BUILDING SAFE AND INCLUSIVE CITIES FOR WOMEN

A PRACTICAL GUIDE

JAGORI

UN WOMEN
United Nations Entity for Gender Equality and the Empowerment of Women

Department of Women and Child Development
Government of NCT of Delhi

UN HABITAT
FOR A BETTER URBAN FUTURE

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Website : www.jagori.org Email : jagori@jagori.org, safedelhi@jagori.org

Written by : Renagh O'Leary, American India Foundation Fellow at Jagori and Kalpana Viswanath, Jagori / Women in Cities International

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ACRONYMS AND ABBREVIATIONS

CBO	Community-Based Organisation
CCTV	Closed-Circuit Television
CPTED	Crime Prevention Through Environmental Design
CAFSU	Comité d'action femmes et sécurité urbaine
CrPC	Code of Criminal Procedure
DCW	Delhi Commission for Women
DEVW	UN Declaration on the Elimination of Violence against Women
DDA	Delhi Development Authority
DP	Delhi Police
DTC	Delhi Transport Corporation
DWCD	Department of Women and Child Development (Government of Delhi)
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GIC	Gender Inclusive Cities (project)
IPC	Indian Penal Code
METRAC	Metropolitan Action Committee on Public Violence against Women and Children
NCT	National Capital Territory of Delhi
NGO	Non- Governmental Organisation
SH	Sexual Harassment
UN	United Nations
UN-HABITAT	United Nations Human Settlements Programme
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
VAW	Violence Against Women
WICI	Women in Cities International
WHO	World Health Organisation
WSA	Women Safety Audit

INTRODUCTION

ABOUT THIS GUIDE

This guide is a broad introduction to the process of creating safe cities for women and girls. It introduces the key concepts of safe cities work and offers practical tools for how to begin building a safer, more inclusive city. The information in this guide combines knowledge from scholarly research with insights generated from on-the-ground work around the world, with particular focus on Jagori's work in India.

We at Jagori have learned in six years of work on this issue, that it is possible to make cities safer for women and girls. We hope that this guide will be useful in your work in order to create a safer city and community.

WHO IS THIS GUIDE FOR?

This guide is for individuals and organizations who want to begin working to build safer cities for women and girls. This guide addresses many policy-level considerations, in addition to offering suggestions on the logistics and processes important to safe cities work. People and groups who may find this guide useful include NGOs, professionals, local government, donor agencies and members of civil society groups.

HOW DO I USE THIS GUIDE?

This guide is both an introduction to safe cities work, and a resource to refer to throughout the safe cities process. We recommend reading it once in its entirety to familiarize yourself with all aspects of safe cities work. After

that, you can return to the guide as needed for information on specific issues, and to review the guiding policies and principles of safe cities work. At the end of the guide, there is a list of further resources.

THE EVOLVING MOVEMENT TO END VIOLENCE AGAINST WOMEN

Working to create safer cities for women & girls is part of a broad, transnational movement to end violence against women. Violence against women and girls is a human rights violation and a major obstacle to achieving gender equality around the world.

BOX 1

THE UN DECLARATION on the Elimination of Violence Against Women defines the term "violence against women" as: "Any act of gender-based violence that results in, or is likely to result in physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life."

[Source: Article 1 of the UN Declaration on the Elimination of Violence against Women (DEVW), proclaimed by the UN General Assembly in its resolution 48/104 of 20 December 1993
http://www.un.org/documents/ga/res/48/a48r104.htm]

Over the last thirty years, a central goal of the international women's movement has been ending violence against women and girls, including violence within the home and workplace. Feminists around the world have generated important research and undertaken significant action toward this end. Over the past decade, there has been increasing attention being paid to the need to address violence against women in public spaces.

Women and girls experience multiple and various forms of violence and harassment in public spaces: from staring and leering to stalking and sexual assault. Certain types of harassment and violence, such as aggressive staring and passing comments, have been normalized as a part of urban life. Several studies have been conducted in cities across the world and show similar results. In one study conducted in four cities across the globe, results showed that almost 60% women reported feeling unsafe in urban spaces. [Source: Women in Cities International, *"Learning from Women to Create Gender Inclusive Cities"*]

"The growing safe cities for women movement aims to eliminate all forms of violence against women and girls by simultaneously targeting the systemic societal factors that create gender inequality and empowering women and girls to make changes within their communities. At the core of the safe cities for women movement is the belief that violence and fear of violence restricts women's and girls' access to their cities, including to employment, health, education, political and recreation facilities. Thus, as a result of violence and fear of violence, women and girls are excluded from various aspects of city life and do not have the same rights to cities as men." [Source: Women in Cities International, *"Learning from Women to Create Gender Inclusive Cities"*]

WHAT IS A SAFE AND INCLUSIVE CITY FOR WOMEN?

The goal of safer cities interventions work is to build safe and inclusive cities. In a safe city, women and girls are free from violence, and from the fear and anticipation of such violence.

BOX 2

A SAFE CITY FOR WOMEN AND GIRLS IS :

- A city where women and girls can enjoy public spaces and public life without fear of being assaulted.
- A city where violence is not exercised against women and girls in either the home or the street.
- A city where women and girls are not discriminated against and where their economic, social, political, and cultural rights are guaranteed.
- A city where women and girls participate in making decisions that affect the community in which they live.
- A city where the state guarantees the human rights of all people without excluding women and girls.
- A city where the state and local government take actions to provide attention, prevention, and punishment for violence against women and girls.
- A city where the state and local government guarantee women's and girls' access to justice.

[Source: UN Women, *Safe Cities Module*] http://www.endvawnow.org/uploads/modules/pdf/1304107021.pdf

WHY IS BUILDING A SAFE CITY FOR WOMEN AND GIRLS IMPORTANT?

Insecurity and the threat and reality of violence prevent women and girls from participating as full and equal citizens in community life. Women and girls have a "right to the city." When this right is not realized, women and girls face significant obstacles to educational, economic, and political opportunities.

Safety, or the lack of it, has concrete consequences in the lives of women and girls. For instance, harassment of girls in their neighborhoods while they are on their way to school could lead to their dropping out of school. In this case, the lack of safety creates not only a feeling of fear, but also an irrevocable material consequence.

It is not only violence, but also the fear of violence, that impedes women's and girls' "right to the city." Women and girls often take precautions in their daily lives to protect themselves from violence. Measures such as avoiding dark areas, keeping away from certain places (like subways and parks), carrying something that can be used as a weapon, or dressing conservatively underline the reality that, apart from the actual incidence of violence, the fear of violence constrains the daily lives of women and girls in multiple ways.

BOX 3

DEFINING THE "RIGHT TO THE CITY"

The "right to the city" refers to a rights-based approach to building inclusive cities. The inclusive city has four dimensions – economic, social, political, and cultural.

The "right to the city" encapsulates the four dimensions of equality, which, combined, will guarantee inclusiveness. The fundamental principle of the right to the city is that human rights are interdependent and indivisible. This calls for the simultaneous achievement of all human rights for all residents in any city.

[Source : UN-HABITAT. *State of the World's Cities 2010/2011: Bridging the Urban Divide*. Available online at http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2917]

BOX 4

THE DELHI DECLARATION ON WOMEN'S SAFETY (2010) STATES

"Violence against women and girls constitutes a human rights violation and continues to be an obstacle to reaching gender equality and equity, peace, and sustainable development;

Women's diverse experiences of city life are affected by gender based discrimination and abuse in public and private spaces, including exclusion from political and socio-economic participation, as well as limited access to essential services and infrastructure.

Women's and girls' right to the city includes the right to live free from violence and fear, in more equitable, democratic, and inclusive cities. Women and girls have the right to participate and be part of decision-making processes in local governance, urban planning, and management."

The Delhi Declaration was drafted by the delegates of the Third International Conference on Women's Safety, 2010. It follows the Montréal Declaration on Women's Safety (First International Seminar on Women's Safety, 2002) and the Declaration of Bogotá Safe Cities for Women and Girls (Second International Conference on Safer Cities for Women and Girls, 2004).]

[Source : *Delhi Declaration on Women's Safety 2010*. Available online at http : //www.womenincities.org/pdf-general/delhi_declaration_call_to_action_web.pdf]

WHAT MAKES A CITY SAFE OR UNSAFE FOR WOMEN AND GIRLS?

