institutional Change” aims to consolidate the organisational change set in motion in the previous Plan for Gender Justice to ensure gender mainstreaming in the functioning, practices, public management tools and culture of the council. This is an internal work axis within the institution aimed at promoting good governance in terms of gender equality. For this reason, it covers up to thirteen different areas that follow the guidelines for the application of gender mainstreaming although they seek to broaden the action. The new phases and new contents of the public policy process have so far been little explored from this perspective.



Each of these thirteen areas is described below:



**Information systems**, which ensures that municipal data and information systems are free of gender bias.

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Three areas aimed at mainstreaming the gender perspective throughout the public policy cycle: from design, with the area of **Gender Mainstreaming in regulations, plans and programmes**, through implementation with the area of **Implementation of Policies, Plans and Programmes**, to evaluation with the area of **Evaluation of Policies, Plans and Programmes**.

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**Institutional structures**, which promotes the promotion of structures in the council that foster gender equality and equal representation and participation of women and men in all decision-making areas.

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**Training**, which gives tools to municipal staff to assume and ensure gender equality as an objective in their duties.

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**Budget and taxation**, which continues to work to ensure that public revenues and expenditures, as well as the budget process, are designed from a gender perspective.

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**Public procurement**, which seeks to further expand the incorporation of measures to promote equality among the city's business community through municipal public procurement.

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**Subsidies**, which continues to incorporate gender criteria in calls for municipal subsidies and grants as a mechanism for correcting gender and intersectional inequalities through the activity of the city's entities and the projects they carry out.

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**People management policies**, which continues to ensure that the council's labour policy does not carry out practices that produce or reproduce discrimination or violence against women.

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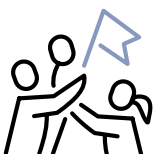
**Awards and distinctions** that works for the full incorporation of the gender perspective in the recognitions granted by the City Council and the improvement of parity in the distinctions.

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**Inclusive communication**, which continues to promote institutional communication that visualises and recognises women and men equally, in all their diversity, using inclusive language and images from a gender and intersectional perspective.

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**Institutional participation**, which aims to make further progress in incorporating the voice, needs and proposals of women, in all their diversity, in institutional spaces, ensuring that the gender perspective is included in participatory spaces, processes and bodies.

## Area 1. Information systems



During the last decade, both the regulatory framework on sources of information, collection and exploitation of data with a gender perspective, as well as municipal practice in this area, has made significant progress. But **while there has been significant recognition and institutional commitment to combat the “gender data gap”** (i.e., the lack of sex-disaggregated data), **there is still some way to go to overcome the “gender knowledge gap”**. This second aspect refers to the insufficient focus of official statistics on gender inequalities in private life, with little data in this area, scattered and little related to inequalities in public life (Verge, 2019). Thus, there are still many **official statistics produced from an androcentric point of view**, which makes it impossible to really know what are the situations or needs of women in essential areas for their material living<sup>8</sup> conditions.

From a regulatory point of view, Law 17/2015, of 21 July, on effective equality of women and men in Catalonia (Article 56) and the Regulation for gender equality of Barcelona City Council (Article 16) have an impact on both dimensions, as they have established the **obligation to collect and use data disaggregated by sex and to have non-androcentric indicators**. In other words, indicators that make visible the social roles, needs, conditions, values and aspirations of women and men throughout life in all areas, including those not considered masculine, such as social reproduction, the use of time or violence. In addition, indicators need to be able to capture how gender facilitates or hinders access to resources, recognition and status (Verge, 2019). This is the only way to understand the scope and complexity of gender inequalities, the impacts of social changes and public policies on women and men, and to develop (or correct) public interventions to address them.

In Barcelona City Council, statistics and surveys systematically include the sex variable and, in most cases, the results are used taking it into account. But there are **two challenges** in this area. On the one hand, **to advance in the territorialisation of some relevant data**, in order to have more data at the district level. On the other hand, some municipal surveys are gender-biased when deciding what to measure and how to measure it. It is therefore necessary to **generate new non-androcentric indicators**.

Progress has also been made in the collection of internal data (forms, beneficiaries, etc.) which, in the majority of municipal bodies and services, incorporate the **sex variable**, but on many occasions (in annual reports, for example) **these are not used or presented**. It is also a challenge to incorporate the gender perspective into municipal policies of active transparency, promoting the visualisation of gender data.

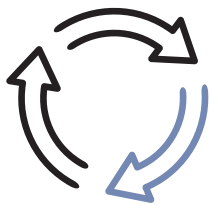
Finally, there is also **a need to make progress in the treatment of the data from an intersectional gender perspective**, adding other relevant variables in the use and analysis.

### Objectives

- **To improve gender mainstreaming in the collection, processing and use of internal and external data, incorporating other variables in addition to sex.**
- **To make progress in overcoming the gender knowledge gap by carrying out new studies, calculations and surveys.**
- **To incorporate the gender perspective into municipal active transparency policies.**

8 For example, the Labour Force Survey.

## Area 2. Incorporation of the gender perspective into regulations, plans and programmes



The full incorporation of a gender perspective into the plans and programmes of the City Council remains an **ongoing challenge**. In this sense, although the Regulation for gender equality in Barcelona City Council establishes, in Article 7, that all municipal plans and programmes must incorporate gender equality as one of their main objectives, the analysis of a sample of 29 plans presented during 2020<sup>9</sup> allows us to observe a **partial fulfilment** of this obligation. Thus, only 15.4 % (4 plans) had high gender mainstreaming, while 57.7 % (15 plans) showed medium mainstreaming, and there were still **26.9 % (7 plans) that did not mainstream gender**. These results show no significant differences with respect to previous years.

In this framework, it is felt that **some of the old obstacles to mainstreaming gender objectives in plans and programmes have been overcome**. Thus, for example, there is currently a regulation, the Regulation for gender equality in Barcelona City Council, which sets out the structural framework for gender equality in the municipal organisation on a compulsory basis. In addition, the political discourse on gender equality is much more widely shared at all levels of the City Council. However, **there are still obstacles linked to the excessive specialisation and segmentation of issues; the lack of bodies or entities to control the quality of plans and programmes** according to predefined parameters; and, finally, there are **technical difficulties** in carrying out an analysis of the structural nature of the differential situation between women and men in the different spheres of action.

In the case of regulations, a better starting point can be observed. On the one hand, there is an obligation, established in article 9 of the Regulation for gender equality in Barcelona City Council, whereby proposals for regulations, municipal budgets, municipal fiscal policy instruments and urban planning must be accompanied by gender impact reports. For its part, **a systematic work process has been implemented in close cooperation with the municipal legal bodies**. As a result, **all the 2020 regulatory projects, 9 in total, have been positively evaluated**. In other words, they have incorporated the gender perspective.

In the case of **urban planning instruments**, a pilot project has been carried out for the methodological adaptation of gender impact analyses to their specificities, and full deployment is pending.

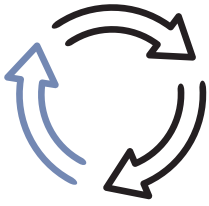
### Objectives

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- **To improve gender mainstreaming in municipal plans, programmes and regulations.**
- **To improve the circuit of regulatory processes to incorporate a gender perspective in the preliminary phase of the drafting of regulations.**

9 Monitoring report January-December 2020 of the Regulation for gender equality in Barcelona City Council. Department for Gender Services and Time Policies. January 2021.

## Area 3. Implementation of policies, plans and programmes



**Implementation is putting into practice** municipal plans and programmes, once designed, to achieve the objectives that have been set. This phase of public policy has been mainly thought of as a technical process and, therefore, there is a lack of studies on other key elements in this stage of policy-making. In this sense, gender policy analysis shows how implementation is a time when policies continue to be negotiated and during this time they can also be contested, validated, stopped or modified (Engeli and Mazur, 2018). Thus, it is a key phase to continue promoting and operationalising gender mainstreaming, which has been considered in the design phase. This is essential to prevent the gender perspective **from being diluted in the midst of the rest of the elements of the policy, plan or programme**, once a public policy has been approved, throughout its deployment and any modifications it may undergo.

There are **many possible reasons** for this situation. On the one hand, there are factors linked to the **training of staff responsible** for implementing the plan or programme to modify procedures, attitudes or priorities so that the gender perspective can be effectively incorporated into the action. On the other hand, **organisational culture**, internal **coordination and communication** also play a role. And, thirdly, it is important to **constantly follow up and monitor** the actions of the plan or programme to ensure that the target people and groups are reached, that the initially desired effects are being produced, etc.

Within this framework, although Barcelona City Council has made great progress in incorporating the gender perspective across the board in the design of plans and programmes, **there is still the challenge of thinking of formulas and methodologies to also incorporate it in the implementation of municipal plans and programmes**, so that this can always be done systematically by all the agents that participate.

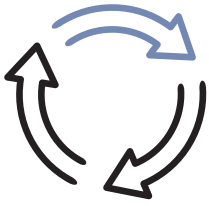
It is, therefore, a field of work to be inaugurated and for which Barcelona City Council will have to equip itself with its own mechanisms.

### Objectives

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- ↳ **To generate mechanisms to incorporate a gender perspective in the implementation of municipal plans and programmes.**

## Area 4. Evaluation of policies, plans and programmes



Evaluation is one of the phases of the public policy cycle and consists of a process of **analysis of policy practice in order to learn, to improve the policy in question and also policy action, and to be accountable to the public** (Stufflebeam and Shinkfield, 1987). However, the exercise of evaluation is still not very deeply rooted in our country and, on the rebound, also in Barcelona City Council.

Furthermore, in accordance with the principle of gender mainstreaming, **evaluation is one of the phases in which it is necessary to incorporate a gender equality perspective**. Including this perspective is essential to **understand the effects of public policies on gender relations**, improve their design and implementation and promote accountability in terms of gender equality (Espinosa Fajardo, 2016; UN Women, 2015). Thus, a good evaluation **should make it possible to identify the gender impacts of policies** and to know what (does not) work to address inequalities, generating useful knowledge in order to propose interventions that actively contribute to alleviating them (De Quintana, 2021).

Article 8 of the Regulation for gender equality in Barcelona City Council establishes that “municipal plans must be evaluated from a gender perspective. This evaluation must follow a methodology of analysis that makes it possible to know and evaluate the results of public policies and the repercussions on equality or inequality between women and men that may have resulted from their application, in order to identify and prevent the production, maintenance or increase of these gender inequalities, making proposals for improvement for the preparation of future municipal plans, if necessary”.

However, although it is a regulatory requirement, the analysis and recounting of the evaluations of municipal plans in recent years (AB, 2021c; DEP Institut, 2021) shows that in most cases **the -scarce- evaluations carried out do not incorporate the gender perspective or do so only partially** (and not in a mainstreaming manner). In fact, from the perspective of gender mainstreaming, evaluation is one of the areas in which progress has been scarcer and lacks more experience and knowledge (Bustelo, 2016), while doubts persist as to what exactly it means and how it should be carried out (De Quintana, 2021).

Thus, not only is the gender perspective not systematically incorporated into municipal evaluations, the knowledge and criteria for applying this perspective comprehensively in the evaluation of policies, plans and programmes are also lacking.

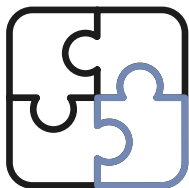
### Objectives

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- ↳ **To generate knowledge and methodology to evaluate municipal policies, plans and programmes with a gender perspective.**
- ↳ **To make progress so that municipal evaluation practice systematically incorporates the gender perspective.**



## Area 5. Representation and institutional structures



There are currently numerous regulations that set out strategies, provide mechanisms and call for the creation of institutional **structures to promote gender equality**<sup>10</sup>, and also establish the **need to guarantee equal representation and participation** in terms of gender in all areas of social, political, cultural and economic life as a necessary requirement for achieving a democratic, socially just and equitable society.

However, despite a legal framework that prohibits discrimination (on grounds of sex, age, sexual and gender diversity, social class, origin, disability, etc.), and despite the fact that the notion of egalitarianism and an awareness of inequalities are taken into account, **the data continue to show that gender inequalities are reproduced in the functioning and composition of organisations and, therefore, also within public administrations.**

Thus, the reproduction of inequalities in the institutional sphere is evident if we observe that women represent 49.86% of the total workforce of Barcelona City Council **and of the entities adhered to the Agreement of conditions of Barcelona City Council** employees, in a strongly segregated reality, both horizontally and vertically (AB, 2019b). In 2018-2019 the positions with the highest responsibility, recognition and pay, levels 28 and 30, were 65.20% held by men (AB, 2019b). These data show that, despite the implementation of affirmative **action measures such as the reservation of places in public job vacancies, among other actions of the III Equality Plan** (AB, 2021d), the over-representation of men is still very high (as is the case in business management bodies, banks, universities and the media).

Taking this into account, and in order to rethink new ways of doing and transforming society towards a more egalitarian model, it is **necessary to remove and revise the structures that (re)produce inequality between women and men, and among women themselves, also in the institutional structure and functioning.**

With this objective in mind, in recent years, **Barcelona City Council has created** and consolidated different **institutional structures. Specific bodies** have been set up that are responsible for different areas of equity policy and **work spaces** have been created for the promotion of gender equality. These spaces range from the configuration of interdepartmental commissions where gender objectives are represented, to the creation of mixed roundtables with the presence of entities, agents and interested citizens.

10 For example, at the Spanish State level, Organic Law 3/2007, of 22 March, for the effective equality of women and men, establishes the creation of equality units in the executive bodies of all ministries (Article 77); at the Catalan level, Article 9.2 of Law 17/2015, for the effective equality of women and men, provides that “public administrations must progressively incorporate gender equality professionals with the required qualification[...], to implement equality measures in the tasks of the Administration [...]”; and Article 6.d) establishes among the functions of local authorities that of “creating and adapting the necessary mechanisms to integrate gender mainstreaming in their political actions”.



This push from institutional structures was reinforced, from 2019, with the Regulation for gender equality in Barcelona City Council. Specifically, it establishes the **representation and equal participation of women and men in all areas of decision-making** and also determines the structure that Barcelona City Council must have in order to guarantee the promotion of gender policies in the city. This includes the creation of **gender mainstreaming units** in all areas and districts, as well as in autonomous bodies, public companies and other entities linked to or dependent on the City Council - an initiative which is yet to be implemented.

### Objectives

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- ↳ **To consolidate and improve the work circuits and stable coordination among the different structures that promote gender equality in Barcelona City Council.**
- ↳ **To develop gender mainstreaming units in all sectorial (areas) and territorial (districts) management, as well as in the autonomous bodies and other entities in which Barcelona City Council participates.**
- ↳ **To move towards gender parity in leadership and management positions and in freely appointed positions throughout the Municipal Corporation.**

## Area 6. Training



Training is a **key element in institutional change since it is essential that all municipal staff are optimally trained to integrate gender equality as a proper objective that should guide all public actions.** Each person, from his or her job, has an irreplaceable and necessary role to play in ensuring that equality and the gender perspective permeate all levels and all stages of public policies.

The Regulation for gender equality in Barcelona City Council recognises the importance of training in gender equality, making it obligatory for all municipal staff (Second Additional Provision<sup>11</sup>), including political and managerial staff (Article 17)<sup>12</sup>. In addition, and in line with the purpose of gender mainstreaming, the municipal training offer needs to be designed from a gender perspective, incorporating this perspective in its contents.

Significant progress has been made in this area in recent years, as all political and management staff have been trained in gender equality, mandatory courses have been developed for all municipal staff against sexual and gender-based harassment<sup>13</sup> and the Gender Equality Regulations, and comprehensive training in gender mainstreaming and the gender perspective has been included in the City Council's Training and Development Plan. Likewise, different specific training courses have been developed in the field of gender mainstreaming and equality in different areas, departments and districts of the City Council.

As a result of this work, throughout the previous Plan for Gender Justice 2016-2020, both the number of people trained in gender equality in the council increased exponentially (from 78 people in 2016 to 555 in 2020, with a total of 2,336 people trained in person over the 4 years), as well as the number of training activities carried out (from 6 training activities in 2016 to 109 over the entire period). Now **we must continue to move forward and consolidate the training in equality and gender perspective of all municipal staff in a strategic and continuous way**, so that they acquire a solid base of knowledge and skills to develop their daily functions of management, planning or attention to citizens from efficiency, justice and equality.

On the other hand, **it is necessary to continue working to ensure that all municipal training** (cross-cutting and specific) **is designed from a gender perspective.** Although the incorporation of the gender perspective has been accompanied in the training offer of different areas and management, it is necessary to mainstream this perspective, so that it permeates all the contents.

### Objectives

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- ↘ **To promote progressive, continuous and quality training in equality and gender perspective for all Barcelona City Council staff.**
- ↘ **To advance in the incorporation of the gender perspective in mainstream and specific municipal training.**

11 "To ensure effective compliance with this rule the City Council must guarantee the mandatory training of the whole council, on the subject of this regulation".

12 "(...) the municipal government must guarantee sufficient, quality and compulsory training in the first year of each term of office for all political and managerial staff in the area of equality of women and men (...)".

13 In 2020 more than 2,500 people in the organisation did so. (in online format from the Virtual Learning Environment).

## Area 7. Budget and Taxation



Financial-resource distribution between men and women is one of the basic criteria that shows the extent to which a society is or is not egalitarian in terms of gender. Public administrations, as resource (re)distributing bodies, have a huge responsibility and are in a privileged position to be able to advance gender equality in this area. Here at Barcelona City Council we adopt the gender perspective in matters relating to **public revenue, spending and our budgeting process**, to ensure that municipal economic resources favour equality.

The design, communication, participation and evaluation of budget revenue and expenditure policies are generally oriented towards a faceless citizenry, **without integrating the different axes of inequality**. Thus, for example, the gender mainstreaming strategy makes it difficult to know the overall volume of expenditure devoted to equality. On the other hand, the gender impact of municipal taxation is still not sufficiently well known, nor is it sufficiently referenced in the academic or public policy spheres.

The analysis of the gender impact in municipal spending made to date shows that **41% of current expenditure for the 2021 tax year is transformational in terms of inequalities** (AB, 2021g). In other words, the City Council designs the budget, so when a budget of 755 million euros is implemented, gender inequalities are positively transformed. In contrast, **9.4 million euros reproduce or increase gender inequalities**. In this context, there is still a need to find out how much the City Council spends on gender equality structures and policies, allowing for annual analysis and monitoring. The quantity of the percentage analysed of the City Council's budget must also be increased (both forecast and executed), geared towards overall current expenditure and even investment costs.

In terms of income, in recent years, **actions have been developed for both the institutional sphere and others aimed at the general public**. Among the first are the gender impact reports on tax ordinances and public prices, the creation of an interdepartmental working group and participation in institutional work, training and exchange spaces. Among the external are the annual aid granted by the City Council to the payment of property tax (IBI), exemptions and discounts on public prices. One of the results of this has been the generation of knowledge. For instance, the analysis of IBI subsidies has shown that the majority of beneficiaries are women (76% in 2019), enabling us to **infer the potential of tax policies in the redistribution of resources from the gender perspective**.

This highlights the need to analyse **sex-fragmented data on taxes, fees, public prices and traffic fines**. In addition, **reductions and subsidies** for the payment of public prices that are relevant from a gender perspective should be **diversified and generalised**. For example, the generalisation of reductions for single-parent families.

Finally, it is essential to continue enhancing the gender perspective on municipal income and expenditure, going **beyond gender and taking into account inequality axes such as origin or age, among others**. This is why **information systems need to be improved** and we need to bear in mind that social participation is a necessary driver.

### Objectives

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- ↳ **To advance in a feminist local taxation incorporating the gender perspective in taxes, fees and public prices.**
- ↳ **To enhance municipal budgeting from a gender perspective in order to have an impact on the reduction of inequalities and institutional change.**
- ↳ **To improve disclosure and participation on the gender impact of municipal expenditures and revenues.**

## Area 8. Public procurement



Inclusion of **social criteria in public procurement** is a fundamental tool for promoting **the adoption of measures to foster gender equality in companies linked to public administrations**. During 2019, Barcelona City Council and the entities of its municipal group allocated a total of € 1,336,262,715.70 to the execution of 42,726 contracts (AB, 2021b), which gives an idea of the **enormous potential of public procurement to promote the adoption of ethical behaviour in the city's business community**.

Since the approval of the Guide to Social Public Procurement in 2016, the City Council has been expanding the number of social and environmental clauses to be included in municipal contracts, also enhancing the definition of mechanisms and technical resources to make it possible. Currently, the current Sustainable Public Procurement Objectives Plan 2020-2021 incorporates a total of **9 clauses related to the promotion of gender equality**.

The application of these clauses has increased thanks mainly to the training sessions and the reinforcement of the accompaniment of the management bodies. During 2020, despite the effects of Covid-19 on municipal contracting, 171 formalised contracts incorporated a total of 349 gender equality clauses, the most frequent being the Equality Plan or measures, followed by the inclusive communication clause. At the other extreme, clauses on gender training and sex-disaggregated data collection are still in the minority. Although one of the pending challenges is, precisely, to have the means to know the significance of these figures in relation to the total number of contracts, given the overall volume, **it is clear that there is still a long way to go to achieve the objective of generalised application of gender equality clauses in municipal contracting**. It is also necessary to design new clauses that respond to emerging challenges and it is necessary to enhance the potential offered by public procurement as a tool for promoting equality, making progress **in the inclusion of gender criteria in the different phases of the contract**.

On the other hand, the creation at the end of 2017 of an Equality Advice Service for Companies has been essential to accompany companies in the processes of compliance with these clauses. Here, too, the impact of the pandemic needs to be considered. However, the 26 companies assisted during 2020 represent just over half of the average number of companies advised in previous years.

### Objectives

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- ↘ **To advance in the systematic and widespread application of gender equality clauses in municipal contracts.**
- ↘ **To optimise the potential of public procurement as a tool for promoting gender equality in municipal activity and the city's business community (training, dissemination, extension of clauses, etc.).**
- ↘ **To monitor the correct implementation and compliance with gender equality clauses.**

## Area 9. Subsidies



Incorporation of gender criteria in subsidies is a mechanism of considerable impact for the correction of gender and intersectional inequalities through the activity of the city's entities and the projects they carry out. In this sense, the City Council has a wide range of **calls for subsidies**, the most important block being the general call for subsidies for district and city activities, which represents **80%** of the total. Thus, in 2020, 4,602 projects were approved for a total amount of € 19,420,953.89 (AB, 2021e) within this call, which includes, as an assessment criterion, with 5% of the total score, the incorporation of the gender perspective, both in the operation of the entity and in the subsidised project.

In this context, the city's entities, recognising the value and importance of gender mainstreaming, have shown a **growing interest in receiving training and advice**. Therefore, in a timely manner, a total of 20 trainings have been given to 325 entities between 2018 and 2021, we have assisted in explaining the evaluation of gender criteria in 25 information sessions and 4 specific consultancies have been carried out. However, an analysis of the incorporation of the gender perspective in the entities, based on 158 approved applications from the 2019 and 2020 calls, shows that, despite the increase in gender awareness of the entities, there are few actions that allow the correction of inequalities to be actually effective. For this reason, it concludes that **there is important work to be done to achieve gender mainstreaming in the entities**, establishing the need to develop **more support tools and provide systematic and continuous training and advice**.

In this line, **the new strategic plan of municipal subsidies** includes the gender perspective as one of the cross-cutting strategic objectives that will allow **the monitoring of the incorporation of the criterion to all the calls**, as well as access to the subsidised entities of the city to provide information, guidance and support for the effective incorporation of the gender and intersectional perspective in them.

On the other hand, it is necessary to consider that the beneficiaries of the subsidies are mostly entities that include **women's voluntary work**. For this reason, it is considered of interest to **reflect on this non-remunerated work**, its role and the possibility of including its evaluation, justified in the fact that the legislation does not currently consider it.

Finally, the analysis of the evaluations of the gender criterion in the 2017 and 2018 general calls for proposals revealed a margin for improvement in the evaluations carried out by the City Council, which is why **the need for support and training for municipal staff who carry out the evaluations has been detected**.

### Objectives

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- ↳ **To promote the incorporation of the intersectional gender perspective in the entities and projects that receive subsidies or grants from Barcelona City Council.**
- ↳ **To extend the gender criterion to all calls for applications for grants and subsidies from Barcelona City Council, where relevant.**

## Area 10. People Management Policies



A feminist council is also one that applies the gender perspective to labour relations and people management policies. In this sense, it is essential to review the internal labour policy of Barcelona City Council from a gender perspective in order to guarantee that the council does not carry out practices that produce or reproduce discrimination or violence towards women.

To this end, two major tools are available: internal equality plans and protocols for the prevention, detection, approach and protection of situations of sexual and gender-based harassment.

**Barcelona City Council's 3rd Equal Opportunities Plan for Women and Men 2020-2023 (AB, 2021d) is currently in force** and establishes 7 areas of work: institutional culture; remuneration policy; staff management processes; organisation of working time and reconciliation of personal time, family and professional life; prevention of occupational hazards and health surveillance; prevention of sexual and gender-based harassment and, finally, communication, language and corporate image. And from these areas, there are a total of 19 actions to be developed until 2023, with the corresponding monitoring indicators to measure the result.

Among the actions carried out, it is worth highlighting **the report Calculating the wage gap 2017 (AB, 2019b)**, which was derived from the previous equality plan and which carries out an in-depth quantitative analysis of the gender pay gap in the City Council and its possible causes. This study shows that in the Barcelona City Council there is a gender pay gap of 15.89%.

Another of the studies developed has revolved around how to apply the gender perspective in teleworking, called **Proposals to minimise the negative gender impact of the teleworking system in the Barcelona City Council (Moreno et al., 2021)**.

It should also be borne in mind that Barcelona City Council is a complex organisation that integrates various **autonomous bodies and associate entities**. Although some of them adhere to Barcelona City Council's 3rd Plan for Equal Opportunities Between Women and Men, this is not the case for other associate entities such as the municipal trading companies, the consortium and some public business entities. For this reason, a line of work has been initiated to ensure that all of them have equality plans and to unify criteria among all the plans that are carried out.

At the same time, **two regulations have recently been approved that generate obligations in relation to equality plans and organisational remuneration analyses**: Royal Decree 902/2020, of 13 October, on equal pay for women and men, and Royal Decree 901/2020, of 13 October, regulating equality plans and their registration. It has already begun to study and design how these new obligations will be deployed in the city council, in the autonomous bodies and in associate entities.

**Barcelona City Council has the necessary instruments to combat sexual and/or gender-based harassment**. Specifically, there is the **Protocol for the prevention, detection, action and resolution of situations of harassment based on sexual orientation, gender identity and gender expression (AB, 2017b)** and, in addition, the Course on Sexual and Gender-based Harassment has been given, which is mandatory for all staff, and has trained more than 2,500 municipal workers.

In this sense, there are good tools to face the male violence that women can suffer in the organisation. Future work in this area should be oriented towards improving and systematising the case management phase and monitoring and evaluating the cases to allow for a permanent improvement in the management of these forms of violence.

A final issue to be addressed in people management policies is the gender-based digital divide. **In this sense, it will be important to work to eradicate the digital divide within the municipal council itself, since only in this way will the City Council be promoting a truly egalitarian environment that offers the same opportunities to men and women.**

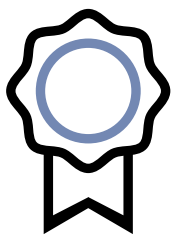
### Objectives

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- ↳ **To advance in the application of the gender perspective in the employment policy throughout Barcelona City Council and the autonomous bodies and entities in which it has a stake, through compliance with internal equality plans.**
- ↳ **To improve the tools for the prevention, detection, approach and protection of situations of sexual and gender-based harassment throughout the municipal group.**
- ↳ **To reduce gender inequalities in relation to ICT access and use among municipal staff.**



## Area 11. Awards and distinctions



Public awards and distinctions are mechanisms for **social recognition** and, often, also for the **distribution of economic resources**. From a gender perspective, it is essential that both the subject matter of the awards and the criteria for granting, dissemination and composition of the panels include criteria of equality for women and men.

Since 2018, a **mapping and analysis** of the set of awards and distinctions granted by the City Council (135 awards and 5 distinctions identified, including city and district awards) has been prepared and a specific methodology has been developed to assess their gender impact. The **analysis of the data obtained** showed that between 2018 and 2020, **women have won more awards and distinctions than men** (around 60% and 40%, respectively, each year) but that, nevertheless, the prizes with the **highest economic endowment and with greater media visibility have gone mostly to men**. Likewise, in the last three years, **the panels of the prizes** awarded by Barcelona City Council **have been evenly balanced**, with a female presence equal to or slightly above 50%.

Thus, although these data show that progress has been made in achieving gender parity both on the panels and in the awarding of prizes and distinctions of Barcelona City Council, **the distribution between women and men varies depending on the type of prize, the subject matter, the territorial scope**, the media visibility and the economic endowment. In this sense, women tend to receive more recognition at the district level, in gender issues and with less visibility and economic endowment. Therefore, it will now be essential **to focus on more qualitative aspects** such as, for example, improving the recognition of women at a city level that do not have a gender theme, in order to break the existing relationship between sex and the subject in which the recognition is given (until now, in other subjects, men predominated and in gender matters, women).

Likewise, in order to fully incorporate the gender perspective **in the awarding** of prizes and distinctions, the need to systematically **review the terms and conditions and announcements of the prizes** that are awarded is also a challenge, since although several have been reviewed up to now, this is often done once they have already been approved. In this sense, it is necessary to advance in the definition of interdepartmental circuits that include the districts.

### Objectives

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- ↘ **To improve gender mainstreaming in awards and distinctions.**
- ↘ **To improve parity in the annual number of men and women receiving awards.**



## Area 12. Inclusive communication



The development of gender mainstreaming implies the incorporation of **a communication that visualises and recognises women and men equally, and all their diversity**, inside and outside the City Council. To achieve this, it is necessary to promote and ensure the use of gender-inclusive and intersectional language, images and content in both internal and external communications.

For years, inclusive communication has been a **firm commitment**, culminating in the Regulation for gender equality in Barcelona City Council. Specifically, this rule establishes that written, graphic and audiovisual documentation, personal attention and media, including digital and social media accounts of the City Council, must use inclusive language and a non-sexist use of the language. In addition, the equal visibility of women and men, and of sexual and gender diversity, must also be ensured in advertisements, campaigns, materials or communication mechanisms.

In order to respond to these challenges, an inclusive communication guide and a guide on the non-sexist use of language have been drawn up and disseminated to both municipal staff and citizens. In addition, an online course on inclusive communication has been designed for all municipal staff. Also, each new communication launch is reviewed to ensure that it meets the recommendations of the guide.

However, it is felt that there is still **some way to go to increase information, awareness and training on inclusive communication to all municipal staff**. In this sense, a key aspect is **online training in all areas, departments and districts of the City Council**. Finally, it is considered necessary to go a step further and incorporate **inclusive language** as an essential requirement within the protocols for the **linguistic correction of the organisation's documents**.

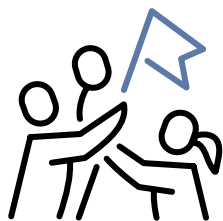
In relation to **non-sexist advertising in public spaces**, a proposal for regulations for inclusive advertising in the city of Barcelona has been agreed upon and approved by all the areas involved. The process of converting this proposal into a standard is currently underway.

### Objectives

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- ↳ **To enhance the gender perspective in the internal and external communication of Barcelona City Council.**

## Area 13. Institutional Participation



The participation of women, feminist groups and women's rights and gender equality organisations in decision-making on gender mainstreaming and its implementation is key to making it less bureaucratic and technocratic. In what is understood to be the **participatory cross-cutting model**, if the objective is to combat gender inequalities reproduced in all areas of life, it is necessary that women, their organisations and the feminist movement have the capacity to decide when it comes to constructing measures to combat them. Thus, there is a need to promote empowerment and make the necessary changes in the political process to ensure that women, in all their diversity, have a voice and a presence.

Within this framework, in recent years, intense efforts have been made to include the voice, needs and proposals of women in institutional spaces and to include the discourse of gender equality that comes from citizens in the production of local public actions. In fact, the incorporation of the gender perspective in participatory processes and the elimination of obstacles to women's institutional participation has been a constant concern, both in terms of participation and gender policies. Thus, in the period 2017-2020, there has been an increase from **2.9% to 66.7% of co-production processes that include women's entities, criteria or gender actions** (DEP Institut, 2021). The challenge now is, therefore, **this 30% of the municipal participatory processes where improvement is needed.**

In addition, the incorporation of the intersectional perspective in institutional participation has also been promoted. Other areas of discrimination such as functional diversity or disability, origin or migration, etc., are represented in the municipal body that internally controls the quality of participatory processes. However, there is **no data available to know to what extent the heterogeneity and diversity of people has been effectively incorporated, promoting the voice and presence of social groups that usually are not represented.**

In this sense, through the participatory process of this new plan, the need to pay more attention to the **gender digital divide** and the **language difficulties** that some migrant women or women of diverse origin may have has been noted. In addition, the convenience of having **more links between the participatory processes and the work carried out by the entities and facilities in the territory has also been highlighted.** From both spaces, links are created with people, and reference figures emerge that political participation must take advantage of in order to reach everyone. Finally, the importance of **bringing institutional participation closer to other forms of participation that are less formal** but which include sectors of the population, such as, for example, young people, has been raised.

On the other hand, although civil society contributions have been introduced in specific aspects of gender mainstreaming such as budgets and taxation or the development of gender clauses in public procurement, **it is considered that a participatory strategy to guide the work in all areas of institutional change has yet to be developed.** In addition, some of the actions initiated in the last period have not had continuity over time, such as, for example, the gender mainstreaming working group of the Barcelona Women's Council. Finally, there is also the need to continue to develop strategies for "easy communication" and supporting participation.

### Objectives

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- ↳ **To improve the inclusion of women's voices, needs and proposals, in all their diversity, in institutional spaces, both face-to-face and virtual.**
- ↳ **To ensure gender mainstreaming in all participatory spaces, processes and bodies.**

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## Axis 2. “Economy for Life and the Organisation of Time”

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**This axis aims to achieve a fairer and more socially and environmentally sustainable economic model. It is therefore a matter of promoting an economy at the service of people, that guarantees dignified lives and the satisfaction of their needs based on the recognition that all jobs are necessary for the subsistence, reproduction and well-being of the population (Perez Orozco, 2012), and based on the commitment to fight against exploitation and the violation of rights.**



The axis, therefore, also wants to address the **feminisation of poverty** and the new expressions of poverty that may arise as a result of the socio-economic crisis resulting from Covid-19, with an emphasis on the **fight against the gender digital divide and women's access to ICT industries**. Finally, this axis also focuses on the promotion of a healthier, **more egalitarian and efficient organisation of the use of time**, through strategies that have an impact on the improvement of the daily life of citizens and reduce social and gender inequalities. All this, emphasising the need to curb the climate and ecological crisis by transforming the production model.

With this in mind, five areas of action are defined in this axis:



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**Feminist economic promotion.**



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**Democratisation of care work.**



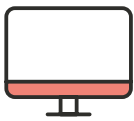
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**Time organisation.**



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**Fight against the feminisation of poverty and precariousness.**



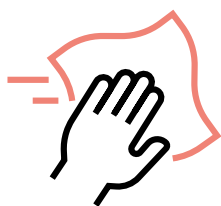
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**Technological resources and the digital divide.**

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## Area 14. Feminist economic promotion



### Jobs

The Barcelona job market has suffered a major slump as a result of the Covid-19 health crisis. Although the economic policy response has been very different from that of the 2008 crisis, opting simultaneously to halt economic activity while deploying very important measures to mitigate the effects of this unemployment situation, maintaining incomes and consumption capacity, it is still unknown to what extent the impact has been and is different for men and women. However, it is becoming evident that the **impact of the crisis is concentrated in some of the most vulnerable groups in the labour market**: workers with low salaries and precarious jobs, characteristics that are very present in feminised jobs, young people, and migrants or people of diverse origin. In fact, **one of the serious problems of the labour market is the low quality of employment** concentrated in very specific sectors of the population and in some sectors of activity. This, in fact, was already happening before the crisis and the crisis has only made it worse (Barcelona Institute of Regional and Metropolitan Studies [IERMB], 2020a).