Women's safety and perceived safety is affected by a variety of interrelated factors. In addition to levels of crime and violence, a complex intersection of social, cultural, economic, and familial issues combine to affect women's feelings and experiences of safety or unsafety.

Some factors that impact the safety of women and girls in the city include:

- *Poverty and socio-economic status:* Poor women often face heightened safety challenges related to their difficulty accessing essential services. For many of them, especially homeless women, women vendors, and domestic workers, the need to regularly access public spaces and public transport creates heightened vulnerability.
- *Infrastructure:* The availability of safe and clean public toilets for women promotes women's safety. Toilets that are dark and dirty, with broken doors and no attendants are seldom used by women. Poorly lit areas pose a threat to safety. Walking on dark roads and unlit streets is something most women avoid. Additionally, the lack of street lighting in commercial areas makes it difficult for women to work late. In addition, lack of efficient and safe public transport can make it difficult for women to access the city.
- *Usages of spaces and familiarity:* The gender of the people using a space affect women's safety. Jagori's research found that women in Delhi feel uncomfortable in male dominated spaces such as cigarette shops, *dhabas*, taxi stands, and liquor shops. Women not only hesitate to use these spaces, but may even avoid going near them for fear of harassment.
- *Societal attitudes:* Trivializing and normalizing the sexual harassment of women and girls as harmless "eve teasing" contributes to women's unsafety. Further, women and girls are often blamed for inviting sexual harassment because of their clothing or behaviour, which places the responsibility for ensuring their safety upon women and does not expose the patriarchal attitudes behind these notions.
- *Attitude of the police:* The difficult of reporting a case to the police is often linked to a lack of faith that the police will follow up and take the case seriously. The insensitivity of the police to women's experiences of gender-based violence discourage women from approaching the police, thus eliminating one potential avenue of response.

GUIDING PRINCIPLES FOR SAFER CITIES WORK

As you begin to design safer cities interventions, we encourage you to reflect on these guiding principles. Together, these principles should serve as signposts for all safer cities work. As the work progresses, it is useful to refer often to these guiding principles and reflect on how they are (or are not) shaping the planning and implementation of programs.

FROM PROTECTION TO RIGHTS

At the broadest level, the framework for building safer cities work should emphasize and promote women's right to the city and right to safety. The conventional understanding of safety emphasizes women's need for protection, and puts the burden of protection and prevention on women themselves. Women are told to protect themselves by living within limits prescribed by patriarchy: to dress modestly, to stay away from "unsuitable" places, to avoid going out at certain times. In effect, when sexual harassment or assault takes place, the lens is turned back on the woman to see how she infringed the rules: was she out at night, what was she wearing, who was she with, and other such details.

Ironically, this restrictive approach does not really make women any safer. If anything, it increases their vulnerability by forcing them to live in fear and creating the feeling in their minds of being helpless victims. Moreover, it restricts women's freedom, curtails their mobility, and hampers their options for work and social activities. It reduces women's self-confidence and makes them physically and psychologically dependent on the protection of others. It prevents them from fulfilling their potential and enjoying their rights as citizens.

Safer cities work approaches women's safety from a perspective of women's rights to access the city without fear of violence. Rather than imposing paternalistic restrictions on women and emphasizing their need for protection, this approach recognizes that women and girls have a right, as citizens, to safety in their city.

OTHER GUIDING PRINCIPLES FOR SAFER CITIES WORK INCLUDE:

- **Sensitivity to the intersection of identities:** The "intersection of identities" refers to the way in which any one individual's multiple identities—gender, class, ethnicity, age, ability status, sexual orientation — combine to shape his or her experiences. The intersection of identities and the needs of diverse women should be a constant reference point in safer cities work.

- **Involving women and girls in the making of decisions that affect their safety:** Safer cities work should include women and girls as agents in decision-making processes.

- **Recognizing the value of the knowledge generated from the lived experiences of women and girls:** Women and girls are experts on their own safety. Program design should recognize and utilize their perceptions about safety and unsafety in their community.

- **Focus on both actual safety and perceived sense of safety:** The goal of safer cities interventions is to reduce both violence and the fear of violence. It is not enough to focus only on reducing actual incidents of violence. We must work to ensure that women and girls also feel safe and free from the threat of violence. "When women and girls are not protected from violence in public or in private spaces, they are more likely to feel afraid, and excluded in their cities. Therefore, although women's and girls' perception of insecurity may sometimes not directly correspond with objective events, it can have the same consequences. A situation of violence suffered by one woman impacts on all women because all women become aware of the possibility of experiencing violence because of their gender - fear is transmitted and can be learned as part of women's gender roles. For this reason, safe cities programming should address women's actual and perceived sense of safety." [Source: UN Women, *Safe Cities module*]

- **Recognition that gender affects one's experience of the city.** Women and men experience urban environments and situations differently. Urban planners typically treat space as "gender neutral" and assume that women and men will experience it in the same way. It is crucial to integrate a gender-sensitive perspective into urban design and planning, and to consider the gendered impact of any intervention.

- **Involvement of community, men and boys, and stakeholders:** Safety in public spaces, whether for women or for other vulnerable groups (such as senior citizens and people with disabilities), demands the involvement of all who use those spaces.

BUILDING A SAFETY STRATEGY

A safety strategy is the framework that guides safer cities work in a particular city or community. Violence against women and girls does not have one single cause, or one single solution. The first step is to develop a safety strategy that addresses this complexity. A safety strategy is based on careful assessment of the multitude of factors influencing women's safety in the city. This knowledge then informs plans for interventions to promote the safety of women and girls.

In assessing safety and developing a plan for interventions to promote the safety of women and girls, there are five key areas to work in:

1. **Define and understand the specific local problems**
2. **Assess existing policies and programs contributing to safety/ unsafety**
3. **Create partnerships with stakeholders**
4. **Plan and implement interventions**
5. **Monitoring and evaluation**

Together, these five areas constitute a safety strategy.

AREA 1 : DEFINE AND UNDERSTAND THE SPECIFIC LOCAL PROBLEMS

The goal of this area is to generate knowledge about the current safety situation for women and girls in the community. We are looking for answers to questions like:

WHAT ARE OBSTACLES to safety for women and girls? What areas are safe or unsafe, and why? What safety strategies do women and girls use to promote their own safety? What types of violence and sexual harassment do women and girls face in public spaces?

The factors that contribute to the safety (or unsafety) of women and girls in a city can be divided into two broad and often overlapping categories: physical factors and social factors.

Physical factors that affect safety include:
- adequate lighting
- walkable streets
- availability of clean and safe public toilets

Social factors that affect safety include:
- community expectations about women's presence in public spaces (do they have to demonstrate a "legitimate" reason for their usage of public space, such as shopping for groceries or picking up children?)
- beliefs about the seriousness or triviality of sexual harassment
- the social status of women in terms of political and economic power

The knowledge generated from the lived experiences of women and girls is a key source of information. Scholarly research and contributions from experts, however, can also provide a useful context for understanding and analyzing the more specific issues that emerge.

During the knowledge gathering/diagnosis phase, it is often helpful to take a very local perspective. Safety issues are unlikely to be the same across the city. It is useful to focus on specific areas or communities. While insights gained from research in one geographic area often illuminate issues in the city at large, it is also important to remember that different geographic areas of the city can have very different safety situations.

Knowledge gathering tools useful in the diagnosis stage include:

- Focus group discussions
- Safety audits
- Surveys: street surveys or household surveys

Each of these knowledge gathering tools will be discussed in detail in later chapters.

AREA 2 : ASSESS EXISTING POLICIES AND PROGRAMS CONTRIBUTING TO SAFETY/UNSAFETY

Safer cities interventions in the target urban areas will take place in a context already influenced by existing policies and programs. It is crucial, therefore, to do an early assessment of the policies and programs that affect women's safety. These policies and programs may influence physical/environmental and social factors.

BOX 5

ASSESSING POLICIES AND PROGRAMS, some of the key questions to answer include:

1. What basic/essential social services are available in the area – schools (elementary, secondary, high), health, welfare support, shelters, etc – and how well do they meet local need?
2. How well is the area served by police and other justice services?
3. What services and programs specifically represent or support women and girls and how well do they meet local need?
4. Are there specific services for women and girls who experience sexual harassment and violence in public spaces?
5. What support services are available for survivors of violence? What are the laws related to the prosecution and punishment of offenders?