In this sense, it is necessary to consider that **women** have a **strong presence** both in the **essential sectors** (which have been maintained or reinforced) and in **public service occupations** (which have seen their activity very limited). Thus, the **horizontal segregation of occupations has played a key role in this health crisis**, which has led to greater exposure of women to contagion and attrition due to a significant presence in the so-called *front-line jobs* (essential jobs and at the same time highly exposed jobs). They are mainly those in the health, education, social services, domestic work, leisure and retail sectors. Meanwhile, employment has increased during the pandemic in sectors such as ICT and logistics, where women are a minority. Women account for a third of employment in the Information and Communications branch, a growing and highly sought-after sector, which offers higher wages and better working conditions (AB, 2021k).

In terms of labour market indicators, the 2020 data show that while the fall in the **employment rate has been greater for men**, men are **9 points ahead of women**. Moreover, many of those who have lost their jobs have not become unemployed but inactive. Thus, using the specific inactivity indicator that includes the so-called “housewives”, it can be seen that **although the unemployment rate in the fourth quarter of 2020 is practically equal between men and women** (12.6% for men, 12.1% for women), **the specific inactivity rate is 19% for men and 23% for women**<sup>14</sup>. In any case, this gap of 5 points is the smallest in recent years, due to the growth of male inactivity.

Hiring in the city was, in December 2020, still much lower than in February of the same year. A certain feminisation has been observed in recent months, which is sustained by the growth in temporary contracts<sup>15</sup>. And there has also been an increase in the **femini-**

14 Department of Statistics and Data Dissemination of Barcelona City Council based on data from the Labour Force Survey. See: [https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques\\_per\\_temes/Treball\\_i\\_teixit\\_productiu/Treball/EPA/epa/index.htm](https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques_per_temes/Treball_i_teixit_productiu/Treball/EPA/epa/index.htm)

15 Department of Statistics and Data Dissemination of Barcelona City Council based on data from the Department of Labour, Social Affairs and Families of the Government of Catalonia. See: [https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques\\_per\\_temes/Treball\\_i\\_teixit\\_productiu/Treball/Contractacio\\_laboral/sexe/anys/a2020/sexedes.htm](https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques_per_temes/Treball_i_teixit_productiu/Treball/Contractacio_laboral/sexe/anys/a2020/sexedes.htm)

**sation of part-time contracts**, which had been more evenly distributed in the quarters immediately prior to the pandemic<sup>16</sup>. Part-time work is also worth mentioning: in the fourth quarter of 2020, the weight of part-time work among salaried women in Barcelona (19.4% of the total) was more than double that of men (8.6%) (AB, 2021k). The assumption of reproductive tasks to a greater extent by women than by men has meant that women are the ones who mostly have access to this type of contract (Catalan Women's Institute, 2020). **The difficulty of reconciling personal, work and family life continues to be concentrated, therefore, on women**, with the weight that this means for their economy: less purchasing power than men in both unemployment benefits and pensions at the end of their working lives.

On the other hand, the **impact of temporary lay-offs (ERTO)** depends on the wage level of the employees, since it is a contribution proportional to the wage. In the absence of municipal data, there is a certain balance in the gender breakdown of the ERTOs. However, it can be assumed that in this relative equality there is a more detrimental impact on women, given that they are in the majority in the lowest-paid contracts. In this line, it should be noted that the **gender pay gap** in the city stands at **18.7%** to the detriment of women (AB, 2021f). This gap exists in all age groups, at all educational levels, nationalities and professional groups, in almost all sectors and with all types of contracts and working schedules. By professional groups, the highest wage gap corresponds to the group of graduates, engineers and senior managers (27.4%) (AB, 2021k), a segment where vertical segregation in occupations and the **glass ceiling** can be detected: the difficulty of women's career advancement to higher-paid management positions. However, in Catalonia in 2020, the percentage of women working in management and managerial positions has closed the gap with respect to men (61.8%) and is already close to 40% (38.2%) (AB, 2021k).

Before the pandemic, **teleworking had** very little incidence in our context. With Covid-19, teleworking becomes an obligatory situation whenever possible, so it is generalised and it is observed that, during strict confinement, women carried out teleworking in slightly higher proportions (74.8% compared to 69.8% for men). In contrast, men made a mixed choice to a greater extent<sup>17</sup>. This is an ambivalent formula, since although it can facilitate individual reconciliation, it can also increase inequalities in the workplace. What it has highlighted is the need to continue to make progress in new models of time organisation that allow staff to combine work, personal and family life satisfactorily: hybrid models in which flexibility and remote working can be key.

Finally, **care work and care support occupations** have a somewhat greater weight in Barcelona than in Catalonia as a whole. These are relatively low-paying and clearly feminised jobs (an estimated 128,453 women and 49,882 men in the city) with significant exposure to Covid-19<sup>18</sup>.

16 Department of Statistics and Data Dissemination of Barcelona City Council based on data from the National Institute of Statistics. See: [https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques\\_per\\_temes/Treball\\_i\\_teixit\\_productiu/Treball/Contractacio\\_laboral/evo/anys/index.htm](https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques_per_temes/Treball_i_teixit_productiu/Treball/Contractacio_laboral/evo/anys/index.htm)

17 Barcelona City Council. Covid-19 survey in Barcelona. See: [https://ajuntament.barcelona.cat/premsa/wp-content/uploads/2020/04/20\\_205\\_in\\_Cicle05\\_1604.pdf](https://ajuntament.barcelona.cat/premsa/wp-content/uploads/2020/04/20_205_in_Cicle05_1604.pdf)

18 Department of Statistics and Data Dissemination of Barcelona City Council, Department of Social Affairs, Labour and Families of the Government of Catalonia and the State Public Employment Service. See: [https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques\\_per\\_temes/Treball\\_i\\_teixit\\_productiu/Treball/Treballadors\\_Afiliats/index.htm](https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques_per_temes/Treball_i_teixit_productiu/Treball/Treballadors_Afiliats/index.htm)

Along these lines, in 2021 the Government Measure on feminist economy has been approved: For the improvement of the economic, social and working conditions of the most feminised and precarious jobs. It aims to help improve the economic, social and working conditions of workers in certain occupations that are especially feminised and precarious in Barcelona, and more specifically, to combat the increased precariousness that can occur in the most feminised occupations in our city in times of social and economic crisis, such as the one resulting from the Covid-19 health emergency.

### **Entrepreneurship and companies**

Gender differences are also reproduced in the field of entrepreneurship. Thus, although there is a lack of statistical visibility, as the gender of people setting up businesses and companies is not recorded<sup>19</sup>, it is calculated that **female entrepreneurs in Barcelona represent only 39% of the total number of self-employed entrepreneurs** (Pérez-Quintana, et al.) 2019). In addition, they show a greater tendency towards the self-employed regime, while male entrepreneurs create more trading companies; they invest less capital in the constitution of the company and manage it from savings and not from investment, committing less in debt. When they have to close the business, the reasons they explain are related to work obligations, the lack of a complementary profile within the business to move forward or technical difficulties. In addition, the economic sector in which women create their businesses is basically that of services, reproducing the horizontal occupational segregation present in a generalised way in the labour market. These are more local projects with less global vision and expansion. On the other hand, women entrepreneurs have a higher level of education than men: 71% of Catalan women entrepreneurs have a second-stage secondary or university education, while in the male group this percentage is 64% (Pérez Quintana et al., 2019).

Finally, on some occasions, women enter entrepreneurship more out of necessity than opportunity, and most of them are subject to pressure from their environment to continue to assume the majority of the responsibility for the caregiving and domestic reproduction tasks. In this context, the impact of Covid-19 is still uncertain.

As far as companies are concerned, the **legal obligations regarding gender equality** with which they must comply have recently been developed and specified. The requirement to have an internal equality plan has been extended, both in terms of its content and the type of companies obliged to have one, and mechanisms have also been established to combat the gender pay gap. In terms of reconciliation, in 2021, paternity leave has been extended to 16 weeks, equating it to maternity leave; it would be worthwhile to analyse the impact of this measure, trusting in an increase in equality in the distribution of caregiving and household tasks and greater co-responsibility on the part of men.

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19 Only the “Continuous Sample of Working Lives” makes it possible to make visible women entrepreneurs in the self-employed regime, but women entrepreneurs who contribute to the general regime are still unknown.



The emerging presence of **women in the world of social and solidarity economy** is notable. Thus, with results for Catalonia as a whole, in the SSE, work is feminised since on average 64% of workers are women (Solidarity Economy Network [XES], 2019). However, this majority does not translate into decision-making spaces, where the percentage of corporate positions held by women is 50%. For this reason, it is understood that the SSE must advance in the feminisation of the functioning of organisations. In addition, only 22% of the entities have at least one racialised worker or of diverse origin, representing 4% of the total number of workers.

Environmentalism and feminism have in common the critique of an economic system that is based on invisible, feminised and devalued care and domestic work, as well as on the exploitation of natural resources and the environment (Carrasco *et al.*, 2020). **The alliance between both perspectives is essential to transform the conception and management of the economic model, as well as to reorganise people's time.** Without these perspectives, it is impossible to work for a model that is compatible with the biosphere and that tries to respond to all the different forms of inequality.

### Objectives

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- ↳ **To combat the impact of Covid-19 on women's employment in the city and promote gender equality and quality in the labour market.**
- ↳ **To work for an economic promotion that is feminist and ecologist with a special impulse of the social and solidarity economy.**
- ↳ **To make Barcelona a city of reference for women entrepreneurs, to support women professionals and managers and to advise and accompany companies in the introduction and application of equality measures.**

## Area 15. Democratisation of care work



The International Labour Organisation refers to care work as all **activities carried out in response to people's physical and emotional needs**, whether in the formal or informal economy, in the public or private sphere, and whether paid or unpaid. With regard to the people receiving care, it is necessary to consider above all children, the elderly, people with disabilities/functional diversity, illness, etc.

Historically, and still today, this set of activities has been carried out mostly by women and has not been valued as it should be, neither socially nor economically. Nowadays, **while men are increasingly involved in household and care work, they still do so in much lower proportions than women**. Thus, for example, **45% of women spend 20 or more hours a week on housework and caregiving, compared with 23% of men** (Barcelona Institute for Regional and Metropolitan Studies [IERMB], 2012). When both paid and unpaid work are considered, **women work 7 hours more per week than men** (Government of Spain [GE], 2017). In the workplace, the vast majority (91%) of people who work part-time because they have to perform care tasks are women, **26%** of women (compared to 3% of men) have made use of reduced working hours to care for minors (UGT, 2017), and of work leaves for childcare, 92.8% are requested by women and only 7.2% by men (General Union of Workers [UGT], 2020). It is therefore necessary **to promote the co-responsibility of men** in the assumption of care work. This includes working with children and young people, in a way that is adapted to their abilities.

In terms of working conditions, people under the Special System for Domestic Workers **do not get conditions comparable to those of other workers under the General Social Security Regime**. This regulation allows aspects such as dismissal without due justification (dismissal by withdrawal) and exclusion of occupational hazard prevention, maternity coverage and, especially, unemployment benefits to be maintained. In addition, it is estimated that one-third of domestic and care workers do so without being registered with the social security by their employers<sup>20</sup>.

Despite the prominent role of women in this work in their own homes, many families outsource part of it, and this has resulted in recent decades in **global caregiving chains**: outsourced work is often carried out by **migrant women in precarious conditions** who, in turn, have left their dependent family members in the country of origin in the care of other women<sup>21</sup>.

In relation to childcare, another relevant factor in the intersection of variables of risk of exclusion is **single parenthood**. Forty per cent of people living in single-parent households are at risk of poverty, almost twice as many as other family types. And 83% of single-parent households are headed by women.

20 To estimate the number of domestic workers who do not pay social security contributions, the difference between the number of people who say they work in the sector (Labour Force Survey - LFS) and the number of people who are actually enrolled on Social Security in the sector is calculated. This difference, for the year 2020 in the State as a whole, indicates 34% of work without social security contributions.

21 Data extracted from the reading of the Municipal Census of Inhabitants of Barcelona on 1 January 2020, available at: [https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques\\_per\\_temes/Poblacio\\_i\\_demografia/Llars\\_i\\_domicilis/Domicilis\\_padronals/a2020/estruct\\_llars/t1.htm](https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques_per_temes/Poblacio_i_demografia/Llars_i_domicilis/Domicilis_padronals/a2020/estruct_llars/t1.htm)

In terms of symbolic factors, the **lack of social recognition** contributes to job precariousness. The less social recognition and appreciation, the less likely it is that a job will have decent material conditions. Household and care work is an example of jobs with low social recognition: 24% of men and 34% of women consider care work to be socially unrecognised or not socially recognised at all<sup>22</sup>. To reverse this trend, public policies are needed to socialise and **democratise the responsibility for caregiving in order to eliminate its disproportionate assumption by women within the family**. It is, therefore, necessary that they are assumed by multiple social and economic actors: families (in co-responsibility between women and men), public administrations, companies and the community fabric (volunteers, neighbourhoods, NGOs, etc.). In relation to the community fabric, it is necessary to give visibility and support to already **existing community networks in the territory**, and to facilitate their adaptation to the needs of the residents of the neighbourhood, in terms of spaces, accessibility, timetables, etc.

Along these lines, the Government Measure for the Democratization of care work was approved with 68 actions aimed at putting caregiving at the centre of municipal policies. The measure aims to promote, in the medium and long term, another way of socially organising caregiving, from a transformative point of view and deploys the actions from two central axes: the recognition of the social centrality of caregiving and its socialisation. There are also two cross-cutting themes that run through all the actions of the measure: the elimination of the (bad) social division of labour and the individual, relational and collective empowerment of caregivers and care recipients.

These initiatives include the creation of the Barcelona Cuida Space, the card for care workers, the project to create communities of support for care work and the extension of the Radars and “Baixem al carrer” project that addresses situations of unwanted loneliness. Likewise, the **VilaVeïna** project, which aims to respond to the needs of caregiving in a collective way and at a local community level, also involves a reduced territorial delimitation that will address the maintenance and improvement of public spaces from the diagnoses provided by the exploratory walks in each case.

On the other hand, and as **ecofeminism** affirms, we must not forget that people are interdependent (we need mutual caregiving to live) and eco-dependent (we need healthy ecosystems for our existence) (Observatory on Debt in Globalisation [ODG], 2017). In addition, **climate phenomena have a clear gender bias by affecting women more**, which generates care needs (Women’s Institute [IM], 2020). Thus, ecofeminisms point out the interrelationship between the dynamics of destruction, exploitation and domination of nature and the subordination of women; and claim the value of social reproduction work and caregiving that make possible the maintenance and daily production of life. Therefore, thinking **Barcelona from the perspective of ecofeminisms implies placing the collective right to care and the capacity for resilience at the centre of each proposal and public policy**.

22 Data extracted from the Municipal Omnibus Survey, December 2020. Barcelona City Council. <https://bcnroc.ajuntament.barcelona.cat/jspui/handle/11703/122832>

Finally, it should be noted that, as a result of the situation generated by Covid-19, we can speak of a worsening of the so-called “care crisis”. In this context, there is a risk that greater recognition of caregiving in the formal economy will not be accompanied by greater visibility for informal caregiving and the women who provide it.

### **Objectives**

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- ↳ **To increase social and institutional recognition of the importance of caregiving and its more equitable provision.**
- ↳ **To increase the co-responsibility of the public administration, the community world and companies, as well as the co-responsibility of men.**
- ↳ **To improve the conditions in which people provide care work (paid and unpaid) and in which people receive care.**

## Area 16. Time organisation



Time orders and structures daily life. Time has a key impact on people's daily lives, becoming a parameter that favours citizens' well-being. The use and distribution that we make of our time is conditioned by many factors, which determine the capacity to have more or less time. We can say that the distribution of time is not equal between genders or between generations or between social classes, and that not all time (salaried time, non-salaried time) has the same value and social recognition.

Time emerges as a crucial element to rethink the concept of citizenship (Balbo, 1987; Balbo 1991). Furthermore, temporal well-being is limited to the extent that it is often not possible to decide on time autonomously and it is unequally distributed in the social structure by gender, class and race, among other factors (Mückenberg, 2007).

Thus, the right to one's own time consists of being able to make decisions for oneself, individually and collectively, of daily temporal conditions that allow combining the times of sociability and affectivity, working schedules, reproductive time and the time for socio-political participation, among others (Mückenberg, 2007).

Poorly harmonised social schedules make the organisation of daily time a challenge for a large part of citizens, to the point that they directly affect people's health through the disruption of their circadian rhythms. It is in this sense that it is recommended to incorporate "time poverty" as one of the indicators to measure poverty, inequality and social exclusion (United Nations Economic Commission for Latin America and the Caribbean, 2017).

When it comes to identifying trends regarding people's changing working patterns, particularly in relation to domestic and care work in the city of Barcelona, we see that the working day continues to play a central role in social organisation. Analysis of changes in the time dedicated to paid work reveals a twofold phenomenon: the increasingly porous nature of work and the illusion of freedom of choice. This is a tendency that particularly affects women, for whom the flexibility of the working day is favourably valued, due to the needs derived from care work. However, this has led to the emergence of new problems such as issues concerning the right to disconnect (Moreno and Borràs, 2020). Teleworking and remote working during the pandemic have led to an increase in care tasks for women, and although some studies note a generational change, with men becoming increasingly aware of the importance of sharing domestic work and care tasks, gender inequalities still persist. Men still spend more time on paid work and women spend more time doing domestic work whilst seeking to separate work, family and personal life within the home.

The time policies that we want to promote within the framework of this plan, together with other strategies, must be aimed at preventing the transformation of the uses of time from reinforcing social and gender inequalities, as all the studies carried out in relation to the impact of Covid-19 are detecting.

Within this framework, **Barcelona City Council's Time Pact for a better, healthier, more egalitarian and efficient organisation** of time is one of the key tools for enabling the development of cross-cutting work that covers the different spheres of health, work, caregiving, participation, education, services in the city and mobility, in order to place time as a right of citizens. It is a pact that aims to have an impact on all areas of the daily life of citizens and, for this, apart from the Administration, it has the involvement of entities and organisations.

As can be seen, the organisation of time is not dissociated from the organisation of work and, therefore, it is understood that this area is economic and, at the same time, cross-disciplinary to the other areas, since it is closely linked to women's time poverty, the area of caregiving and the quality presence of women in productive work.

### Objectives

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- ↳ **To improve the harmonisation of the different uses of people's everyday time.**
- ↳ **To help ensure an effective co-responsibility between men and women on the part of public administrations, companies and society as a whole.**
- ↳ **To promote the adoption of healthier, more efficient and sustainable time management models, raising awareness and disseminating the benefits of a more egalitarian organisation of time.**

## Area 17. Combating the feminisation of poverty and precariousness



Given the complexity of the **factors that condition the feminisation of poverty** and precariousness, this area is being addressed through a **specific long-term and structural strategy: The Strategy against the feminisation of poverty and precariousness 2016-2024** (hereinafter EFPP).

In 2020, in light of the health emergency and the economic crisis resulting from Covid-19, the EFPP carried out an analysis that showed that women are suffering the effects of the crisis most severely. The fact that they make up 65% of people employed in front-line jobs means that they are overexposed to contracting the disease. They are in the majority among people who live alone and have greater difficulty in accessing basic necessities. The burden of caregiving, delegated to households during confinement, falls mainly on women. And during the same period, the calls and interventions of the services specialised in gender violence skyrocket.

The data also indicate a widening of the gaps that may condition the chances of overcoming the crisis. Some of the most affected employment sectors, such as commerce, are heavily feminised. In addition, women are mostly in the most precarious jobs, being more vulnerable to any unforeseen event. The pandemic highlights the care crisis suffered by our society, highlighting the deficit of services and the lack of valuation and recognition of tasks that have been revealed as essential. And the disproportionate effects on women's physical and mental health can diminish their options for economic recovery and political and social participation.

With the implementation of the EFPP at the halfway point, the mid-term evaluation has raised a series of recommendations for overcoming its shortcomings and taking advantage of opportunities for improvement. Most notable are the following:

- **Draw up a map of entities and activities that makes services visible and facilitates networking.**
- **Guarantee access to minimum income.**
- **Promote the socio-labour insertion of the new profiles of women seeking employment.**
- **Increase the resources and services aimed at facilitating their reconciliation.**
- **Strengthen actions aimed at men and promote new models of masculinity.**
- **Strengthen actions aimed at preventing gender violence.**
- **Bridge the digital divide.**

The importance of the approval of the Government **Measure on the feminist economy is also worth noting: For the improvement of the economic, social and working conditions of the most feminised and precarious jobs** (AB, 2021h), in March 2021, which sets the following objectives:

1. **Ensure that the impact of Covid-19 does not worsen the conditions of the most precarious and feminised occupations in the city.**
2. **Encourage more stable and secure contracts.**
3. **Combat the sticky floor by fostering opportunities for career paths and job enrichment.**
4. **Promote a good organisation of time and a co-responsible work-life balance.**
5. **Fight against male harassment and violence.**
6. **Combat informality and lack of social protection.**
7. **Promote the social recognition of the most feminised and precarious occupations.**
8. **Strengthen the self-organisation and representation of women workers.**
9. **Address unprotected occupational hazards.**
10. **Combat the impact of intersecting gender inequality factors.**

Thus, the deployment of this measure, which aims to respond to the needs arising from the crisis, will be key to advancing the objectives of the EFPP aimed at combating gender inequalities in the workplace.

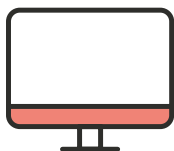
### Objectives

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- ↘ **To achieve full implementation of the EFPP.**
- ↘ **To address the effects of the Covid-19 crisis on the feminisation of poverty and precariousness.**



## Area 18. Technological resources and the digital divide



The use of technologies is increasingly present in our society. These technologies have the potential to promote the inclusion and professional improvement of many sectors in the labour market but, at the same time, they can also exclude others.

As set out in the **BcnFemTech Government Measure (2021-2023)**. **For gender equality in the ICT sector**, “the access, creation and production of technology, wealth and assets are reinforcing certain discriminatory gender and social dynamics, causing gender segregation by work platforms, by roles in the technology industry surrounding the platform economy, with algorithms that operate under racist, sexist and classist parameters, or with an economic concentration and economic aggressiveness towards rights and the most vulnerable sectors, greater than in the industrial era”.

These segregations end up causing a **gender-based digital divide** in the access, use, consumption and production of technologies to be addressed from a feminist perspective.

According to the study **The Digital Divide in the City of Barcelona. 2020** (BIT Habitat, 2020), currently, in Barcelona city, there are more men connected (94.6%) than women (89.4%); when people are asked the reasons for not using the Internet, 36.9% of women (compared to 20.3% of men) say that they do not know how to use it; and if we look at the profile of digitalisation of the population, we see that 71.76% of people who are in the low-level profile are women, and 28.24% are men. At the same time, it is necessary to adopt an intersectional perspective in order to understand these data. To begin with, older women are one of the least connected groups. Specifically, 42.5% of women over 75 years of age are not connected (compared to 12.6% of men)<sup>23</sup>. At the same time, it would also be necessary to investigate the differences in the access and use of ICTs by women of diverse origins, since qualitative sources point to a lower digital literacy of these women (because although many have a mobile phone, they do not always have permanent access to the Internet, which makes it difficult for them to carry out online procedures), which may be leading to situations of discrimination and exclusion. Social class and the territory in which one resides are also factors that, in relation to gender, may be increasing the digital divide.

**The lack of access or limited access to connections has direct consequences on the material life of women:** it is more difficult for them to carry out administrative procedures, to make appointments for some services, to access some of the support services offered by institutions, to receive training, to participate in public life, to be able to carry out some economic activities (especially with the closure of many bank branches), etc.

23 This factor could be explained by the fact that there is a greater presence of older women in our society, especially in the survey sample.

The gender digital divide has different explanations. To begin with, **there is a strong occupational segregation and a large under-representation of women in the ICT-related labour market.** Considering that it is a booming and continuously growing economic sector, and a great generator of employment, this may imply strong present and future inequalities for women. In Barcelona (Barcelona Digital Talent, 2019), only 26% of jobs in the ICT sector are held by women; only 8.6% of technical positions are held by women, and women only represent 22% of the total number of candidates that apply for job offers linked to the digital sector. For all these reasons, **it is necessary to promote the inclusion of women in this area.** For this, it is important **to end the stereotypes that surround the technology labour market and it would also be good to give visibility to women who are already working in this sector.**

Another important point to consider in order for women to be visible in ICTs is to promote the acquisition of **ICT skills and abilities in girls and women.** It is, therefore, necessary to equip them with the skills and knowledge to participate equally in ICTs and their applications.

It is also necessary to put an end to all the stereotypes present in the technological environment and an important point is **to work so that the algorithms on which many of the digital platforms are based stop being sexist** and do not continue to reproduce gender stereotypes. All of this will allow us to move towards a fairer and more equitable use and creation of technology.

### Objectives

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- ↘ **To work for gender equity in ICT industries.**
- ↘ **To progressively increase the index of digital empowerment in women.**
- ↘ **To analyse the gender digital divide from an intersectional perspective, especially considering age, origin, class and territory of residence.**



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## Axis 3. City of Rights

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**A city of rights is one that claims the city as a space for the defence and guarantee of human rights and women's rights. That is why this axis deals with policies that have an impact on the economic, social and cultural aspects in which gender inequalities are produced, setting objectives and promoting actions for redistribution, representation and recognition of women within the framework of the city. To this end, the axis is structured into thirteen areas:**





**Political and social participation**, focused on promoting the representation of women's voices and needs so that their specific experiences and demands are fully present in the public space and on the public agenda.

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**Health, sexual and reproductive rights**, aimed at influencing the gender roles that condition the health of all women and the promotion of health care without gender bias.

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**Social action**, aimed at the incorporation of the intersectional gender perspective in the attention offered by social services to situations of vulnerability.

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**Sports**, focused on promoting the participation and visibility of women, in all their diversity, in a sports practice without inequalities.

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**Co-education and science**, focused on the implementation of co-education in all stages and educational spaces of the city, promoting scientific vocations and the presence of women and girls in research.

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**Life cycle**, which aims to enhance our knowledge of gender inequalities according to the different moments in people's lives.

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**Culture and collective memory**, aimed at the balanced representation of men and women in all cultural spheres, and the recovery of the historical memory of women and with a gender perspective.

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**Citizenship, migrations and interculturality**, which is aimed at recognising the diversity of women by deploying the intercultural perspective, combining specific actions with cross-cutting actions in all areas of municipal policy.

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**Housing**, aimed at including the gender perspective in municipal policies in this area.

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**Violence-free lives**, focused on preventing, addressing and combating all forms of gender violence in the city.

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**Global justice and international relations**, which aims to strengthen women's leadership and the promotion of gender equality in the cooperative work, networks and international activity of the City Council.

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**Sexual and gender diversity**, an area aimed at ensuring respect for and integration of sexual and gender diversity in municipal policies.

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**Masculinities**, which also focuses on mainstreaming work on the construction of masculinity in all municipal services and programmes framed in gender equity policies.

## Area 19. Social and Political Participation



Women's participation is decisive for social transformation and especially to promote equality and the gender perspective from a cross-cutting and intersectional approach that effectively guarantees the diversity (origin, ethno-racial, cultural, functional, age, gender identity and/or expression, sexual orientation...) of women.

As a result of the large feminist mobilisations of 2018, there has been an increase in **different feminist groups and collectives in the city and in the interest of third sector entities in the development of projects with a gender perspective**, which have come to add their struggles to the historical feminist movements in the city. There are currently 249 entities on the map of feminist and women's entities in the city<sup>24</sup>.

However, the **outbreak of the global pandemic** in the wake of Covid-19 has provoked a profound health, economic and social crisis, which has affected all areas of our lives, with very significant consequences in the lives of women and the **sustainability of feminist movements themselves**. In this sense, situations of overload have been generated by the complexity of managing personal, family, work and social life, which has affected the physical and emotional health of women, and this ends up affecting the availability of time and **resources for participation** in feminist and women's organisations as well as in mixed entities in the city. The challenge, therefore, is to **strengthen the spaces for interaction and participation of feminist groups and collectives in the city, to facilitate their sustainability and self-organisation**.

In addition, the restrictions on meeting in person have given way to new communication channels where virtual communication plays an important role and the use of technology has become an essential resource that not all women can access. The **gender digital divide** due to lack of means and/or training, therefore, falls within a historically masculinised field and is also another factor in the exclusion of women, especially those from more vulnerable groups. In this sense, it should be noted that **participation in spaces and entities presents patterns of gender inequality**: although women make up 58% of the people involved in entities in the city (Fornies and Aguilar, 2018), this certain feminisation of the spaces of participation is reversed as positions of power in the entity are reached. Thus, only 48% of women are on the board of directors and 44% in the presidency. In addition, 41.6% of women report **difficulties in reconciling social participation with their daily lives**, while the case of men is only 19.1% (Liquen Data Lab, 2018). It is necessary, therefore, to move forward with the creation of new forms of community relations that are fairer and more equitable towards women, considering the different axes of inequality affecting them and the different territorial realities.

### Objectives

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- ↳ **To boost the social and political participation of women in the different neighbourhoods of the city, taking into account their diversity and the impacts generated by Covid-19.**
- ↳ **To promote collaboration and co-production for the defence of rights, and the social and political participation of women, from an intersectional and intercultural perspective.**

24 <https://ajuntament.barcelona.cat/dones/ca/recursos-i-actualitat/mapa-dentitats-feministes>

## Area 20. Health and sexual and reproductive rights



Social and gender inequalities condition people's state of health. Likewise, androcentrism still permeates medical practice, so that **gender biases exist in health care, diagnosis, clinical trials, research and treatment**. The use of male symptom patterns or male anatomy as universal still results in the **underdiagnosis of certain diseases or conditions in women**, such as autism, endometriosis or cardiovascular disease. And, in the opposite sense, the **idea that labels certain pathologies as "women's diseases"** means their over-diagnosis among women and under-diagnosis among men. This is the case with depression or osteoporosis, for example. This entails a **greater or lesser diagnostic effort** (unequal access to adequate health care according to symptoms, diagnostic errors) **and therapeutic effort** (treatments, drugs) **depending on gender** (Ruiz Cantero, 2019). Finally, and especially in the area of sexual and reproductive health, the **heteronormative view still conditions health care**.

In Barcelona, women, compared to men, have a longer life expectancy, a worse perceived state of health (23.8% women and 15.4% men) - a perception that worsens as we go down the social scale -, greater morbidity and suffer more chronic disorders (29.6% of men and 41.3% of women have three or more). Moreover, among people diagnosed with significant health problems, women are highly overrepresented in pathologies such as osteoporosis (93.4%), chronic pain (72.6%) and depression (70.6%), while men are overrepresented in pathologies such as HIV (AIDS), ischemic heart disease or cirrhosis (Barcelona Public Health Agency [ASPB], 2020).

During the pandemic, **Barcelona's women have been the most infected by Covid-19**, especially among the most disadvantaged classes. But **men have suffered more severely**, due to social reasons such as smoking, **and are the most affected by excess mortality**, although in absolute numbers more women than men have died in the city. **Women have suffered a higher risk of exposure to the virus**, which is explained by gender roles, as they are the main caregivers in homes and residences for the elderly, the majority of professionals in the health and pharmaceutical or cleaning fields, among others (IQcoop, 2021). We will have to see how, due to the pandemic, **the changes produced in primary care** (overload, less face-to-face care and more telephone or digital care) **or in the monitoring and detection of pathologies may affect the health of the population in the medium term**.

Distress, stress and work overloads also have a negative impact on the health of women, who are at greater risk of psychological distress. Before the pandemic, 30.3% of women and 22.7% of men had mental distress, with women from disadvantaged social classes suffering the most. Females also used more psychotropic drugs than males (ASPB, 2020). Although sufficient information and data are not yet available, the **pandemic appears to be exacerbating the mental and emotional health problems of the general population and, in particular, of women**. The stress and emotional management of confinement, the

overload of work in the context of a pandemic, social and family isolation, the loneliness of the mourning process, the increase in gender violence or the aggravation of previous mental health problems are just some examples. In fact, during the first 2020 lockdown, sleep quality worsened for more than 40% of women and 30% of men. Women also showed more feelings of fear, uncertainty, sadness and distress and worse mood than men<sup>25</sup>.

Regarding **sexual and reproductive health**, before the pandemic, women from lower socio-economic groups, from more disadvantaged neighbourhoods, with lower educational levels and from low-income countries showed worse reproductive health indicators which, although they had been improving over the last few years, it is unknown how they may evolve due to Covid-19 (ASPB, 2019). The pandemic has brought about changes in the monitoring of pregnancies and obstetric care, in the possibilities of access to contraception and abortion, in the detection of STIs and in the performance of gynaecological check-ups, which will have to be assessed in terms of their impact on the female population of the city in the short and medium-term.

### Objectives

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- ↘ **To improve knowledge about the health of the Barcelona population, including the impact of the pandemic on physical, mental and sexual and reproductive health from a gender, intersectional and life cycle perspective.**
- ↘ **To promote gender-neutral (non-androcentric, non-heteronormative) health care.**
- ↘ **To continue working for the promotion of sexual and reproductive rights from a gender and intersectional perspective.**

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25 Data extracted from the Time Use and Confinement Survey. Centre for Opinion Studies. Government of Catalonia. May 2020: <http://upceo.ceo.gencat.cat/wsceop/7608/Taules%20estad%C3%ADstiques%20-966.pdf>



## Area 21. Social action



In Catalonia, the risk of suffering poverty or social exclusion is 25.1 percentage points among women compared to 22 points among men, a difference that is almost double after the age of 65. Among the factors that determine this risk are employment status, educational level, nationality or household composition, being particularly high among single people with dependent children<sup>26</sup>. However, the phenomenon of social exclusion is multidimensional in nature. It is an accumulation of disadvantages that leads to a loss of social ties and a deterioration of living conditions, a vision that goes beyond the one-dimensionality of the concept of poverty linked to the lack of economic resources.

Attention to some of the most vulnerable groups through municipal social services shows the gender and intersectional biases that are present in these situations. In the case of a phenomenon as complex as **homelessness**, the Government Measure for the prevention of female homelessness and the introduction of the gender perspective in the care of homeless people in Barcelona 2020-2023 (AB, 2020h) warns of the invisibility of the specific problems of women when these situations are analysed solely from the perspective of people sleeping rough. This paper points to much more invisible female homelessness in the public space, possibly due to insecurity and the higher stigma on women.

Women with **disabilities** are also doubly discriminated against. According to a report by the Observatory on Disability and the Labour Market (ONCE Foundation, 2016), women with disabilities have lower activity and employment rates than women without disabilities, and receive an annual salary 15% lower. In addition to economic and professional disadvantages, there is a greater vulnerability to violence. Of all the categories of gender violence defined by the latest Macro-survey on violence against women (GE, 2020), the prevalence in all cases is higher among women with disabilities.

The need to incorporate the gender perspective is especially relevant in services aimed at dealing with cases of **gender violence**, as a paradigmatic manifestation of inequality. The latest Survey of gender violence in Catalonia (AB, 2018b) shows that more than half of the women in Barcelona have suffered this type of violence at some point in their lives, with 27% of the cases being very serious.

Even at a young age, women are subjected to significant inequalities. Despite the difficulties in understanding the impact of **childhood and adolescent** maltreatment, UNICEF estimates that 3 out of 4 children globally regularly experience some form of violent discipline in the family environment (UNICEF, 2017). And in Spain, the Unified Registry of Suspected Child Abuse (RUMI) counted more than 14,000 cases in 2016. Numerous studies show that violence and abuse mostly affect girls and is almost always committed by men (Women for Health, undated), demonstrating the importance of addressing this issue from a gender perspective.