In addition to policies and programs, it is important to assess the broad factors that influence the urban environment. Urban planning that is gender-sensitive (understands that women and men experience and use urban spaces differently) is a powerful tool for promoting the safety of women and girls. Conversely, urban planning that ignores the specific needs of women and girls and does not promote community safety can create significant safety obstacles.

BOX 6

PRINCIPLES OF SAFER CITIES WORK

The City of Montreal, a pioneer in safer cities work, developed these Six Principles of Urban Planning for Safe Cities, which serve as a useful reference point in evaluating urban planning:

- **Principle 1:** Know where you are and where you are going. Signposting.
- **Principle 2:** See and be seen. Visibility.
- **Principle 3:** Hear and be heard. The presence of people.
- **Principle 4:** Be able to escape and get help. Formal surveillance and access to help.
- **Principle 5:** Live in a clean and friendly environment. Spatial design and maintenance.
- **Principle 6:** Act together. Community participation.

[Source: CISCSA. *Tools for the Promotion of Safe Cities from the Gender Perspective.* http://www.redmujer.org.ar/pdf_publicaciones/art_18.pdf]

Policies that influence women's safety may include how the police treat cases and survivors of violence against women, or how women-friendly public transportation is. More broadly, it is important to assess whether government policies create equal conditions for men and women to participate in the activities of citizenship. Are there policies in place to

address women's specific needs in economic and social life (such as affordable and dependable child care to assist women who work outside the home)? Do women recognize their "right to the city" and their right to participate in civic life?

In reviewing existing policies, specific areas to consider include:

1. Policies, structures, plans and other initiatives that establish the framework within which safer cities stakeholders must operate;
2. Existing legislation on women's equality, rights, and violence against women; and
3. Services, programs, and projects in the areas of: police services and initiatives, urban planning initiatives, public transport initiatives, public awareness campaigns, initiatives with educational institutions, community mobilization and leadership initiatives, and access to services.

[Source: Women in Cities International. *Policy Review Template*. Developed for the Gender Inclusive Cities Program.]

AREA 3 : CREATE PARTNERSHIPS WITH STAKEHOLDERS

After identifying and assessing local safety problems, it is time to consider the different people and groups who will be involved in interventions to address those problems. Then, they can come together to form groups that will work on planning and implementing interventions. It is important to be aware that creating partnerships is a process which could take time and not all stakeholders have an equal role. In order that partnerships are productive, each partner should be able to articulate their stakes and understand other's stakes.

IDENTIFYING PARTNERS: WOMEN AND GIRLS IN THE COMMUNITIES

One group of partners are women and girls who will benefit from safer cities interventions. Which groups of women and girls, specifically, will benefit from the interventions? If the answer to this question is "women

BOX 7

KEY QUESTIONS TO ANSWER ABOUT COMMUNITY PARTNERS INCLUDE:

1. Which specific groups – perhaps defined by age, ethnicity, location, lifestyle or other characteristics – will benefit and why?
2. Which other groups will gain indirectly?
3. What is the size of these groups? How many women and girls are there in each of them?
4. What actions would these primary partners like to see being taken to improve women's and girls' safety in the intervention area and why?
5. What changes would the partners eventually like to see achieved?
6. How do the partners believe achievement can be measured – what would be good indicators of success?
7. Which women's groups, youth groups, community organisations, public and or privatised services and agencies would these partners like to see being involved in the Project as delivery partners?

[Source: Sohail Husain, *Scoping Study Guidance*, UN Women Global Program]

and girls in the city," it is necessary to be more specific. Which women and girls are the most vulnerable to violence? What specific risks do they face?

IDENTIFYING PARTNERS: OTHER STAKEHOLDERS

Potential partners include:

- Government officials and agencies
- Grassroots women's organizations and Local NGOs
- Men and boys
- Others such as media, private sector, research institutions, etc..

Government is a key partner in safer cities interventions. The broad category of "government" includes police, public transport, ministries and agencies that specifically address the welfare of women and girls, and municipals bodies that provide essential services. Government commitment can wax and wane with elections and funding cycles, so it is crucial to think about how to best ensure the sustainability of government commitment to building safer cities. At the same time it is useful to leverage political priorities in order to maintain interest and commitment.

Another category of partners is grassroots women's organizations (including those working with adolescent girls) and local NGOs with a strong community presence. Which organizations are deeply involved in the communities where the interventions will take place? It is important to assess how these groups are perceived by the women and girls who are partners in the safer cities interventions.

Another important partner group is men and boys from the target communities. Men and boys are key participants in all safer cities work. When men and boys are brought into the process early, they can be powerful community advocates for ending violence against women and girls.

FORMING THE STEERING COMMITTEE

After identifying partners, it is time to form a steering committee that will take the work on women's safety ahead. The role of the steering committee is to do the overall planning for safer cities interventions.

For safer cities interventions to succeed, it is essential that they be multi-stakeholder efforts. This means that the steering committee should include not only women and girls from the target communities and the individuals initiating the safer cities work, but also representatives from a broad spectrum of organizations and government bodies (such as police, schools, municipalities, and NGOs, among others).

Because the steering committee will bring together a broad cross-section of partners, it is essential that members have a shared commitment to full collaboration. When the steering committee brings together grassroots women with government officials and technical experts, there is a tendency for the voices of grassroots women to be marginalized in addressing technical questions on which they may not have a high level of knowledge.

FORMING THE WORKING GROUP

The steering committee will include representatives from many different populations and organizations. Not all members of the steering committee will be involved in the highly detailed planning of interventions; rather, the steering committee will formulate strategy and focus on the "big picture."

The micro-level planning and implementation of safety interventions is most effective when done by a smaller working group that includes the individuals who will take the primary role in planning and implementing safer cities interventions. The working group should include people who have significant time and energy to devote to safer cities work. It is also crucial to include representatives of the communities where the interventions will take place. The working group should stay closely connected to the steering committee. While the steering committee sets broad priorities and plans strategies, the working group does the detailed planning to implement interventions.

The working group should represent women in all their diversity. Socio-economic status, migrant status, sexual orientation, age, ethnicity, and ability status are all factors that influence the safety of women. It is essential that the working group be composed of women from various groups, to ensure a broader perspective.

The specifics of the duties allocated to the steering committee and working group must be decided by the people involved in them. The point in creating

these two distinct but overlapping groups is to include a broad spectrum of stakeholders (the steering committee) while still laying the foundation for effective planning and implementation (the working group).

AREA 4 : PLAN AND IMPLEMENT INTERVENTIONS

The work of knowledge gathering, identifying stakeholders and beneficiaries, forming the steering committee and working group, and assessing existing policies and programs is all meant to lay the foundation for successful safer cities interventions. After moving through the first three phases, it is time to begin planning and implementing interventions.

Jagori and its partners have identified seven major areas of intervention. These address both the prevention of sexual harassment in public spaces, as well as redressal, justice and victim support, after the occurrence of the crime.

1. Urban planning and design of public spaces
2. Provision and management of public infrastructure and services
3. Public transport
4. Policing
5. Legislation, justice and support to victims
6. Education
7. Civic awareness and participation

[Source: Department of Women & Child Development, Govt. of NCT, Delhi. UN Women, UN-HABITAT, Jagori. *Safe City Free of Violence Against Women and Girls Initiative: A Strategic Framework for Delhi.* 2010.]

These seven areas can also be seen as covering physical, institutional and advocacy-related interventions. Whereas each thematic area has a mix of these three elements, some are more focused on physical interventions (e.g. urban planning and design, provision of basic services, transport), whereas others emphasise institutional reform and capacity-building (e.g. policing, legislation and justice), while still others stress mainly on advocacy and awareness building in order to change mindsets and attitudes over generations (e.g. education and civic awareness).

Interventions can be characterized as quick wins, medium-term, and long term. When planning and implementing interventions, it is important to include interventions in each of these categories. Quick wins create a sense of accomplishment very early on, and provide momentum for longer-term, more complicated work. Medium- and long-term interventions address the root causes of unsafety and implement preventive frameworks.