26 IDESCAT (Statistical Institute of Catalonia) Rate and population at risk of poverty or social exclusion (AROPE rate) by sex. 2019. <https://www.idescat.cat/pub/?id=ecv&n=7703&lang=es>

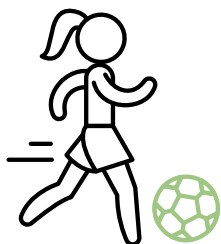
Social services are, in many cases, the main means of detection and attention to all these situations. For this reason, incorporating a gender and intersectional perspective in all of their processes is an essential requirement for ensuring effective responses to the specific needs of women in vulnerable situations.

### Objectives

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- ↘ **To enhance the knowledge of the gender inequalities that condition situations of vulnerability, in particular of the services aimed at homeless people, people with disabilities and children and youth.**
- ↘ **To advance in the incorporation of the gender perspective in all phases and processes of these services.**

## Area 22. Sports



Practising sports is an essential habit for a good quality of life. Today, the benefits of physical activity and sport are available to girls and women of all ages. However, **parity is still not a reality in sport**, so the public administration, entities, associations and clubs must continue working to promote more and more sport among women of all ages and all over the world.

Statistics show that **men are still more likely to practice sports**. This is clear, for example, from the latest Survey of Sporting Habits of the Adult Population of Barcelona city (AB, 2017c), which indicates that 69.2% of women and 74.4% of men do sport. However, there is a significant increase in female sporting activity (of 18.5%) when compared to the previous edition of the survey (from 2013).

The **sporting practice of the school population also continues to be mainly male**: Seventy-two per cent are girls and 80.6% boys, although in this age group female participation has grown 3 points compared to the previous survey (Viñas and Fort, 2018). However, there continues to be a **slight abandonment of the female practice in the transition from primary to secondary school**: from 4th to 6th year of primary school, 74.3% of girls practice sport, while from 1st to 2nd year of ESO (Compulsory Secondary Education) it drops to 71.7%. In the case of boys, the dynamic is completely reversed: the practice increases significantly from 4th to 6th grade of primary school (81%) to 1st to 2nd year of ESO (Compulsory Secondary Education) (85%). It is therefore essential to address the premature abandonment of sport by adolescent girls.

Even today, there are still **sports that are highly segregated by gender**. In fact, the sports most played by boys are football (40%), basketball (13%), wrestling sports (9%) and swimming (8%). On the contrary, girls practice more dance (23%), basketball (9%), swimming (9%) and skating (8%). Although it is true that **in recent years an improvement has been detected in this segregation<sup>27</sup>, the stereotypes and limitations of access and permanence** of the less represented sex in traditionally feminised and masculinised sports must continue to be worked on.

Maintaining good health is the main reason for practising sport for the vast majority of women in Barcelona (73.4%), **while lack of time is the main reason (50.7%) among those who do not do any physical activity**. As for the activity chosen, more than half of them opt for either walking (37.1%) or swimming (22.3%). As for the participation of women in IBE programmes, in “Get Active in the Parks” they are the majority (87.5% of participants), while in “Let’s Live Together through Sport” they account for 51% of the total and in the Campus Olimpia, 40%.

Therefore, **it is not only important to address the practice of sports** in itself but also the **real access of women to the management and direction of sports institutions and entities**, their incorporation in key positions in the sports field, the **reconciliation** of professional and family life with the practice of sport and physical activity, **the visibility** of women athletes in the media and **equality in the allocation of awards for female and male categories**.

27 Over the course of the previous plan, the proportion of boys participating in feminised sports has increased from 2.9% in 2016 to 5.7% in 2019.

28 Data provided by the Barcelona Sports Institute (IBE).

It should also have an impact on the **incorporation of the gender perspective into the city's sports facilities and events**. And given the current pandemic context, women's sport in the public space must be addressed as a priority. At the beginning of 2020, there were 98,535 female subscribers to municipal sports facilities<sup>28</sup> but, with the pandemic, there has been a significant drop in this number, especially among women. By the end of 2020, there were already only 62,337 female subscribers at the facility.

### Objectives

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- ↘ **To promote gender equality in sports.**
- ↘ **To incorporate the gender perspective in the city's sports facilities, entities and events.**

## Area 23. Co-education and Science



Education is a strategic area for the acquisition of knowledge, values and egalitarian and non-discriminatory attitudes from an early age. And in this task, it is necessary to conceive education in a comprehensive sense, since, for example, **values acquired in formal education are as important as those acquired in non-formal education (e.g., educational leisure entities) and in informal education (e.g., families)**. To give an example linked to the family sphere, the lesser co-responsibility of men in supporting their children's education implies an overload for women and hinders the establishment of more egalitarian educational realities.

With regard to the educational level of the population as a whole, women are the majority group at the extreme levels: population with no formal education and population with higher education. Thus, for example, of the population with university degrees in Catalonia (degrees, masters and PhDs), women represent 57.2% (Catalan Women's Institute, 2020). However, **a higher level of university education among women does not correspond to their position in the labour market or to their wage level**, which is, on average, lower than that of men.

The higher educational level of women coexists with horizontal segregation in terms of fields of study. In particular, there is a **scarce presence of women in scientific studies**, which is evident in the data for both post-compulsory secondary education and, especially, university studies. Thus, in the baccalaureate, women from Barcelona represent 76% of the baccalaureate in Arts, 58% of the students in Humanities and Social Sciences, but less than 48% in the Scientific and Technological modality<sup>29</sup>, although this is the path taken by those aspiring to study a degree in the Health Sciences branch of studies, which is quantitatively very feminised<sup>30</sup>. In university studies, segregation is even more pronounced, as women represent only 23% of the total number of people enrolled in Engineering and Architecture degrees<sup>31</sup>, which shows the influence of gender discriminations, stereotypes and social rules, which influences the **scientific vocations and jobs of girls** and women. Limiting stereotypes and discriminations do not only affect training choices but also the presence, types of contracts and working conditions of women who develop professionally in the scientific field.

In order to try to reverse these segregating tendencies and the underlying gender stereotypes, it is important that the entire training process of children and young people includes a co-educational perspective. **Coeducation** is the educational action based on the recognition of the potentialities and individualities of all students, regardless of their sex, thus promoting real equality of opportunities<sup>32</sup>. It must be approached in a **comprehensive manner and include the different educational levels** throughout the life cycle, **educational agents** (schools, leisure entities, families, AFA...) and **educational spaces** (classrooms, school playgrounds, extracurricular and leisure spaces...). Although this comprehensive approach is quite widely accepted in discourse, in practice there is a lack of coverage of co-educational activities at levels such as nursery schools, in educational agents such as the AFAs (parents' associations) and in educational spaces such as af-

29 Data for Barcelona on the branches of the baccalaureate by gender, for the academic year 2020-2021 <https://educacio.gencat.cat/ca/departament/estadistiques/estadistiques-ensenyament/curs-actual/batxillerat/>

30 A web portal for higher education in Catalonia, <https://graus.unportal.net/wb/unportal/ca/newsletter/NL215b.html>

31 Data for Catalonia. Department of Research and Universities. Government of Catalonia.

32 Definition extracted from the Co-education and gender equality website. Telematic Educational Network of Catalonia-XTEC. Government of Catalonia. <http://xtec.gencat.cat/ca/curriculum/coeducacio/>

ter-school activities, among others.

These deficiencies are at the same time a strategic opportunity in the case of **nursery schools**, given the greater degree of competence that the City Council has with respect to other educational levels, and given that it is at this stage of childhood that a good part of the gender stereotypes and mandates crystallise.

At present, there is no systematised data available on the implementation of co-education in the city's schools as a whole. After a pilot test from 2014 to 2017, the programme **Schools for Equality and Diversity**<sup>33</sup> (**Barcelona Education Consortium**) was finally implemented in 2018 deployed in 21 schools, **with the challenge for the coming years being to extend it to a majority of schools in the city.**

On the other hand, in recent years the City Council has supported a project for the analysis and transformation of educational spaces, focusing on "**School playgrounds**". The gender perspective needs to be incorporated in an effective and sustained manner over time in this project, which foresees the transformation of a minimum of 10 school playgrounds annually.

Regarding the fight against sexual harassment and abusive relationships, the percentage of students who have suffered sexual harassment is much higher in girls, 17%, compared to 3.8% in boys, in all ages. In addition, having suffered abuse by a partner is more frequent in girls (18.3%) than in boys (12%)<sup>34</sup>. In order to address these abusive relationships in the educational and community sphere, progress has been made in incorporating the perspective of co-education in non-formal education entities and facilities, through the "Non-sexist Stories" project, which should be extended to cover all districts where it is not yet present.

Finally, and as a pertinent comment for all areas of the coeducational task, it is necessary to include more explicitly the work with boys and men, in their diversity. This includes the design of actions aimed specifically at them, in order to advance in the **transformation of hegemonic masculinities** and gender privileges. In this line of action, some of the most strategic areas of work are co-responsibility in care work and the promotion of violence-free relationships.

### Objectives

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- ✎ **To promote the implementation of a coordinated co-educational model for all stages and spaces of formal education in the city, giving special weight to work for the transformation of models of masculinity.**
- ✎ **To advance towards the implementation of the gender perspective in non-formal education entities and settings and in informal education in the city.**
- ✎ **To contribute to reversing gender stereotypes and gaps that limit free vocational choice and professional development in the field of science.**
- ✎ **To incorporate the perspective of sexual and gender diversity in the different educational spaces of the city.**

33 [www.edubcn.cat/ca/suport\\_educatiu\\_recursos/plans\\_programes/coeducacio/escoles\\_per\\_la\\_igualtat\\_i\\_la\\_diversitat](http://www.edubcn.cat/ca/suport_educatiu_recursos/plans_programes/coeducacio/escoles_per_la_igualtat_i_la_diversitat)

34 "Health and its determining factors in Barcelona adolescents". Survey of risk factors in baccalaureate students-FRESC 2016. Barcelona, Barcelona Public Health Agency, Barcelona Health Consortium.

## Area 24. Life cycle



According to the Diagnosis for the Demographic Change and Ageing Strategy: a City for All Times of Life (2018-2030). (AB, 2018a), **demographic change has led to a predominance of older women**. In Barcelona, two out of every three people aged 80 or over are women, who also represent more than 56% of the generation aged between 60 and 79. On the other hand, the population between 20 and 39 years of age is becoming more feminised due to the greater permanence of women in the city. And in the 40-59 age bracket, the positive migratory balance is concentrated in women and people of non-EU origin. Despite the availability of diagnostic data, this is generally a hidden reality that is not an explicit part of the political agenda: **the city is designed from an adult-centric perspective, which makes invisible or belittles the needs and experiences of women** in the stages of childhood, young adulthood or old age. This means that it is still essential to enhance the diagnosis of gender inequalities in the different life cycles, as well as to translate these results into strategies for the incorporation of the gender perspective in Barcelona City Council's policies for children, young people and the elderly.

Among the elderly, women are in the clear majority at older ages. Their biology, social exposure and self-care behaviours mean that they have a longer life expectancy (87.3 years versus 83.7). However, **in relation to men, women have poorer perceived health, mental health and chronic disorders, which become more pronounced in old age**. Differences by social class are substantial, and proportionally greater among women (ASPB, 2020). Older women also suffer from the **phenomenon of unwanted loneliness**, which impacts their mental and physical health, reducing their mobility and physical activity, as well as social relationships<sup>35</sup>. In material terms, there is a wage gap in pensions that generates a final expression of the synthesis of inequalities experienced in previous stages.

The emergence of **Covid-19 has had a devastating effect on society, and especially on older women**: 2,842 women died (53% of the total<sup>36</sup>), 97% of whom were over 64 and 89% over 75 years of age. Confinements and restrictions have also been particularly harsh for older people who, apart from suffering more from the consequences of their risky situation, have seen their voice and presence in the community diminished.

In Barcelona, 3 out of 10 **small children** live at risk of **poverty or social exclusion**, above the rate for the population as a whole, and inequalities in children's living conditions have widened in recent years. Half of the adults attended to in municipal social service centres have children in their care. Of the families suffering from severe material deprivation attended to in the municipal social services centres, 4 out of 10 live with children<sup>37</sup>. Public policies should reinforce the role of under-age citizens in the city from a gender perspective, influencing different areas such as families, schools, health, protection in risk situations or community life and leisure. It is about improving the lives of children and advancing their rights and participation.

35 Barcelona City Council has adopted a government measure for the development of the Municipal Strategy against loneliness (<https://ajuntament.barcelona.cat/premsa/wp-content/uploads/2020/10/MdG-Elaboracio-Estrategia-Soledat.pdf>).

36 Barcelona Public Health Agency. (7 September 2021). Web #Covid19aldiaBCN. Accessed on 7/9/2021 from <https://webs.aspb.cat/covid19aldiaabcn/>.

37 Barcelona City Council, 2016 Survey on the Living Conditions of Users of the Barcelona Social Services Centres.



Special consideration should be given to the negative effects that the anti-Covid-19 measures have had on children, in terms of lack of social interaction, lack of schooling, material deprivation among the lowest income groups, as well as the increase in inequalities in development that have been indirectly generated.

**Adolescents and young people**, despite the **criminalisation and media stigmatisation they suffer**, (Grup Barnils i Mèdia.cat, 2020) which has worsened during the pandemic, are one of the population segments that has suffered most from the emotional and economic consequences (GC, 2021) of this social and economic crisis derived from the management of the Covid-19 health crisis (National Youth Council of Catalonia, 2020). It should be noted that this deterioration in living conditions has had a particular impact on young women<sup>38</sup>. This has complicated<sup>39</sup> -and will complicate in the coming years- their access to the **labour market** (Observatori Català de la Joventut, 2021), **and their mental and emotional health**, since in 2020, 45% of young women and 32% of men of the same age in Barcelona were at risk of poor mental health<sup>40</sup>. Job precariousness, the **difficulties of emancipation** and uncertainty about the future have led to an increase in cases of anxiety, eating disorders, depressive behaviour and screen addictions among young people. In addition, during the confinement, a worsening of **gender violence** was detected (AB, 2020f), a phenomenon that women suffer throughout their lives, but that especially affects young women<sup>41</sup>.

Finally, it should also be noted that adulthood, as an existing stage of life that could be characterised by reproductive tasks, is a crucial moment in the generation of inequalities. The city is experienced differently depending on the burden of care, particularly affecting mobility, time, health, etc. One of the areas where it has the greatest impact is the pay gap, which widens with the birth of the first child. The assumption of care work by women has an economic impact on their professional careers. Therefore, in terms of caregiving, it is necessary to reinforce the public responsibility for care tasks, with a special focus on children and the elderly, guaranteeing local and quality health care, as well as a network of public day-care centres to meet the demand. Any care not provided by the public sector is likely to fall to other unpaid women or women without job security. But beyond this, it is also necessary to improve the representation of women at all stages of their lives. We must move towards a society that empowers older women, as well as children and young people, as active and influential agents in public and community life.

### Objectives

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- **To learn more about gender inequalities at the different stages of life: childhood, young adulthood, adulthood, and old age.**
- **To make progress in terms of incorporating the gender perspective into Barcelona City Council's policies for children, young people and older people.**

38 LFS (2020) data on the employment situation of young people suggest that the pandemic-related crisis is affecting and may affect, young women more than young men. Young people, especially young women, are very present in the service sector (where 87.8% of young women and 76.8% of young men worked), one of the sectors most directly affected by the economic shutdown generated by Covid-19.

39 2020 Barcelona Socio-demographic Survey. Advance data of the Covid-19 impact. Barcelona City Council. [https://ajuntament.barcelona.cat/premsa/wp-content/uploads/2020/11/Presentacio-Enquesta-Joves-2020\\_v07\\_premsa2.pdf](https://ajuntament.barcelona.cat/premsa/wp-content/uploads/2020/11/Presentacio-Enquesta-Joves-2020_v07_premsa2.pdf)

40 2020 Barcelona Socio-demographic Survey. Barcelona City Council: [https://ajuntament.barcelona.cat/premsa/wp-content/uploads/2021/08/Enquesta-Joventut\\_-RdP-PPT-premsa-V6.pdf](https://ajuntament.barcelona.cat/premsa/wp-content/uploads/2021/08/Enquesta-Joventut_-RdP-PPT-premsa-V6.pdf)

41 Considering gender violence that has taken place throughout the life cycle, by age group, the youngest women (16 to 29 years old) are the most affected: 69% report having suffered gender violence. Source: Survey on gender violence in Catalonia.



## Area 25. Culture and collective memory



**Public policies based on cultural rights must place an explicit emphasis on gender equality.** These policies should reinforce the **gender perspective and deploy their full potential to promote the plural and active participation of women** and all people who do not conform to the androcentric and heterosexual norms in cultural life. Faced with these challenges, in recent years, the Barcelona Institute of Culture (ICUB) has made a firm commitment to cultural policies with a gender perspective. One notable initiative is the “Gender and Museums” project which aims to integrate the gender perspective into the management, activities and narratives of the city’s museums. Other actions include the civic centre programme pilot study, the increase in programmes featuring and raising the visibility of women creators, and the memory programmes that have made a very important effort to recover history.

However, **in Barcelona, there is still no parity in the cultural context and the feminisation of specific roles still occurs, with these roles undervalued and more precarious** than those in which the majority of employees are men. Likewise, there is a **glass ceiling** that places barriers to women’s entry into decision-making positions. Vertical and horizontal segregation still exists in some of the cultural institutions and is particularly evident in certain sectors. **Cultural programming, in the vast majority of cases, is still not equal** and this continues to promote the invisibility of women creators and cultural workers. For this reason, it is essential to work on equal programming with a gender perspective in all cultural activities in the city.

Data from the Observatory of Cultural Data show that **women participate in the majority of cases as participants and spectators in various cultural activities in the city.** In fact, they represent 66% of the audience in the Barcelona Cultural District; 73% of those registered at the civic centres (2020); 55% of library users; and 67% of the audience at the Grec Festival.

However, as we can see, the data show that there is still a lack of parity and presence of women as directors and creators. The Observatory data find a relationship between the size of the festivals and the gender variable in their management. The greater the volume of attendees, the less parity and the greater the presence of male directors: in fact, in festivals with more than 20,000 attendees, only 27% have parity and 5% have a majority of female directors. The Report on Barcelona City Council Cultural Programming 2016- 2017 from a Gender Perspective (Cabó and Sánchez, 2017) analysed the scheduled activities and organisational structures. In terms of activities, more than 19,000 activities carried out between 2016 and 2017 in 105 different programming spaces were analysed. In the overall programming for the city in 2016 analysed, female authors accounted for 24.61%, and 32.38% in 2017. There are large differences between the different programming areas: from 1.25% of women authors in auditoriums to 54.55% in exhibition centres.