AREA 5 : MONITORING AND EVALUATION

Monitoring and evaluation are key to successful safer cities work. Though people often think of monitoring and evaluation as processes that happens after significant work on the safer cities project is already complete, it is important to lay a foundation for both monitoring and evaluation at the very beginning of the intervention.

Monitoring is an ongoing process, while evaluation looks back on work done during a defined period of time. Monitoring answers questions like: is progress proceeding on schedule, and are projects progressing as planned? Evaluation answers questions like: what has the impact of this project been, and to what extent have we achieved the goals set out in the planning phase?

Though they may seem time-consuming and cumbersome, monitoring and evaluation are processes that lead to stronger, more sustainable programs. The main purpose of both monitoring and evaluation is to improve safer cities work, and to provide key information that will inform future decision making about the project. Moreover, both processes can be tailored to a project's specific needs and budget. Finally, being able to demonstrate that a project has quality monitoring and evaluation processes in place is often crucial to securing donor support.

Often, the direct participants in safer cities work lack the technical expertise to engage in comprehensive monitoring and evaluation efforts. In those cases, it is advisable to plan — from the very beginning — to set aside money and time for monitoring and evaluation.

At the beginning, it is useful to conduct a baseline study. In addition to generating useful information about the current state of women's safety, the baseline study results will make it possible to evaluate the impact of interventions, because there will be data to compare from before and after the intervention. Even though it is conducted before the intervention is implemented, the baseline study is part of the evaluation process.

Conducting a baseline study, like much other monitoring and evaluation work, requires some technical expertise. Again, it is recommended that the budget for safer cities interventions include allocations specifically for monitoring and evaluation (hiring professionals to conduct the necessary research and analysis).

The knowledge gathering tools discussed in the next chapter can do double duty. In addition to generating information that will help partners diagnose and understand the specific local issues, the tools can be integrated into the baseline study process. They will generate data that can then serve as a "pre-intervention" reference point for later monitoring and evaluation work.

KNOWLEDGE GATHERING TOOLS

As discussed earlier, the first step in developing a safety strategy is diagnosis of the local problems. It is key to identify the safety issues that women and girls actually face. Additionally, collecting this baseline data allows for better evaluation of interventions.

Knowledge gathering tools for safer cities work include:
- safety audits
- street and household surveys
- focus group discussions

Each of these research tools will generate different insights and data. Used together, these three tools can provide a rich, nuanced picture of safety and unsafety in the city.

The purpose of knowledge gathering in the early phases of safer cities work is not simply data collection. Rather, these knowledge gathering tools recognize that women, girls, and other community members have valuable knowledge generated from lived experience. These tools bring women, girls, and community members into the process as full participants. The knowledge gathering process often prompts reflection and creates a sense of investment in building safer cities.

ETHICAL CONSIDERATIONS

It is important to think about the ethical dimensions of research on violence against women, before beginning any knowledge gathering work. Talking with people about sexual harassment and violence raises sensitive issues, and respondents may be distressed by some of the questions, which ask them to recall frightening, threatening events. Moreover, participating in the research may expose women and girls to violence.

It is crucial that the research team be trained to interact with respondents sensitively and competently. When you are researching violence against women, it is especially important to protect respondents' confidentiality, and to obtain their informed consent before beginning the research.

BOX 8

SUGGESTIONS FOR MINIMIZING HARM TO WOMEN PARTICIPATING IN RESEARCH

- Interview only one woman per household.
- Don't inform the wider community that the survey includes questions on violence.
- Don't interview men about violence in the same households or clusters where women have been asked about violence.
- Interviews should be conducted in complete privacy.
- Dummy questionnaires may be used if others enter the room during the interview.
- Candy and games may be used to distract children during interviews.
- Use of self-response questionnaires for some portions of the interview may be useful for literate populations.
- Train interviewers to recognize and deal with a respondent's distress during the interview.

contd.

- End the interview on a positive note that emphasizes a woman's strengths.

[Source : Mary Ellsberg and Lori Heise, *Researching Violence Against Women: A Practical Guide for Researchers and Activists.* WHO, Path: 2005. Available online at: http://www.path.org/files/GBV_rvaw_complete.pdf]

The World Health Organization makes the following ethical and safety recommendations for domestic violence research. Their suggestions are applicable to research on violence against women in public spaces, as well:

- The safety of respondents and the research team is paramount and should infuse all project decisions.
- Prevalence studies need to be methodologically sound and to build upon current research experience about how to minimize the under reporting of abuse.
- Protecting confidentiality is essential to ensure both women's safety and data quality.
- All research team members should be carefully selected and receive specialized training and ongoing support.
- The study design must include a number of actions aimed at reducing any possible distress caused to the participants by the research.
- Field workers should be trained to refer women requesting assistance to available sources of support. Where few resources exist, it may be necessary for the study to create short-term support mechanisms.
- Researchers and donors have an ethical obligation to help ensure that their findings are properly interpreted and used to advance policy and intervention development.

- Violence questions should be incorporated into surveys designed for other purposes only when ethical and methodological requirements can be met.

[Source: World Health Organization. *Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence Against Women.* Available online at http: // www.who.int / gender / violence /womenfirtseng.pdf]

SAFETY AUDITS

Participatory safety audits are a tool for exploring the elements of public spaces that contribute towards creating safety or vulnerability. Additionally, participatory safety audits identify possible actions for change and build public awareness, ownership, and commitment to implementing these actions at both the local and the policy levels.

The safety audit methodology was developed by the Metropolitan Action Committee on Public Violence against Women and Children (METRAC) in Toronto in the 1980s after a series of brutal sexual assaults and murders of women created widespread public concern. METRAC defines the safety audit as a methodology developed "to evaluate the environment from the standpoint of those who feel vulnerable and to make changes that reduce opportunities for assault."

[Source: METRAC. *Community Safety Program.* http://www.metrac.org/about/downloads/about.metrac.brochure.pdf]

In a safety audit, a group of women, including residents or users of the area to be surveyed, walk through a particular area, observing factors that contribute to women's safety or unsafety.

BOX 9

ISSUES TO EXPLORE WHILE CONDUCTING A SAFETY AUDIT

- Lighting: are lights working? Evenly distributed? Do they light pedestrian ways? How long do repairs take? Mark on maps the lights that are not working.
- Signage (maps, directions, etc.)
- If there are footpaths, are they wide enough? Are there obstructions or large cracks?
- Are footpaths accessible for people with disabilities or with prams? (dropped curbs, paved)
- Maintenance: garbage, graffiti, etc. Are there rubbish bins?
- Access to any help in emergency. Are there phones? Are there a lot of people around?
- Do surrounding buildings provide informal surveillance (shops or restaurants with large windows, housing or offices with balconies)?
- Are there any entrapment areas such as recessed doorways or alleys?
- Are there any demolished or unfinished buildings which could be unsafe?
- Any visible policing?
- Are there people on the street?
- Are there groups who use the street that make women feel unsafe?
- An equal number of women and men? Are they rushing through or lingering?

contd.

- Are there reasons to linger (benches, shade, interesting things to see such as public art)?
- Are there safe pedestrian crossings?
- Are there children or youth playing? What age groups?

[Source: *Women in Cities International. Developed for the Gender Inclusive Cities Program.*]

In conducting safety audits, good practices include:

- Focusing on the local level
- Engaging government support
- Involving professionals and key decision-makers
- Researching women's security
- Creating a collaborative community structure
- Representing the community, especially the most vulnerable
- Establishing a dedicated team and clarifying responsibilities
- Confidence-building and education
- Setting realistic goals
- Timing for change
- Making follow-up meaningful

[Source: UN-HABITAT. Women's Safety Audits: What Works and Where?] Instructions for conducting a safety audit are included in the appendix

STREET AND HOUSEHOLD SURVEYS

A street survey is conducted in a public space, with questions specifically related to safety in that area, as well as questions about safety more generally. Street surveys generate quantitative information about women's safety that is an important complement to qualitative data.

A sample street survey is included in the Appendix. Survey questions may address perceptions of safety, experiences of sexual harassment, perceived sources of vulnerability, and responses to sexual harassment.