Of the city’s seven festivals, only the Grec and Santa Eulàlia come close to parity in activities. On the other hand, la Mercè, the main festival, has the lowest percentages of women; moreover, in 2017, both the presence of women and the gender perspective decreased, despite the total number of activities having increased. Therefore, it appears that there is a gender disparity in most of the cases analysed.

Finally, the **recovery of historical memory with a gender perspective** is also especially important because the role of women has been made invisible: the great women are not known; their role in maintaining life over the centuries has been unappreciated and their contributions have always been taken as secondary. In the city of Barcelona, they must also be highlighted and their contributions appreciated.

The diagnosis of six museums in the city<sup>42</sup> shows that neither the exhibitions nor the activities have mainly adopted a narrative with a gender perspective, nor have they highlighted women's cultural and scientific production or their historical memory. On the other hand, it has been carried out in educational services, in the programming of performing arts and in musical programming. It has also been observed that there are museums that do not follow guidelines for non-sexist language but do analyse images from a gender perspective.

### Objectives

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- ↘ **To promote equal participation and diverse representation in culture from a feminist perspective.**
- ↘ **To make visible and recognise the work and contributions of women, from their diversity, throughout history.**

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42 Project "Gender and Museums" which aims to integrate the gender perspective into the management, activities and narratives of the museums of Barcelona.

## Area 26. Citizenship, migration and interculturality



In relation to access to full citizenship for women in all their diversity, the areas of interculturality and migration take on a critical importance. Thus, and as indicated in the Barcelona Discrimination Observatory Report 2020, **racism and xenophobia have been the main causes of discrimination in the city of Barcelona**. In this context, one of the main challenges is to tackle the scourge of stigmatisation and stereotypes that impact thousands of immigrant or racialised citizens on a daily basis. A historical discrimination that intersects with other axes of oppression, such as sexual orientation, class, functional diversity or disability, age or religion, and that can relegate certain groups to situations where their rights and freedoms are not protected. Therefore, one of the major challenges identified by this new plan is enhancing and promoting its intersectional nature.

In Barcelona, **socio-cultural diversity** has been increasing in recent years. Thus, 27.8% of residents were born in a foreign country. Of these, 51.4% are women and 48.6% are men and, in three neighbourhoods, the percentage exceeds 50% (the Raval, the Gòtic, and Sant Pere, Santa Caterina i la Ribera)<sup>43</sup>. In addition, more than 300 languages are spoken in our city, there are more than 500 worship centres of 25 different religious denominations and, in recent years, the arrival of refugees has increased exponentially, from 195 in 2010 to 7,374 in 2018 (GE, 2019).

In this context, there has been an increase in **populist and demagogic narratives about people from non-hegemonic cultural contexts**. Discourses that question important elements and values on which democracy, coexistence and equality between people are based, and that reinforce prejudices and stigmatise certain groups blamed for several social issues (unemployment, insecurity, etc.).

However, it should be remembered that diversity should not only be linked to migratory processes and should also take into account the historical realities of historically discriminated-against groups such as **Roma people**<sup>44</sup>, and the intersection with other diversities (sex, age, social class, affective-sexual orientation, single parenthood, etc.) that need to be addressed in a comprehensive and non-fragmented manner.

With regard to the migratory context, the situation of migrant women in Barcelona brings together a great diversity of personal situations. However, many have in common an experience of **multiple discrimination** as a result of their status as women, migrants, workers, or members of minority religions or cultures.

To begin with, the current **legislative framework** grants rights and citizenship status according to the needs of the labour market and not according to the will of people to develop their life projects. This regulatory framework does not guarantee legal and safe entry routes and means that a significant number of migrant women are in an **irregular administrative situation** and are forced to work in the informal market, in a precarious

43 Data extracted from “The Foreign-born Population of Barcelona”. January 2020. Statistics and dissemination of data. Barcelona City Council: [https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques\\_per\\_temes/Poblacio\\_i\\_demografia/Documents\\_relacionats/pobest/a2020/part2/index.htm](https://ajuntament.barcelona.cat/estadistica/catala/Estadistiques_per_temes/Poblacio_i_demografia/Documents_relacionats/pobest/a2020/part2/index.htm)

44 The diagnosis of the Barcelona Intercultural Plan states that for twenty years there has been no (estimated) data on the number of Roma people in the city of Barcelona. In 2000, it was estimated that 75,000 Roma people lived in Catalonia, and of these, some 6,600 lived in the city of Barcelona, a figure that is currently estimated to be considerably higher. It should be noted that the Organic Data Protection Act 2019 (Article 9) stipulates that sensitive data such as ethnic or racial origin may only be processed with explicit consent of the data subject in addition to other circumstances.

manner and without rights. For Catalonia as a whole, the unemployment rate in 2020 for the population with Spanish nationality was 10.6%, while that of the foreign national population increased to 23.9% and, in the case of non-EU women, the **unemployment rate rose** to 27.8%.<sup>45</sup> On the other hand, it is estimated that a third of workers in the household and care sector, who are largely migrants, do so without being registered with the Social Security scheme by their employers<sup>46</sup>.

Therefore, one of the main challenges to be addressed is the **generation of intersectional knowledge** that reflects the impact of the different axes of discrimination on people's lives. These diagnoses are essential to address the specific **reality of women in an irregular administrative situation and with refugee status**.

Finally, it is also essential to increase **the socio-cultural diversity of the City Council's own staff**. According to 2020 data, only 1.4% of the municipal staff is foreign-born, while the number of foreign nationals in the city is 27.8%.

### Objectives

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- ↳ **To include the gender perspective in the design, planning, execution and evaluation of the city's intercultural, refugee, reception, anti-discrimination and religious and faith plurality policies.**
- ↳ **To promote programmes (social, labour, educational, cultural...) that consider women's diversity according to their ethnic and racial diversity, their migratory background and administrative status, and encourage their participation in the whole process.**

45 Data extracted from the Unemployment Rates by Nationality, Sex and Autonomous Community of the National Institute of Statistics <https://www.ine.es/jaxiT3/Tabla.htm?t=4249>

46 To estimate the number of domestic workers who do not pay social security contributions, the difference between the number of people who say they work in the sector (Labour Force Survey - LFS) and the number of people who are actually enrolled on Social Security in the sector is calculated. This difference, for the year 2020 in the State as a whole, indicates 34% of work without social security contributions.

## Area 27. Housing



**The housing situation in Barcelona is critical in general terms and, in addition, the available information systems make it difficult to know the existing gender inequalities.** The situation is marked by a 33% increase in rent prices in the last 5 years; one in ten people do not have money to pay for electricity or water and, as a result of the Covid-19 crisis, 25.2% of women and 23.8% of men report having difficulties paying for household supplies (AB, 2021); and 10.6% of citizens are in a situation of energy poverty, with women being the ones who received more municipal aid in this regard (González Pijuan, 2017). In addition, there has been a sustained growth in homelessness (Homeless Aid Network, 2019) over the last decade, with the number of people housed in residential facilities and municipal flats and those run by XAPSL entities almost doubling, and with more than a thousand people sleeping on the streets<sup>47</sup>. In Barcelona, in the last 5 years, the number of people who have applied for social housing has doubled. And in 2019 alone there were 1,700 evictions (ASPB, 2020).

**This framework, which affects social justice and gender, also has implications for people's physical and mental health.**

On average, families spend 22.3% of their income on housing expenses, but this figure is 39.4% in the case of renting. If they are migrants, those with lower incomes spend an average of 41.1% and 42.3%. It should be noted that dedicating more than 30% of the income is considered financial overexertion. Although these data do not allow us to see the phenomenon in the particular case of women, we know **that single-parent families have had to allocate 64.7% of their income to cover housing expenses**<sup>48</sup>.

The data is dynamic because housing is a private good that is regulated under market systems, so gentrification, energy poverty or square meters per dwelling vary so much by neighbourhood. The size of the dwelling and the openings to the exterior and communal spaces have been factors that determined well-being during the Covid-19 lockdown. The economic and social situation of women conditions access, maintenance and the quality of their housing. If they are migrant women or women with low incomes, the situation is even worse. For example, the study "Women and Jobs" (Moreno *et al.*, 2018) detected that women with low incomes who worked in Barcelona were particularly excluded by housing prices in the city, thus having to make longer daily interurban commutes that were less compatible with care work.

**The public housing stock is one of the solutions to the precarious housing situation for women in Barcelona.** In 2018, 650 public houses were allocated, of which 55.8% went to women - 60.3% in 2020 - and 3.8% to women in situations of gender violence. This mostly takes place within the couple and, therefore, within the home itself. The precar-

47 May 2019 Services for Homeless People Count.

48 Data drawn from the Metropolitan Survey on Living Conditions 2018-19. YERMB. <https://iermb.uab.cat/ca/enquestes/cohesio-social-i-urbana/>

iousness of housing in the city, together with the structural lack of housing for women and children who have suffered gender violence, means that some **women are sentenced to live with their aggressors**. In addition, special attention must be paid to existing circuits and protocols, ensuring that they do not aggravate the difficult situation faced by women who suffer gender violence. In 2020, the percentage of women applicants who were accepted by the Assessment Board for Social Emergencies Housing was 65.4%.

Finally, we must take into account factors such as housing flexibility, accessibility, the availability of community areas, the elimination of hierarchies in the distribution, etc., both in new construction and, especially, in refurbishment. This eliminates rigidities and biases in construction, placing the uses of **housing and the people who will inhabit them at the centre of the public housing strategy**. Furthermore, **housing design and its refurbishment should be carried out following criteria of flexibility and adaptation to the different moments of the life cycle and intersectional aspects**.

In 2021, the Municipal Institute of Housing and Renovation (IMHAB) has sponsored a study on **housing and gender**, which includes an introduction to the socio-economic situation and women's housing needs and **an evaluation of the services** offered from a gender perspective.

### Objectives

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- ↳ **To improve information systems until a complete picture of gender inequalities in housing is available.**
- ↳ **To advance in the incorporation of the gender perspective in housing policies.**

## Area 28. Violence-free lives



Gender-based Violence is the most serious expression of the patriarchal culture that does not allow the full development of women's rights, equal opportunities and freedoms. The latest surveys place gender violence in the city of Barcelona as a major social problem<sup>49</sup>: 31% **have suffered very serious gender violence in their lifetime** and 57.7% have suffered some type of gender violence event or experience. In one year (2016), it is estimated that around 17,088 women in Barcelona **suffered very serious** incidents (2.3%) and 102,530 women in Barcelona (13.8%) suffered some type of gender violence.

Also, the survey tells us that the **most common forms of violence within the couple**<sup>50</sup> are psychological (suffered by 11.3% of women), economic (2.1%), physical (1.6%), sexual (1.5%) and, finally, violence perpetrated against children (0.7%). And as far as the **family, social and community environment** is concerned, 32.7% of Barcelona's women have suffered sexual harassment, sexual aggression or cyberbullying since the age of 15. If sexual comments, gestures or exhibitionism are taken into account, the figure rises to 56.8% of all women.

In this sense, we must bear in mind that gender violence has an unequal impact on women in Barcelona according to their age, class, origin or that their different personal circumstances, such as their economic, legal or health situation can heighten the impact and prevalence of the violence experienced and lead to further vulnerability and inequality. We also see that functional diversity and disability also constitute a significant factor in the intensification of violence: women who have a physical or mental disability that limits them significantly have experienced more violence, especially in the area of intimate partner and ex-partner and in childhood.

Thus, although gender violence impacts people's lives in a particular way, there is a set of structural situations that make it hard to address it and make it difficult for women to access help and support when they need it. The irregular administrative situation, language or cultural barriers, the lack of accessibility or the lack of training or sensitivity of the services with respect to certain specificities, among others, are some examples that need to be changed to generate policies that guarantee the right to a violence-free life.

### Objectives

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- ↘ **To adjust and update the municipal services to address gender violence in accordance with new regulations.**
- ↘ **To make further improvements to the circuit of detection, assistance and recovery from gender violence in the city.**
- ↘ **To expand the range of tools and services for preventing, detecting, and responding to gender violence.**
- ↘ **To enhance the inclusion of the intersectional perspective in the prevention, detection, and response to gender violence.**
- ↘ **To generate knowledge of the evolution of gender violence in the city.**

49 See AB (2018b).

50 Within the framework of the couple relationship in existence at the time of responding to the survey (2016).



## Area 29. Global justice and international relations



The pandemic has exacerbated existing gender inequalities, especially in the poorest regions of the world. Women's over-representation in the informal economy and on the front-line of the crisis, as well as legal and economic vulnerability, disproportionately exposes them to mass evictions and loss of land. Increased caregiving and financial stress have a negative impact on their mental health. And the vulnerability of women in situations of conflict and displacement is exacerbated by difficulties in accessing humanitarian assistance (ACAPS, 2020).

Also UN Women, in the context of the celebration of the 25th anniversary of the Fourth World Conference on Women, warns of the risk of a setback in the progress achieved. There is **concern that the crisis context will weaken the commitment of international actors and national governments to the 2030 Agenda and, in particular, to Objective 5, making gender equality a secondary or side milestone**. This institution emphasises the achievement of the Sustainable Development Goals (SDGs) and makes a series of recommendations (UN Women, 2020):

- Protect women's health and well-being, including ensuring access to sexual and reproductive rights, especially among the poorest or most marginalised communities.
- Introduce support programmes for women in vulnerable situations, as well as measures to combat growing female poverty.
- Eliminate inequalities in the labour market by combating occupational segregation, the wage gap and the lack of care resources.
- Create social protection programmes aimed at strengthening the resilience of women and girls to the effects of the pandemic.
- Prioritise prevention and attention to gender violence.
- Promote the availability of data disaggregated by sex and the carrying out of studies that make it possible to understand the differential impacts of the crisis.

Throughout the deployment of the Plan for Gender Justice 2016-2020, we participated in networks such as Eurocities, United Cities and Local Governments, Medcités, Educating Cities and especially the Metropolis Women's Network, to make progress on these objectives. Although there has been an increase in actions aimed at promoting gender equality, the fact that parity in the governing bodies of these networks remains at around 28% shows that there is still **a long way to go to promote women's leadership in international networks and bilateral cooperation**. Likewise, although in recent years the objective of including gender equality criteria in the calls for grants from the Directorate of Global Justice and International Cooperation has been achieved, **it is necessary to make progress in defining criteria for a feminist international cooperation**.

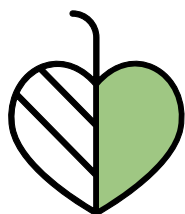


## Objectives

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- ↳ To make progress in deploying Goal 5 of Barcelona City Council's 2030 Agenda and mainstreaming the gender perspective throughout the document.
- ↳ To strengthen women's leadership and the promotion of gender equality in international cooperation and networks.
- ↳ To establish the criteria and move forward with feminist international cooperation in Barcelona City Council.

## Area 30. Sexual and gender diversity



The approval of Barcelona City Council's Plan for Sexual and Gender Diversity in 2016 meant an important change in the way LGBTI policies were conceptualised, understanding them as sexual and gender diversity policies for citizens as a whole. This also implies changes in the way they are situated in the organisation as a whole and in the kinds of defined actions that need to be promoted.

Firstly, because the objective of **building a city that is more respectful of sexual and gender diversity** involves all citizens regardless of their sex, sexual orientation and gender identity, understanding that sexual and gender diversity is a value and an asset that the city must promote and defend. Secondly, it is considered necessary to define specific measures that specifically address the needs of the LGBTI collective, as well as those that integrate the perspective of sexual and gender diversity into municipal policies, beyond the collective itself. This way of understanding sexual and gender diversity policies is also a clear commitment to bringing policies of equality between women and men and policies for sexual and gender diversity together.

The women's movement and the LGBTI movement, in origin, face the same roots of inequality: the patriarchal system, which structures a symbolic and social order based on the hierarchisation of sexual difference, on the devaluation of everything considered feminine, on the construction of binary and normative gender identities and expressions, and on making the obligatory nature of heterosexuality its main premise.

Furthermore, when we talk about the LGBTI collective, we are referring to the group of people excluded from the normative gender system in terms of sexual orientation (lesbian, gay, bisexual people...) and gender (trans people, intersex people, people with DSD...). This acronym brings together social groups with internal differences and inequalities. In this sense, we believe that it is necessary to combine the recognition of the diversity of realities, experiences and demands of the social groups it designates with the recognition of the common root of the oppression they experience. Thus, we want to emphasise the **diversity of the LGBTI collective and the need for an intersectional outlook** that shows that sexual and gender diversity cannot be understood in isolation from other axes of inequality such as gender, social class, origin or disability.

Accordingly, in 2019 the **LGTBI Centre was created in order to serve as a space of reference on the subject**, a space of civic management for providing care services and a wide range of related activities. Training has also been provided to municipal staff, specific programmes have been created for the employment of trans people, and sexual and gender diversity objectives have been incorporated into key plans and programmes. Care has been taken to ensure that City Council contracts and concessions guarantee non-discrimination on grounds of sexual orientation and gender identity and promote the employment of people with the greatest difficulties from the LGBTI collective. The specific lines of subsidies for projects on sexual and gender diversity and the LGBTI collective has been consolidated, the participation of the LGBTI movement in the design and application of municipal policies for sexual and gender diversity has been dynamised and encouraged, etcetera.

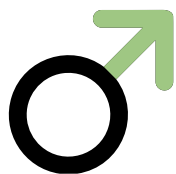
Barcelona City Council will continue to work, through the design of the new Plan for sexual and gender diversity, to make this a mainstream perspective across all municipal policies, **to meet the specific demands and issues of the collective and to promote actions to raise the visibility of sexual and gender diversity as a characteristic feature of the city.**

### Objectives

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- ↳ **To mainstream the sexual diversity and gender perspective in all municipal policies.**
- ↳ **To promote public policies to make visible and embrace sexual and gender diversity and to prevent LGTBI-phobia.**
- ↳ **To offer social promotion tools for the counselling and empowerment of the LGTBI collective.**
- ↳ **To attend to citizens' demands related to sexual and gender diversity and LGTBI-phobia situations.**

## Area 31. Masculinities



Gender shapes our social reality and through different cultural and educational mechanisms it shapes the socialisation of men and women. **Masculinity**, therefore, **are mandates and practices that men receive for their socialisation**. These transcend people, their subjective experiences and interpersonal relationships; moreover, they are also present values, guidelines to follow, in a large part of organisations, institutions and companies.

It is, therefore, necessary to focus on these practices when they generate inequalities and discrimination. Many times, hegemonic masculinity has a negative impact on women, but also on other groups that cannot or do not want to assume this social idea either for social, economic, biological or cultural reasons. It is necessary to understand masculinity as a system that goes beyond the reproduction and production of violence since it also generates personal and social costs to people, especially to the male population that identifies with more traditional and harmful hegemonic values.

As a result, public policies must address not only the consequences and impacts of the most hegemonic masculinity on people who identify themselves as men, but also on other collectives and spaces in the city that may feel they are made vulnerable by it, as well as the organisations and institutions that take into account values and practices based on these values.

However, the data available in relation to work conducted on masculinities are focused on the perception of violence and gender stereotypes among men, and do not incorporate other variables such as age, cultural context, migration process or employment status. This homogenises the group and makes it difficult to implement intersectional programmes and policies.

For all of these reasons, it is necessary to think about strategies that understand masculinity as a diverse space of practices and beliefs that can change, but that are always respectful and positive. This avoids falling into prejudices and stereotypes. In addition, it is necessary to **broaden the view of masculinities beyond violence** in order to work in a transformative and positive way that approaches other groups and spaces. In this sense, it will be important to influence the **symbolic and relational space** of masculinised contexts to introduce equitable narratives and practices; to advance in the mainstreaming of work on masculinities from an intersectional perspective in the different programmes and services of the City Council; and to assess and evaluate successful experiences, methodology and spaces in which the participation of men is effective and contributes to a more equitable and just society.

These guidelines constitute future and necessary considerations for a municipal work that has existed for more than fifteen years. The commitment of Barcelona City Council to contribute to the generation of a beneficial masculinity for society as a whole was materialised as early as 2005 with the creation of the first voluntary programme to work with fathers who were perpetrators of vicarious violence. Three years later, the Men's Care Service for the Promotion of Non-violent Relationships (SAH) was created, a pioneering space

for men who wanted to stop exercising a toxic masculinity and involving them in gender equality and social justice. In addition, in 2021 Barcelona City Council has created the Centre for Masculinities, a space open to citizens from which they will work on aspects related to masculinity and the improvement of citizen relations.

### Objectives

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- ↳ **To generate spaces for reflection and networking between social agents, movements and the City Council to build a city strategy that has an intersectional perspective and expands the work on masculinities beyond violence.**
- ↳ **To make progress in mainstreaming the work on masculinities in all municipal services and programmes framed in gender equity policies.**
- ↳ **To encourage the involvement of men in gender equality work.**

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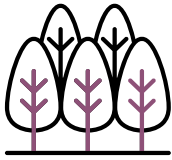
## Axis 4. “Close-knit and Sustainable Neighbourhoods”.

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The last axis of the plan is focused on promoting, from a feminist and intersectional perspective, neighbourhoods and urban spaces that put everyday life at the centre, make it more comfortable, and are more just, egalitarian, safe and sustainable.

Cities are not gender-neutral as they are environments in which gender inequalities condition the access, uses, tasks and activities, freedom and mobility of the diversity of people who live in or transit through them. For all these reasons, the plan tackles this axis from five areas:





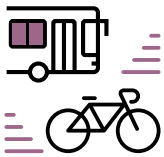
**Ecology and sustainability**, since, as an urban environment, Barcelona, and especially some of its neighbourhoods and sectors of its population (such as women), are more vulnerable to the effects of climate change. Actions to address the climate emergency in the city must ensure gender equality, taking into account the different needs and possibilities of women and men to mitigate and adapt to its negative impacts. Furthermore, this work should be done along the same lines as what is proposed in the field of Feminist Economic Promotion in relation to the *Feminist Green New Deal*.

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**Urban spaces** wants to continue working on designing a friendlier urban environment that responds to the different needs of everyday life throughout people's lives and that ensures equal access and uses from a gender and intersectional perspective.

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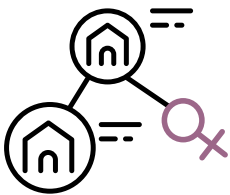
**Mobility**, since it is a central element in the daily life of a city. Thus, the plan aims to promote sustainable, safe and equitable mobility, in which women can move with autonomy and safety, and participate in the design of urban mobility.

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**Prevention and safety** will continue its work on creating close-knit neighbourhoods where women feel safe and can walk and live freely and autonomously, incorporating a gender and intersectional perspective in prevention and safety strategies.

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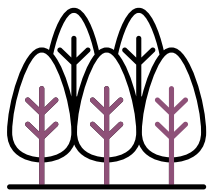


**Proximity: services and facilities in the neighbourhoods** will encourage neighbourhoods to become environments for community harmony that generate a network of daily life, with proximity and participation, with spaces, commerce, and facilities that help to ensure the development of daily and community life without gender inequalities.

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## Area 32. Ecology and sustainability



Neoliberal policies have been ignoring the existence of the planet's physical limits and promoting an unsustainable growth model that has contributed to the worsening of an unprecedented ecological and climate crisis. Although **climate change** is a planetary phenomenon that affects the health and daily lives of its entire population, its **impact is uneven** depending on several factors. In the city of Barcelona, some neighbourhoods (due to their location, socio-economic situation or the quality of the buildings) and some people (due to their age, sex, physical condition, socio-economic situation, health, roles or activities they carry out) are more vulnerable to its effects (increase in temperature, heat waves, drought or floods, rising sea levels, poor air quality...). Gender inequalities place women in a situation of greater vulnerability. **Gender roles, the feminisation of poverty, the characteristics of women's bodies from the point of view of health<sup>51</sup> and their longer life expectancy**, among others, **mean that women suffer in a specific way from the consequences of climate change**. For example, in the last 25 years, in Barcelona, 70% of those who have died due to extreme heat have been women (AB, 2020a), and they are also the ones who suffer more from fuel poverty in homes (González Pijuan, 2017).

**At the same time, women show the greatest concern for the environment and develop practices and behaviours that are more respectful of the climate and nature** in terms of consumption, mobility and recycling. Before the pandemic, women in Barcelona had more sustainable shopping habits (recyclable packaging, use of baskets or shopping trolley bags, buying local products, use of tupperware boxes, etc.), were more environmentally friendly at home (AB, 2019a) (saving water and energy, and sustainable shopping) and adopted more favourable patterns of recycling (except for organic matter) (AB, 2020d) than men. These new practices imply a reorganisation of and an increase in household chores, and although the information available does not indicate who is carrying out these chores, it is likely that, due to the social role of gender, they are mainly being carried out by women.

Thus, although women have a smaller ecological footprint and are more aware of climate change, at the same time, they are the ones who are more exposed and have less capacity to respond to it, as they are a minority among those who design and decide the measures to address it (IM, 2020).

For more than two decades, the City Council has been developing measures to deal with the climate emergency which, lately, due to the magnitude and urgency of the phenomenon, have intensified. The 2018-2030 Climate Plan and the 2020 Climate Emergency Declaration lay the foundations for the current municipal action, which is committed to a change in model. In this framework, **it is key that policies against climate change<sup>52</sup> are approached from an ecofeminist perspective**, placing the defence of gender equality at their core and taking into account the different needs, priorities and possibilities of women and men to mitigate and adapt to its negative effects (González, 2017). Only by mainstreaming a gender perspective will more just, efficient and sustainable climate solutions be found. In this line, it is also essential that women occupy decision-making positions in environmental management and the transition to a healthier, cleaner, more egalitarian and sustainable city.

51 Interview with Alicia Puleo, see Ruiz (2019).

52 From waste prevention and collection to food sovereignty, responsible and sustainable consumption, energy transition, environmental education, energy poverty or the reduction of emissions, among others. And both internal measures and those aimed at citizens and companies.

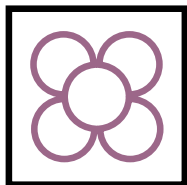


## Objectives

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- ↳ **To improve knowledge on the relationship between gender and climate change, in order to know the specific impact that the climate crisis has on women in Barcelona (studies, indicators...) and to be able to define actions to respond to it.**
- ↳ **To incorporate the gender perspective in municipal action plans and programmes to address the climate emergency and thus move towards ecofeminist city policies.**
- ↳ **To promote parity and encourage women's and girls' leadership in climate action in the city.**

## Area 33. Urban Spaces



**Urban space, as a physical support for social uses, is a mechanism for the reproduction or transformation of gender inequalities.** For a long time, its design has not always met the needs of daily life, i.e., also taking care work into account. The design and management of urban spaces do not necessarily consider the diversity of people who occupy them, social uses, the time of day when these take place (the uses of public spaces during the day and at night are not the same), the presence of children and their needs, etc.

Urbanism with a gender perspective (landed in Barcelona with the Government measure on urban planning with a gender perspective. “The urban planning of daily life” and a manual) proposes an **urban design which serves the needs of daily life**, and has been applied in many reconfigurations of city space. A redesign of the urban space is proposed with special attention to the tasks of daily life and caregiving. The aim is to create greener, healthier spaces where people can be, walk, sit, play and socialise, and with the capacity to strengthen the social network of daily life. It has been incorporated into the **implementation of the Superblock model** to pacify and make neighbourhood spaces more comfortable for people and work.

In another line more focused on children and care tasks, there are improvements in school environments, which are being carried out with the programme **“Protegim les escoles”** (“Keeping Our Schools Safe”). They involve traffic-calming measures in area around the school, improving the quality of urban spaces and incorporating urban elements that facilitate accessibility, playability and comfort, while enhancing the network of social relations between people linked to school activities. At the same time, these improved urban spaces in the surroundings of school facilities help to create small areas of coexistence. These can connect with other places for being in, local neighbourhood facilities and services, through green and traffic-calmed routes that will offer friendlier connections and that, as a whole, will reinforce the network of daily life.

Although much of the **urban fabric is insensitive to the needs of women, many of the principles of gender urbanism** must still be applied. So say those **exploratory walks** that have taken place in different areas of the city and that, although they constitute a useful tool, are yet to be implemented widely, or the **map of daily life** developed in the neighbourhood of Coll-Vallcarca. The diagnosis of the “Poligoneras” project (AB, 2021i), which explores the industrial estates on the right bank of the Besòs, is also tested. **In its exploration, urban planning has been linked to productive work** and social reproduction and it has become evident that the urban fabric has been designed to respond exclusively to **an economic activity carried out by a workforce that is more than 70% male-dominated**. The disconnection between the neighbouring districts of the industrial estates, the absence of quality routes to accessing facilities or the possibility of crossing bridges and roads on foot, are examples of the existing difficulties to carrying out the activities of daily life.

**The inclusion of women in public space, its use or appropriation is different from that of men.** Thus, for example, older women with reduced mobility do not use the space in the same way as other people with full mobility. Furthermore, women report that 17% of all sexist violence they experience in the social sphere occurs in public spaces (AB, 2018b). This is also covered under area 35 of Safety and Prevention.

Finally, in the symbolic field, although since 2016 the new additions to the street gazetteer have included a fairly even number of men's and women's names (43% women), it is necessary to continue to increase the number of streets that recognise women and their diversity.

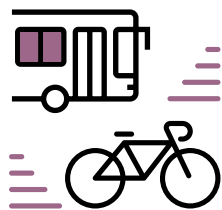
In conclusion, the challenges of achieving inclusive public spaces from a gender perspective remain.

### **Objectives**

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- ↳ **To extend the gender diagnosis of public space and its urban elements, especially in the most peripheral areas of the city.**
- ↳ **To guarantee the incorporation of gender criteria in urban projects and urban planning through citizen participation.**

## Area 34. Mobility



Mobility is a basic activity that affects 93% of people in the metropolitan region of Barcelona on a daily basis (IERMB, 2021) and it presents notable gender inequalities (there are more women than men who do not leave the house, 7.8% compared to 5.8%). **It is a historical constant that women commute more for caregiving tasks** (24% vs. 18%), **while men do it more for work reasons** (22% compared to 17%). Women and men also show differences in the use of means of transport, **with men being in the majority in private transport** (30% compared to 11%) **and women in public transport** (36% compared to 24%), in a city with an organised mobility traditionally designed to respond to the work needs of society and prioritising the private car. Also, women use bicycles less than men (1.5% compared to 3.4%) (IERMB, 2020b). In addition, they tend to make more journeys and travel shorter distances than men, so it would be necessary to find out whether this type of mobility can lead to **gender inequalities in the fare system**.

Mobility should be designed to provide maximum freedom of movement for every individual. Far from it, it is **primarily in public transport** (21.6%) **where women suffer gender violence in the social sphere, and in public spaces in third place** (17.5%). Furthermore, they state that this fact **affects how they move** (32% of them do not go out alone and 24% are afraid to go out) (AB, 2018b).

Beyond this, the means of transport are not always inclusive of different groups of people, for example, the **elderly** (with very little presence in the metro network), **young and adult women** (with a high perception of insecurity in night transport) or **caregivers** (with insufficient space on sidewalks and complications in public transport). Moreover, in the current context, with the exponential leap that **urban distribution of goods** has made, it should be managed in such a way that it does not negatively affect the mobility of pedestrians, especially when they carry out care tasks.

Women's autonomy in mobility is also in question in terms of road accidents, **with women being responsible for fewer accidents, but being victims of a higher number**. This is due to the fact they undertake more journeys on foot -often linked to caregiving tasks-, their lower presence in private vehicles, along with less risky behaviours than men, even when put in relation to the volume of mobility of each sex (IERMB, 2020c).

**Currently, decision-making and design bodies relevant to mobility are largely dominated by men**, so that women's needs and experiences are undervalued. This is the case of the Barcelona Mobility Pact, where only one out of three participants is a woman<sup>53</sup>.

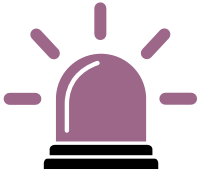
### Objectives

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- ↳ **To promote women's autonomy (access and safety) when undertaking journeys.**
- ↳ **To promote gender-sensitive and intersectional mobility that eliminates inequalities.**
- ↳ **To encourage the participation of women in the design of the city's mobility.**

<sup>53</sup> According to the "Minutes of the meeting of the Road Safety Group of the Barcelona Mobility Pact", 1 March 2021.

## Area 35. Prevention and safety



Safety is a fundamental right enshrined in the Universal Declaration of Human Rights (Article 3) that is closely related to freedom (of expression, decision and movement) and the right to be free from violence (Naredo and Praxágora, 2010). For this reason, the construction of the concept of safety is not neutral from a gender perspective, just as it is not neutral from the point of view of other significant cracks such as social class, origin, ethnicity, age or sexual orientation.

**It is essential to understand how men and women follow different socialisation processes that generate different problems and needs in terms of safety.** This differential socialisation leads many women to learn numerous self-protection strategies in public spaces (such as avoiding going out at night, not walking on poorly lit or lonely streets, choosing not to dress in a particular way...) that have a negative impact on their quality of life, as they generate a greater sense of insecurity among them and limit their autonomy and freedom of movement.

In 2019, the overall victimisation rate was higher for males (31.6) than for females (30.3) (AB, 2020e). In other words, men suffered more criminal acts **than women in public spaces**. However, if these data are disaggregated by age, **the highest victimisation rate is observed among young women between 16 and 29 years of age** (with a victimisation rate of 39.8).

Likewise, if all existing crime areas are analysed within the overall victimisation rate, it is observed that men present higher victimisation in relation to their vehicle, home, second residence and shop/business. Women, on the other hand, had higher personal safety victimisation. Among the crimes included in the personal sphere, men were most affected, above all, by the attempted theft of mobile phones, tugging, mugging and attempted mugging, physical aggression and attempted physical aggression. Women, on the other hand, suffered more bag or purse thefts, intimidation, coercion or threats and sexual assaults. That is, **while men mostly suffered property crimes, women suffered more attacks against themselves and their bodies**. And, therefore, **the psychological impact of these criminal acts was also more negative for women** (with a psychological cost of 6.3) **than for men** (with a psychological cost of 5.4). In this sense, it is necessary to start from a broad concept of safety, which is not only based on the absence of conflict or crime but which incorporates the subjective view of the people who live, move around or work in Barcelona.

Another noteworthy fact is that only 5.3% of men knew the aggressor, compared to 8% of women. This information is complemented by data from the 2016 Survey on gender violence in Catalonia (AB, 2018b), which indicates that 57.7% of Barcelona women have suffered gender violence (excluding comments, sexual gestures and exhibitionism), and that 31% of women have suffered very serious acts of violence in their lifetime. And most of these assaults came from partners or ex-partners. For this reason, in addition to working to create safer public spaces, it is essential to work on masculinities and on preventing and tackling gender violence.

In recent years, Barcelona City Council has provided training for GUB staff on preventing and addressing gender violence, and awareness of gender and LGTBI equity. In addition, ten GUB representatives (one for each district) have been created within the Neighbourhood Police teams, training them in gender perspective and focusing on the prevention of gender violence. Finally, the increased presence of women in the GUB is also noteworthy (AB, 2020b): their numbers have risen from 352 women in 2015 to 423 in 2019,, a rise of 20.17%.

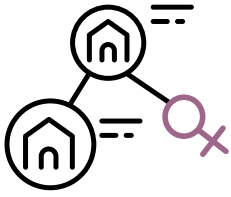
In short, safety is not perceived or experienced the same by men as it is by women. And, therefore, **strategies for preventing and addressing safety-related issues must incorporate a gender perspective and must respond to the specific needs of women in this area.**

### Objectives

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- ↳ **To incorporate the gender perspective in the information instruments on safety policies in the city.**
- ↳ **To improve the perception of women's safety and their empowerment in public spaces.**
- ↳ **To improve the response to gender violence from security policies and from the Barcelona City Police.**

## Area 36. Proximity: services and facilities in the neighbourhoods



**Neighbourhoods are spaces for urban coexistence, proximity and participation, and must be able to facilitate the development of daily and community life.** Moreover, it is in the neighbourhoods where we find municipal facilities, which are the gateway to the City Council for citizens and belong to all of us.