A household survey is different from a street survey. Respondents are surveyed in their homes, rather than in public spaces. Household surveys limit the pool of potential respondents to people who live in a particular geographic area. They may be especially useful as a tool for gathering knowledge about specific local conditions.

Conducting a survey requires technical knowledge. The survey designers must consider factors such as sampling techniques and survey design. To produce high-quality data, the survey must be designed and administered by people with technical expertise in the area. It may be useful for you to partner with more experienced researchers to conduct surveys.

FOCUS GROUP DISCUSSIONS

In a focus group discussion (FGD), a group of people explore an issue through a facilitated and structured interaction between group members. FGDs are valuable tools for gathering information about what makes women feel safe or unsafe in public spaces in their city and about how their safety and inclusion in public space can be improved. FGDs will be especially useful if they are convened with groups of participants who may have distinct concerns. These groups may include, for example, domestic workers; hawkers (street sellers); homeless people; university students; disabled people; transgender individuals, lesbians and gay men; night workers, or migrants.

For detailed guidance on how to conduct focus group discussions, you may wish to consult the following resources:

- Women in Cities International, *Tools for Gathering Information about Women's Safety and Inclusion in Cities: Experiences from the Gender Inclusive Cities Program*. Forthcoming.
- *Jagori and Women in Cities International, A Handbook on Women's Safety Audits in Low-Income Urban Neighborhoods: A Focus on Essential Services*. http://www.femmesetvilles.org/pdf-general/idrc_hanbook_wsalow-income.pdf

BOX 10

SAMPLE QUESTION CLUSTERS FOR FOCUS GROUP DISCUSSION

1. Do you think that public spaces in the city are safe for women and girls of all ages to move about freely? Are there some specific places which you think are particularly unsafe? Why are these places unsafe? What has influenced your views – your own experiences, others' experiences, media reports, stories, etc.? Share some concrete experiences or stories of safety in public spaces.

2. Are there any places where you feel particularly safe or unsafe? What is it about these places that makes you feel so?

3. Do you take any precautions when you go out? For example, do you carry something for protection or avoid certain areas, etc.?

4. Have you ever asked for help with an unsafe or dangerous situation? Did you go the police? Did you approach anyone else for help? Did you feel the response met your needs? Why or why not? If you haven't actually done this, who are you most likely to ask for help?

5. What do you think are the three most important women's safety issues in the city/this area? Why?

6. How could women's safety and feelings of safety in public spaces be improved? This could be by changes of policy, changes in design, changes in services, changes in (men's) behavior, etc.

[Source: Women in Cities International, *Learning From Women to Create Gender Inclusive Cities*]

INTERVENTION AREAS

This section will briefly discuss seven promising areas for safer cities interventions. For more details, please refer to the Strategic framework document (DWCD et al 2010):

1. Urban planning and design of public spaces
2. Provision and management of public infrastructure and services
3. Public transport
4. Policing
5. Legislation, justice and support to victims
6. Education
7. Civic awareness and participation

AREA 1 : URBAN PLANNING AND DESIGN OF PUBLIC SPACES

Through urban design and planning, we create environments that offer greater or lesser opportunities for violence against women. Bad design, isolation and inadequate and poor maintenance in public spaces increase the risk of violence, while gender sensitive urban planning that emphasizes visibility and encourages diverse use of public spaces promotes women's safety.

Examples of urban planning and design interventions that promote women's safety include:

- Promoting mixed land use
- Eliminating dark alleys, dead ends and 'entrapment areas'
- Removing boundary walls and other obstacles to 'eyes on the street'
- Instituting hawker-friendly policies.

NAIROBI, KENYA

In 2006, UN-HABITAT, in partnership with the Nairobi City Council, developed detailed planning guidelines for the city of Nairobi from a safety perspective. However, these followed a Crime Prevention Through Environmental Design (CPTED) approach, which has since given way to a more holistic orientation including the design, planning and management of public spaces. As part of this, safety audit questionnaires and checklists have been developed, and safety audit training of technical officers from city councils of Nairobi and Dar es Salaam conducted. The two cities are now systematically implementing safety audits as a tool for assessing the insecurity of an area.

AREA 2 : PROVISION AND MANAGEMENT OF URBAN INFRASTRUCTURE AND SERVICES

Poorly maintained public infrastructure and services, such as pavements, streetlights, parks and other open spaces, have been repeatedly cited as factors which make a city unsafe for women. Badly sited and dirty, unlit female public toilets, as well as male public toilets which are located on pavements and open up on the street, are also seen as a risk factor for women. Broken pavements and open garbage dumps make it difficult for all pedestrians to walk safely, but put women particularly at risk of harassment. Clean and walk-able pavements, well-lit streets, parks, subways and other open spaces, and better situated and maintained public toilets can go a long way in preventing sexual harassment of women.

AREA 3 : PUBLIC TRANSPORT

Studies all over the world have demonstrated that men and women use public transport differently. In India, even in car-owning households, it is usually the men who drive, while women take public transport to travel to the workplace, drop and pick-up children, and carry out a whole range

of other activities. Thus improvement in the public transport system has shown immediate positive results on the lives of women and their access to the city.

MONTREAL AND TORONTO, CANADA

The cities of Montreal and Toronto, Canada initiated a "Between Two Stops" program on their city buses to increase women's safety and perception of safety when traveling. In order to shorten the distance women must walk to reach their final destinations at night, this service permits women of any age traveling during these hours to get off the bus between stops.

Source: Michaud, Anne. (2000). *Aplicaciones a escala urbana de la perspectiva de género: laseguridad de las mujeres y el transporte public en Montreal*. Montreal. CAFSU; Femmes et Ville, Ville de Montréal; STCUM.

AREA 4 : POLICING

The absence of visible police presence is a factor that can make women feel unsafe.

At the same time, women who have been sexually harassed may not approach the police for assistance because they fear that the police will not do anything, or will trivialize the incident. In the area of policing, key factors contributing to women's unsafety include:

- the lack of visible police presence;
- absence of trust in the police;
- very few women constables and officers;
- patriarchal attitudes and unwillingness to take sexual harassment seriously; and
- poorly-publicised or inaccessible helplines.

MUMBAI, INDIA

The 103 helpline was launched by Deputy Chief Minister of Maharashtra and the Police Commissioner of Mumbai along with women's organisations in February 2008. Akshara, a Mumbai-based NGO that works extensively on women's issues, was a driving force behind this initiative. The categorization of calls received by 103 helpline was developed along with the Special Cell for Women and Children, and Akshara took responsibility for training the 103 control room on gender issues, as well as on managing a helpline. The NGO was also responsible for the publicity campaign, which it implemented in partnership with a well-known advertising agency. Communication material was developed and publicized through posters, leaflets, advertisements on public buses and trains, electronic traffic hoardings and slides in cinema theatres. Celebrity endorsement videos as well as 103 impact stories were also developed by Akshara's Community Video Unit.

http://aksharacentre.org/index.php?option=com_content&view=article&id=16&Itemid=18

AREA 5 : LEGISLATION, JUSTICE, AND SUPPORT TO VICTIMS

The legal provisions related to sexual harassment, and issues of justice and support for victims, are crucial considerations in safer cities work. The three major problems in this area are:

- vague definitions of sexual harassment and minimal penalties for perpetrators;
- most perpetrators are not apprehended and punished; and
- inadequate support for victims.

The legal provisions regarding sexual harassment are vague and the penalty minimal, and sexual harassment is not defined precisely under Indian law.

BOX 11

PROVISIONS OF THE INDIAN PENAL CODE (IPC) RELATED TO SEXUAL HARASSMENT

- Section 292 states that showing pornographic or obscene pictures, books or slips to a woman or girl will draw a fine of Rs. 2000 with two years of rigorous imprisonment for first offenders.
- Section 294 (A) and (B) of the IPC sentences a man found guilty of making a girl or woman the target of obscene gestures, remarks, songs or recitation for a maximum tenure of three months.
- Section 354 deals with the use of criminal force against a woman with intent to outrage her modesty, and prescribes imprisonment of up to two years, or a fine, or both.
- Section 509 holds that obscene gestures, indecent body language and comments intended to 'insult the modesty of a woman' carry a penalty of rigorous imprisonment for one year, or a fine, or both.
- Section 375 of the IPC a definition of rape.
- Section 376 prescribes the punishment for the same, which could be a sentence ranging from seven years to life imprisonment.

Sexual harassment is a crime that is under-reported for various reasons. It is often trivialized by the police, family, friends and even the victim herself, and it is difficult to catch perpetrators, who are often on the move in a vehicle or on foot.

The final challenge within this broad area is that of providing support to victims. Clearly, victims of violent crimes such as rape and sexual assault require intensive support, whether legal, financial, social, emotional or psychological. However, those affected by seemingly harmless "eve teasing"

TAMIL NADU, INDIA

In Tamil Nadu, the term "eve teasing", as used in the Prohibition of Eve Teasing Act 1998, was seen as being open to misinterpretation, and having the connotation of innocent fun. It was replaced by "Harassment of women" in another act of the same name, in 2002.

in public spaces are usually not offered the same kind of assistance, despite the trauma that they, too, may experience.

AREA 6 : EDUCATION

There are three ways in which the theme of education has emerged as central to the discussion on women's safety.

First, it is a priority to ensure the safety of women and girls within and around educational institutions, including schools, colleges and university campuses.

Second, the education system, both formal and non-formal, needs to recognize and respond to growing concerns about the safety of women and girls in public spaces. All students need to be made aware that sexual harassment is not acceptable. Male students need to be educated on themes of gender equality, while female students also need to understand their rights, including their right to respond to, and report, incidences of sexual harassment.

Finally, even in non-school environments, school and college students are vulnerable to all kinds of sexual harassment. How to inculcate a sense of dignity and confidence in this age group of girls and adolescent women is the third important dimension under the theme of education.

AREA 7 : CIVIC AWARENESS AND PARTICIPATION

Increased civic awareness and partnership with local community-based organizations is one of the ways in which sexual harassment in public spaces can be dealt with in the long term.

This could include working with civic associations and Non-Governmental Organisations (NGOs) or Community-Based Organisations (CBOs) in the area to ensure that people who live and use the area are invested in the process and thereby creating a broad-based participation and ownership of the interventions. They can also play the role of carrying the diverse voices of communities to decision makers.

GOOD PRACTICES FOR INTERVENTIONS

This section will describe some good practices for interventions, applicable to any of the seven intervention areas discussed above. This section will also highlight successful examples of interventions from India and around the world.

COMMUNITY MOBILIZATION AND PUBLIC ADVOCACY

The most pervasive forms of sexual harassment (such as staring and passing comments) are treated as normal and inevitable elements of urban life. Creating a safer community for women and girls requires challenging beliefs about the acceptability of harassment and the role of women.

Effective messaging and public advocacy materials, especially memorable logos and slogans, are a key part of safer cities work. Similarly, mobilizing a community (men, women, girls, and boys) to take ownership and participate actively in the process is key to ensuring the sustainability of the program.

Media partnerships are also a useful tool in raising public awareness. It is important that you provide interested reporters with high-quality information about women's safety issues in your community. Such information may come in the form of reports on research results or interviews with key stakeholders.

SAFE DELHI CAMPAIGN - DELHI, INDIA

In 2004, Jagori launched its "Safe Delhi" campaign to combat violence against women in Delhi's public spaces. Public outreach was a major part of the campaign. Jagori developed a variety of campaign material such as posters, stickers, badges, handbooks, a short television advertisement, and a film. Jagori also held awareness-raising sessions in colleges and neighborhoods and held several activities in public spaces, such as protest marches and leaflet distribution events. A central message of the campaign is that violence against women is not just a "women's issue." For more information on the campaign, please see www.jagori.org.

MORE WOMEN ON THE STREET MURAL - ARGENTINA

In 2008, women in Rosario, Argentina mobilized the community to reclaim public spaces where women were facing sexual harassment to get involved in creating safety. One successful strategy has been the use of public art where women and youth have been motivated to work on murals. Some of the messages included , "More women on the street – safe cities for everyone without fear and without violence."

[Source: UN Women. *Safe Cities module*]

INCLUDING DIVERSE STAKEHOLDERS

A wide variety of stakeholders have a role to play in safer cities work. In addition to local government and police, community based organisations, women's groups, student organizations, and associations of local businesses and street vendors are prime partners for safer cities work.

WORKING WITH PUBLIC TRANSPORT - DELHI

One important partnership of the Safe Delhi Campaign has been with transport operators across the city. One initiative was the campaign by auto-rickshaw drivers where 5000 stickers were pasted on vehicles and at auto-rickshaw stands with the message that read, "Sexual harassment is a crime, not a joke. Make Delhi safe for women." A longer term partnership has been forged with the Delhi Transport Corporation (DTC) to train drivers and conductors on gender sensitive responses to sexual harassment and violence faced by women while using public transport. As part of this initiative, over 3500 drivers were trained in the first phase, which is being followed up by a second phase of incorporating this issue into the training curriculum. In addition, messages have been posted on buses about sexual harassment being a criminal offence.Capacity building and support for women taxi drivers has also been a part of the initiative.

For further information, see www.jagori.org.

INNOVATIVE DATA COLLECTION

Knowledge gathering and data collection can be valuable awareness raising tools. Disseminating the findings can lead to changes in public perception, as women and men recognize the extent of the problem and feel united in their work to build a safer, more gender inclusive city.

HARASSMAP - CAIRO, EGYPT

In Cairo, HarassMap is an SMS reporting system for tracking incidences of sexual harassment in the city. The goal is to end the social acceptability of sexual harassment. Women can report

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sexual harassment by SMS, email, tweet, or filling out a form on the HarassMap website. The reports are available on the HarassMap website, and provide data for a map that tracks incidences of sexual harassment by location and type of harassment (touching, catcalls, ogling, comments, stalking or following, phone calls, indecent exposure, sexual invites, facial expressions).
[http://harassmap.org]

INNOVATIVE MEDIA COMMUNICATION STRATEGIES

Creating effective communication materials and working with mainstream media are both key to getting the message of safer cities to a wider audience. Mainstream media is important to reach a wide and disparate audience and also to elicit support from diverse groups. But it is also useful to work with alternative media such as theatre and pamphlets to reach lower socio economic groups, who are often especially vulnerable and insecure in cities. And today it is equally important to access the internet and new media especially to appeal to the youth.

BLANK NOISE

Blank Noise is a public and participatory arts project that seeks to explore street sexual harassment as violence and calls for action to understand street dynamics in urban areas. This volunteer based project is spread in 9 cities of India and uses different forms of communication strategies to raise the concerns on public place violence.

'I Never Ask for It' and 'Why are you looking at Me?' are a few campaign slogans used across the country by 'action heroes'.
(http://blog.blanknoise.org/2009/02/reporting-to-remember_10.html)

contd.

HOLLA BACK

In 2009, Holla Back was initiated in Washington as an online forum for individuals to share their experiences, thoughts related to public place violence. Gradually with the vision of utilizing technology to enhance engagement and using strategic community driven solutions, it expanded to workshops, policy and advocacy and community outreach. Several volunteers across the world have taken action as part of Holla Back in their cities.
(http://www.ihollaback.org/the-movement/)

WORKING WITH MEN AND BOYS

Men and boys are crucial participants in safer cities work. Changing attitudes and expectations cannot be accomplished without involving men and boys in the work to end all forms of violence against women.

MAN UP - WORLDWIDE

Man Up is a global campaign to activate youth to stop violence against women and girls. The campaign uses the platforms of sport, music, technology and the arts. Man Up is partnering with young men and women around the world by providing innovative training, resources and support to youth informed initiatives. This partnership works to build a network of young advocates and defenders, linking their efforts to those of community based and mainstream organizations, entertainment and sports communities, non-profits and corporations towards our common cause. Man Up has used the platform provided by the World Cup to draw attention to the issue of violence against women, and has brought

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on prominent athletes as supporters. During the 2010 World Cup in South Africa, Man Up hosted the first ever youth summit to address violence against women and girls and to launch Man Up's five year campaign to end VAW. A second summit will be held in conjunction with the 2014 World Cup in Brazil.

(Source: http://www.manupcampaign.org/)

CITY-WIDE INTEGRATED PROGRAMS

An integrated, city-wide approach to creating a safer city for women and girls can unite various agencies and program with a shared goal. This approach requires significant buy-in from the city government, but is a powerful and effective approach.