**Barcelona has municipal facilities of different types** (sports, cultural, commercial, community, etc.), **which also provide a wide range of services (assistance and information for all citizens on specific issues; care for the elderly; services and activities for young people, sports or cultural activities, etc.), and are distributed throughout the city.** These spaces are meeting and socialising places for all people and offer the possibility to establish relationships and carry out multiple activities. Therefore, municipal facilities **must be inclusive spaces** that promote the basic rights of a diverse citizenry; they must guarantee non-discrimination on grounds of gender, age, culture, sexual choice, functional capacity, social class, etc.; **to ensure that the design, implementation and management of the facilities incorporate the gender perspective and thus place daily life at the centre (Paricio, 2019).**

However, at present, public spaces and municipal facilities - which are part of the said public spaces - **are not gender-neutral.** There is a **gender gap in the use of municipal services and facilities.** Consequently, women and men live in the city and utilise municipal services and facilities differently, based on the traditional roles and gender inequalities assigned to them and that condition their daily lives. For example, women make high use (over 75%) of civic centres, neighbourhood centres, libraries<sup>54</sup>, neighbourhood shops for daily consumption and specialised shops, as well as banks and primary care centres (CAP). The most notable differences with respect to men are found in the use of facilities and services related to childcare and sports. Although in the case of municipal sports centres, the data reveal that there are more women than men subscribers, the practice of federated sports and the use of specific equipment related to traditionally male sports and competition (football pitches, pavilions...) are masculinised. On the other hand, in terms of compulsory education centres, nurseries and playgrounds, these are used more by women, while leisure and recreational facilities are used more by men (IERMB, 2012).

**Neighbourhoods are also the spaces where women's daily lives are predominantly lived.** In light of the **current gentrification processes<sup>55</sup>, it is important to realise that there are social and gender inequalities among the population** (Navas *et al.*, 2020), since as urban recomposition movements, they modify and affect the social relations of the territory, which, in turn, affect the role of women and the relationships that are established.

54 According to the Barcelona Institute of Culture, for example, the most used cultural facilities are libraries and civic centres. Among the men and women who used the civic centres in Barcelona in 2017, most were female (78%, in the case of workshops), as were most of the reading clubs (74%).

55 The process of gradually replacing lower-income locals with higher-income residents in some neighbourhoods. Gentrification can be defined as the process of transforming working-class areas or neighbourhoods, which have often been degraded physically, into a residential or commercial area frequented by people of higher economic capital. This transformation is not only physical and economic, but also cultural, relational, and symbolic [Sequera, 2015].

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For example, one manifestation of these processes, in some city neighbourhoods, is **commercial gentrification** (Fresnillo, 2018), that is, the replacement of local commerce with establishments (and especially catering services) aimed at middle and upper-class consumers, or tourism. Apart from promoting class inequalities, this phenomenon also has a detrimental impact on local and neighbourhood networks, by weakening the promotion of social and neighbourhood relations derived from local commerce.

Last but not least, it should be kept in mind that **the city of Barcelona also has peripheral spaces, such as industrial estates**, where eminently masculinised work activities are primarily carried out. However, in these spaces, other spheres of daily life coexist - with difficulty. Although nowadays most of the industrial estates are located on the margins and bordering areas of Barcelona, some have remained between neighbourhoods and urban and deurbanised borders, as is the case of Bon Pastor, Torrent de l'Estadella, Montsolís and the Verneda Industrial. In addition, they have become spaces with serious situations of degradation and underutilisation of both public spaces and warehouses in certain areas of some of these industrial estates; with few residents moving about in them at certain times of the day; with a lack of connectivity and little permeability between the industrial estates and other neighbourhoods of the city, etc. All of this translates into, among other issues that require public intervention, problems in mobility and the perception of insecurity by women (AB, 2021i).

Taking all this into account, **local policies, municipal facilities and decentralised - and homogeneous in all districts - services for people can contribute to reducing social and gender inequalities, and strengthening the social network of daily life.** The combination of urban and labour improvements from a gender perspective in the industrial estates will also benefit females who work there, the revitalisation of the area and the neighbourhood that surrounds and goes through them.



## Objectives

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- ↳ **To enhance the incorporation of the gender perspective in local policies, promoting neighbourhood commerce and neighbourhood relations.**
- ↳ **To incorporate the gender perspective in the design, implementation and management of the city's facilities.**
- ↳ **To conduct in-depth analysis with a gender perspective of gentrification processes in neighbourhoods.**
- ↳ **To incorporate the gender perspective in the design, the regulation, and the management of the city's industrial estates, and in the activities that occur there.**

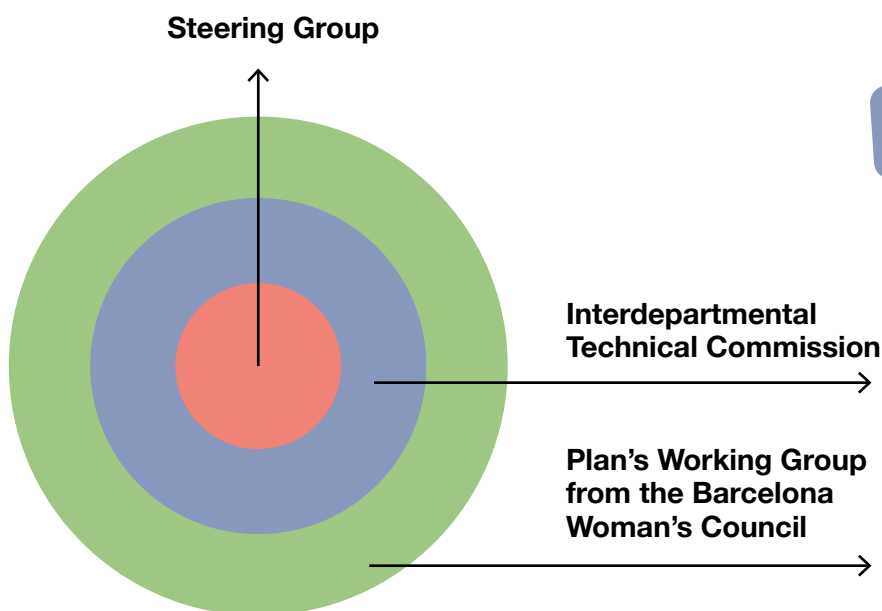
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# 07 Governance

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**The governance of the Plan for Gender Justice 2021-2025 is structured in three concentric circles, favouring the co-responsibility and co-production of all the agents involved:**





Each of these organs is described below.

### Steering Group

According to article 6.5 of the Regulation for Gender Equality in Barcelona City Council, the political body responsible for gender policies is in charge of promoting, monitoring and developing the Plan for Gender Justice 2021-2025.

For this reason, an Steering Group is created, **led by the Fourth Mayor's Office for Social Rights, Global Justice, Feminism and LGBTI affairs**, but also includes:

- **The Directorate of Feminism and LGBTI Services.**
- The **Directorate for Gender Services and Time Policies** which, following the contents of article 6 of the Regulation for Gender Equality in Barcelona City Council, also carries out the tasks of the technical secretariat of the plan.

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#### Functions:

- Promotes, monitors, and makes the appropriate decisions to advance in the implementation of the plan.

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**Meetings:** Twice a year.

## Interdepartmental Technical Committee (CTI)

It was inspired by the Interdepartmental Technical Commission of the first Plan for Gender Justice 2016-2020, which was held in February 2018 as part of the work on the development of the second action programme 2018-2020. What was an *ad hoc* instrument in the first Plan for Gender Justice becomes a structural organ in the new plan.

It is made up of **all the municipal bodies involved in the implementation of the plan and by the gender mainstreaming officers** implemented in accordance with Article 21 of the Regulation for Gender Equality in Barcelona City Council.

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### Functions:

- Participate in and be informed of the results of the monitoring of the Plan for Gender Justice.
- Enhance co-responsibility and intersectionality in the implementation of the plan.

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### Operation:

- In plenary sessions once a year.
- In smaller working groups that can meet more frequently depending on the issues to be addressed, to promote a more intersectional implementation of the plan.

## Plan's Working Group from the Barcelona Women's Council

Through this working group, the governance of the Plan for Gender Justice 2021-2025 is also framed within the fundamental structure for the participation of the city's women. This is in compliance with **article 6.6 of the Regulation for Gender Equality in Barcelona City Council, according to which citizen participation must be promoted, especially that of feminist groups and women's rights organisations**, in order to encourage their involvement in the design, preparation, development and evaluation of the plan. The working group thus becomes the **instrument for transparency and accountability of municipal gender policies** in the city. It is configured as a space for permanent consultation which, apart from carrying out the necessary monitoring of the implementation of the Plan for Gender Justice 2021-2025, will also function on the basis of the prioritisation of specific issues and the possibility of implementing some actions within the framework of the plan itself<sup>56</sup>.

The working group will meet annually and should respect the times and rhythms of the Women's Council members who participate in it.

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56 This approach is taken from the contrasting session of the Plan for Gender Justice 2021-2025 held with the Barcelona Women's Council on 2 September 2021.

In addition, the plan includes a technical secretariat:

According to article 6 of the Regulations for Gender Equality in Barcelona City Council, this task corresponds to the Directorate of Gender Services and Time Policies and, among others, it has the following functions:

- ↳ **All coordination and management tasks relating to the Plan for Gender Justice 2021-2025.**
- ↳ **Coordination with districts to follow up on district plans.**
- ↳ **Convening of the meetings of the Steering Group and the Interdepartmental Technical Committee.**
- ↳ **Bilateral or group monitoring meetings with the bodies involved in the implementation of the plan.**
- ↳ **Preparation of monitoring and evaluation reports.**

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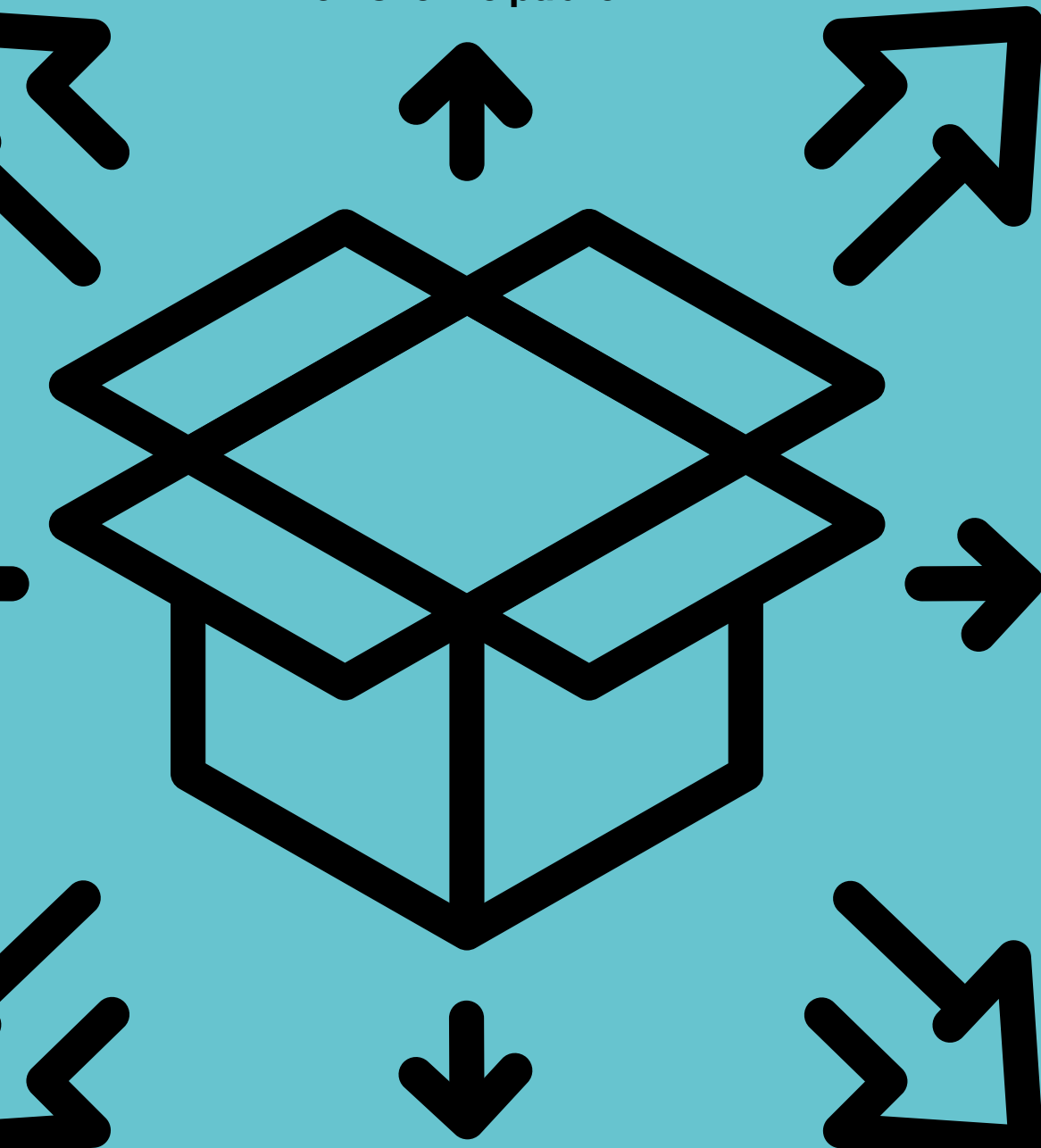
57 These meetings are planned in the light of some preliminary results from the evaluation of the PGJ (Plan for Gender Justice) in which there is a demand for greater coordination and monitoring by the bodies involved.

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# 08 Transparency, monitoring and evaluation

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The Plan for Gender Justice 2021-2025 includes specific mechanisms for identifying, collecting, systematising and communicating its degree of implementation and achievements to the public.



## Transparency and accountability

The Plan for Gender Justice 2021-2025, as is clear from the guiding principle of good governance, is implemented on the basis of a commitment to ensure transparency throughout its duration. This commitment takes the form of proactively providing public, accessible and up-to-date information on the implementation of the plan. This information will, in turn, allow for accountability before the public.

The Plan for Gender Justice 2021-2025 will be implemented through **two biennial implementation programmes**. The first will run from the end of 2021 to 2023, while the second will cover the years 2024 and 2025. For each implementation programme, actions, bodies responsible for their implementation, budget and timetables will be defined.

This information will be made public on the BCNROC portal. Barcelona City Council's Open-Knowledge Repository and on the Dones i Feminismes website.

## District action plans

In order to respond to the challenge of territorialisation, by virtue of the guiding principle of co-responsibility and proximity, and as **a strategy for grounding municipal policies for gender equity in the districts, district action plans** will be defined. At the beginning of the implementation of the Plan for Gender Justice 2021-2025, and once the first city implementation programme has been defined, work will be carried out with each district to specify actions in the territory in order to respond to the objectives of the plan that are relevant to them. The fruits of this work will be the District Action Plan, which will be valid for the entire period, i.e., until 2025.

The strategic link between the different district action plans and their interrelation with the city's PGJ, will be carried out within the framework of the existing Community and People Strategic Space (coordinated by the Manager's Office for Territorial Coordination and Proximity).

## Monitoring and evaluation system

The monitoring strategy envisaged by the plan is based on continuous monitoring which, on the one hand, will allow a periodic assessment of the degree of execution, progress and needs for reformulation of the action plans and, on the other hand, will facilitate the transfer of information and accountability.

One of the main monitoring and accountability tools will be the preparation of an **annual monitoring report on the city's actions** by the Technical Secretariat of the plan, which will involve prior work with all the municipal bodies involved in its implementation. Thus, annual monitoring meetings will be held between the Technical Secretariat and the differ-

ent bodies, as well as a meeting of the Interdepartmental Technical Committee (at the end of the first half of each year). Monitoring reports will be prepared during the first quarter of 2023<sup>58</sup>, 2024<sup>59</sup> and 2025 and presented to the PGJ governance bodies in March of each year. The closing of the second biennial period of execution will be included in the final evaluation report of the Plan for Gender Justice 2021-2025, scheduled for the first quarter of 2026.

In addition, monitoring reports will be prepared on the District Action Plans at the end of their implementation period (first quarter of 2026). The technical coordination of the implementation and monitoring of the district action plans will be carried out within the framework of the coordination spaces already established with the district gender mainstreaming representatives<sup>60</sup>.

Finally, in order to promote the transfer of information and accountability to citizens, feminist groups and women's rights organisations in the city will meet annually with the Plan's Working Group from the Barcelona Women's Council.

For both monitoring and evaluation, a system of indicators for the Plan for Gender Justice 2021-2025 is planned, which will contain the following:

- a. Implementation and outcome indicators for the actions. They will be considered when designing the actions of each implementation programme and will be compiled during their annual monitoring.
- b. Objective indicators. They will be expressly proposed once the plan is approved, with the condition that they can be calculated with the available sources and propose realistic milestones. They will be collected in early 2022, 2024 and late 2025.

With regard to the evaluation system, as established in article 6.9 of the Regulation for Gender Equality in Barcelona City Council, the Technical Secretariat will draw up a monitoring and **evaluation report on the plan at the end of its validity period** (first quarter of 2026), which will be based on both performance and results indicators and those of objectives, as well as qualitative information, and will also close the implementation of the second implementation period.

The evaluation part of this final report will be carried out by an external entity with experience in public policy evaluations from a gender perspective. This report will be presented to the Plenary of the City Council.

58 In light of the short implementation period of the plan, a monitoring report is not anticipated for early 2022.

59 This annual report will also contain a closure of the implementation period 2021-2023.

60 In the contrasting session for the Plan for Gender Justice 2021-2025 held with the Women's Council of Barcelona on 2 September 2021, the importance of the gender mainstreaming reference figures in the districts and their situation in the organisation chart was underlined, proposing that they should depend on the district managers and that they should have exclusivity in their tasks.





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