WOMEN FRIENDLY PROJECT SEOUL, KOREA

In Asia, Seoul, Korea has shown the way towards building better cities for women. The 'Women-Friendly Seoul Project' provides exceptionally detailed guidelines to make the city not only safer, but also women-friendly. Among others, it suggests how public transport, housing, public toilets, public facilities, parking spaces and services, streets, parks and other open spaces, can be designed in a manner which takes into account women's needs and safety concerns.

(Source: Seoul Metropolitan Govt & Seoul Foundation for Women and Family. *Women Friendly City Seoul.* 2009.)

CONCLUSION

We request you to send any feedback or additional knowledge and resources that would enhance this practical guide. We would appreciate any critical feedback and data on how this guide has been useful to you in your work and its shortcomings. Please send your responses to :

Jagori, B-114, Shivalik, Malviya Nagar, New Delhi 110017
Website : www.jagori.org
Email : jagori@jagori.org, safedelhi@jagori.org

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APPENDICES

APPENDICES

A. Instructions for Conducting a Safety Audit

B. Sample Street Survey

APPENDIX A

INSTRUCTIONS FOR CONDUCTING A SAFETY AUDIT

SAFETY AUDIT GUIDELINES

Women Safety Audits (WSAs) are a participatory method of assessing the safety and accessibility of a city and its public spaces for women and other vulnerable groups. It is a simple process of walking through a space and assessing factors that lead to unsafety/safety. The safety walks are conducted before and after dark to see how public spaces are transformed at night. Essentially participatory in character, they identify spaces that are unsafe and the factors causing lack of safety or exclusion.

WSA's are a tool both for data gathering and empowering women and communities. They build upon the notion that the users of a space are the experts and thus have the knowledge to find solutions to the problems they face. It is therefore a methodology which builds upon people's experience and gives equal importance to their viewpoints and concerns.

A fundamental belief guiding WSA is that making spaces safer for women and other vulnerable groups will make it safer for everyone.

PREPARATION

- The team usually comprises of 3 to 7 people. Choose a team which includes users of the space. Include marginalised and vulnerable groups

- Safety walks usually take about 3 hours - the first half in doing the audit and the second in discussing the findings and developing an action plan with recommendations.
- It is useful to have local authorities or service providers to participate and understand view of users
- Give the participants a brief training on safety audits. They should also be made familiar with the area to audit and tools they will use
- Define and outline the area to be audited and choose routes for the walk, identified as unsafe by the participants of the audits. You can choose more than one route. Also get maps of the areas and routes.
- Have template and outline map of the routes for documentation. Plan roles of each member
- Conduct the safety audit with the selected group at both daytime and after dark so that variance of safety can be observed.

STEPS TO BE FOLLOWED

1. Observation / Recording – What to look for?
   - State of the roads
   - State of the pavements
   - Signage, maps
   - Vacant areas
   - Number of lights, do they work, Do trees cover the lights
   - Public toilets
   - What is the space used for
   - Who uses the space
   - Is the space used differently at different times
   - Amenities available – phone
   - Nearest police van or check post
   - Security guards
2. Recording – make notes of the aspects which lead to lack of safety
   - When do you feel uncomfortable in a place?
   - Have you heard or experienced anything negative here?
   - Would anyone be able to hear if you called for help?
   - Would people help if you were in need?
   - What kind of changes would make you feel safer?
   - Who do you think can play a role in addressing safety?
3. Recommendations for interventions (in consultation with the participants)
   - Changes in built environment
   - Changes in policies
   - Changes in usage of space
   - Changes in policing and service delivery
4. Analysis - Keep in mind existing policies and programs that can be used to support the recommendations. Hold discussions with stakeholders to gain a deeper understanding of the causes of unsafety and understand the linkages among different dimensions of the problem.
5. Presentation - Set up meetings with the relevant authorities to present your recommendations and encourage action.
6. Dissemination and communication - Use media to advocate for changes, and to highlight positive changes when they occur.

SAMPLE STREET SURVEY

APPENDIX B

SAMPLE STREET SURVEY

JAGORI DRAFT/ 10-11-CONFIDENTIAL / NOT FOR CIRCULATION

Delhi Questionnaire -Safe Cities Free of Violence against Women and Girls initiative
WOMEN

Form No:	Date:	Time of Interview Before Dark After Dark
Survey Area Name:		Survey Area Code:
Interview Site Name:		Interview Site Code:
Interviewer:	2 = Female	
Interviewer's Name:		
Checked by:		

Interviewer: Please Read "I am conducting a survey about women's safety in public spaces. By safety I mean safe from being harassed assaulted or attacked because one is a woman. Do you feel you can answer questions on women's safety in this area? It should take less than 10 minutes."
Instructions for Interviewer: If respondent does not feel able to answer thank her and end interview. If in any doubt whether respondent is old enough say "Can you please confirm that you are over 16?"
If not 16 thank her and explain that survey is for over 16 years only. End interview.

Please encircle choices wherever applicable

Q No	Question	Choices	Skip/ Remarks
1	How long have you lived in this city? **(Single Coding)** **SHOW CARD W1**	1 = Longer than 5 years 2 = 1-5 years 3 = Less than one year 4 = Just Visiting the city	
Interviewer:" The next few questions relate only to the area around here which is marked on the map". **[Show map and point out boundaries].**			
2	Why are you in this area today? **(Single Coding)** **SHOW CARD W2**	1 = Live Here 2 = Study/work here 3 = Visiting, shopping 99 = Others (specify)	
3	How often have you been to this area in the last one year? **(Single Coding)** **SHOW CARD W3**	1 = Just Once or rarely 2 = Occasionally (Please specify) 3 = Frequently / Daily	
4	In this area which factors you think contribute to women feeling unsafe? Encircle the 3 most important reasons **(Multiple Coding)SHOW CARD W4**	1 = Poor lighting 2 = Lack of/poor signage or information 3 = Poor maintenance of open public spaces 4 = Crowded public transport/bus stops/stations 5 = Lack of clean and safe public toilets 6 = Lack of vendors or stalls/people in	

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WOMEN

		the area 7 = Lack of effective/visible police 8 = Men dealing with or taking alcohol/drugs 9 = Lack of respect for women from men 99 = Other (specify)	
5	What personal safety risks do you think women face most when in this area? Encircle all that apply **(Multiple Coding)** **SHOW CARD W5**	1 = None, I have no concerns → **Q13** 2 = Sexual harassment ('eve teasing', stalking, touching, 'flashing', staring) 3 = Sexual assault or rape 4 = Violent Physical attack 5 = Robbery 7 = Murder 99 = Others (Please specify)	
Interviewer Please read: "If it's OK with you, I would now like to ask about your personal experiences of sexual assault or sexual harassment in this area." Here the interviewer explains what is meant by sexual harassment in the context of the study (Show Cards). **Instructions for interviewer:** If respondent does not agree, go to Q19			
6	Do you think any of these factors affect women's personal safety in this area? Encircle all that apply. **(Multiple Coding)** **SHOW CARD W6**	1 = Being a woman 2 = Being of a certain religion 3 = Being from another state/region 4 = Being disabled 5 = Being of a certain age-group (specify) 99 = Others(Specify	
7	What kind(s) of sexual harassment/assault have you faced in public places in this area in the past year? Encircle all that apply **(Multiple Coding)** **SHOW CARD W7**	1 = Verbal (comments, whistling etc) 2 = Visual (staring, leering) 3 = Physical (touching, feeling up etc.) 4 = Flashing 5 = Stalking 6 = Violent physical attack 7 = Sexual assault or Rape 99 = Others (specify 8 = None → **Q13**	
8	How often have you faced such incidents in this area in the past year? **(Single Coding)** **SHOW CARD W8**	1 = Just once 2 = 2 to 5 times 3 = More than 5 times	
9	Any incident/ incidents that you remember?		
10	At what time did these incident/ incidents occur? **(Single Coding) SHOW CARD W10**	1 = Daytime 2 = After dark 3 = Both	
11	In which specific public spaces have you faced sexual harassment/assault in the past year in this area? Encircle all that apply **(Multiple Coding)** **SHOW CARD W11**	1 = Roadside 2 = Using public transport 3 = Waiting for public transport 4 = Market place 5 = Park 6 = Public toilets 99 = Others (Please specify)	

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12	Do you remember any of the following details about the perpetrator and surroundings?	Age [of perpetrator that appeared to you] **Multiple Coding)** **SHOW CARD W12a**	1 = Below 16yrs 2 = 17-30yrs 3 = 30-45yrs 4 = 45yrs & above 98= Don't remember
		Was it group or individual **(Single Coding)** **SHOW CARD W12b**	1 = Individual 2 = Group 3 = Both 98 = Don't remember
13	When in this area, do you do any of the following to avoid sexual harassment/assault? Encircle all that apply **(Multiple Coding)** **SHOW CARD W13**	1 = Avoid certain public spaces completely 2 = Avoid going out alone at all times 3 = Avoid using public transport 4 = Avoid going out alone after dark 5 = Avoid going to crowded places 6 = Avoid going to secluded places 7 = Avoid wearing certain clothes 8 = Carry items to protect myself 9 = No, I don't do anything 99 = Other (specify)	
If the respondent answers Q 11 and /or Q 12 , the Interviewers need not ask Q 14 - can move to Q15 in that case			
14	Have you faced any kind of sexual harassment over the past year	1 = Yes 2 = No →	**Q19**
15	On the occasions in the past year when you were sexually harassed/ assaulted what did you do? **(Multiple Coding)** **SHOW CARD W15**	1 = Nothing 2 = Confronted the perpetrator 3 = Asked bystanders for help 4 = Reported it on a helpline/to another service 5 = Told/asked for help from family 6 = Told/ asked for help from a friend 99 = Other (specify) 7= Reported it to the police →	**Q17**
16	Did you think of approaching the police	1 = Yes 2 = No	
17	Do you think there are obstacles in approaching the police	1 = Yes 2 = No →	**Q19**
18	What obstacles do you think are faced in approaching the police? Encircle all that apply. **(Multiple Coding)** **SHOW CARD W18**	1 = They would blame me for the incident 2 = They will minimize/trivialize it 3 = Afraid to approach the police 4 = The process is too tedious 5 = They will not do anything 6 = They will merely record the incident and not take further action. 7 = This may reflect on me and my family 99 = Other (specify)	
19	Have you witnessed other women/girls being harassed in public over the past year	1 = Yes → 2 = No	**Q23**
20	When you see women or girls being harassed in public, what is your reaction **(Multiple Coding)** **SHOW CARD W20**	1 = Support the victim 2 = Get public support 3 = Calling the police 4 = Prefer not to get involved	

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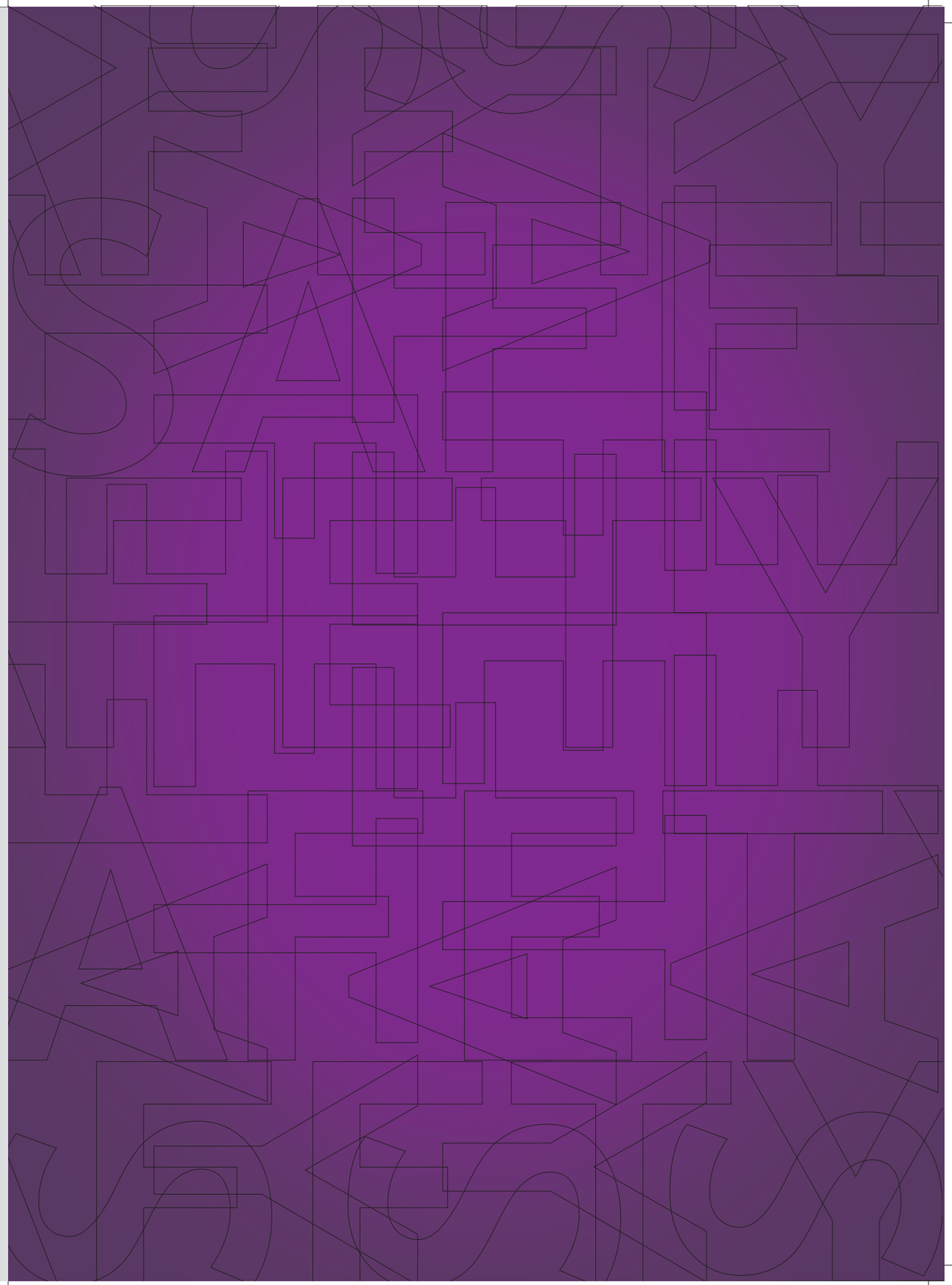
		99 = Others (specify)	
21	Have you ever intervened or taken any action when you witnessed harassment of other women?	1 = Yes 2 = No →	**Q 23**
22	If Yes, what did you do?		
23	What kind of redressal mechanism/steps do you think needs to be there for addressing such problems immediately?		
24	How has your family situation prepared you to respond to such incidents/experiences **(Multiple Coding) SHOW CARD W24**	1 = Not prepared me and discouraged me 2 = Prepared me to deal with such situations 3 = Motivated me to be independent and look after myself .	
25	Do you talk to your parents and other family members about sexual harassment you have faced.	1 = Yes 2 = No →	**Q27**
26	If yes, what was their reaction? **(Multiple Coding) SHOW CARD W26**	1 = Reacted strongly and restricted my mobility 2 = Had discussions on how to deal with such situation 3 = Motivated me to not to put up with such situations 99 = Other (specify)	
27	If No, Why not? **(Multiple Coding) SHOW CARD W 27**	= I think they would have reacted strongly and gotten worried 2 = They will restrict my mobility 3 = They cannot help as I have to handle this myself 99= Others (specify)	
Interviewer: "Finally, would you tell me a little about yourself?			
28	What is your age?		
29	What is your highest level of education? **Single Coding SHOW CARD W29**	1 = Did not attend/complete primary school 2 = Completed primary school 3 = Completed secondary school 4 = Completed/going through college/university	
30	Which of the following best describes your monthly household income? **Single Coding SHOW CARD W30**	1 = Below Rs.10,000 2 = Rs.10000-25000 3 = Above Rs. 25000 98 = Did not disclose/respond	
31	What is your occupation?		
32	If you are not the main earner, what is the occupation of main earner in your household?		

Interviewer: "That is the end of the interview. Thank you very much for your time".