Safe Cities Free of Violence Against Women and Girls Initiative

A Draft Strategic Framework for Women's Safety in Delhi
2010

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A Draft Strategic Framework for Women's Safety in Delhi
2010

UN HABITAT
FOR A BETTER URBAN FUTURE

Department of Women and Child Development
Government of NCT of Delhi

जागोरी
JAGORI

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

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स्वास्थ्य एवं परिवार कल्याण
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सत्यमेव जयते

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PREFACE

Today gender equality and empowerment is a recognised goal by many governments. The Government of Delhi is committed to make Delhi a city that is inclusive for all, especially focusing on women and girls. A city that is safe for women is safe for all its citizens. Women's empowerment is an issue that is taken very seriously and this is reflected in the various initiatives and laws that have been undertaken by the government.

A pioneering initiative is the "Safe City Free of Violence against Women and Girls" that was launched by the Department of Women and Child Development, Delhi Government on November 25th 2009 in partnership with Jagori, UNIFEM and UN-HABITAT. The goal of this initiative is to engage a range of stakeholders to address the issue of women's safety and right to the city.

I commend Jagori and New Concept for the extensive data collection that they did across the city. This data will now lead us to the next level of planning wide-ranging initiatives and programs in partnership with relevant stakeholders, both government and non government, to create a more inclusive city for women and girls. A Strategic Framework has been drawn up which defines seven areas of intervention - urban planning and design of public spaces, provision and management of public infrastructure and services, public transport, policing, legislation, justice and support to victims, education, and civic participation.

We look forward to engaging with all relevant stakeholders in the process especially to ensure that women's voices and experiences are central to the entire process.

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Acknowledgements

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* In July 2010, the United Nations General Assembly established the United Nations Entity on Gender Equality and the Empowerment of Women (UN Women). UN Women combines the mandates and assets of UNIFEM, OSAGI, DAW and INSTRAW, with an expanded mission and vision. (for more information see http://www.unwomen.org/about-us/about-un-women)

Acronyms and Abbreviations

BPO	Business Process Outsourcing
CAWC	Crimes Against Women Cell
CBO	Community-Based Organisation
CCTV	Closed-Circuit Television
CDP	City Development Plan
CEDAW	Convention on Elimination of all forms of Discrimination Against Women
CEQUIN	Centre for Equality and Inclusion
CHSJ	Centre for Health and Social Justice
CrPC	Code of Criminal Procedure
CURE	Centre for Urban and Regional Excellence
CWG	Commonwealth Games (Delhi, 2010)
DCW	Delhi Commission for Women
DDA	Delhi Development Authority
DP	Delhi Police
DTC	Delhi Transport Corporation
DWCD	Department of Women and Child Development (Government of Delhi)
DVA	Domestic Violence Act
FGD	Focus Group Discussion
FIR	First Information Report
GBV	Gender-Based Violence
GIC	Gender Inclusive Cities (project)
GRC	Gender Resource Centre
HDR	Human Development Report
ICPC	International Center for Prevention of Crime
INTACH	Indian National Trust for Art and Cultural Heritage
IPC	Indian Penal Code
IPL	Indian Premier League
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
MASVAW	Men's Action for Stopping Violence Against Women
MCD	Municipal Corporation of Delhi
MTA	Market Traders' Association
MWCD	Ministry of Women and Child Development
NCT	National Capital Territory of Delhi
NCW	National Commission for Women
NDMC	New Delhi Municipal Council
PCR	Police Control Room
PWD	Public Works Department
SH	Sexual Harassment
SPUWC	Special Police Unit for Women and Children
UN	United Nations
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UNIFEM	United Nations Fund for Women
UNTF	United Nations Trust Fund to End Violence Against Women
UTTIPEC	Unified Traffic and Transportation Infrastructure (Planning & Engineering) Centre
VAW	Violence Against Women
WICI	Women in Cities International

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Executive Summary

Over the past few decades, the process of urbanisation has intensified and accelerated throughout the world, with over 50% of the global population residing in towns and cities since 2008. This process has brought in its wake problems of poverty, inequality and exclusion. Rising urban crime, in general, and gender-based violence, in particular, is a result of a combination of physical and socio-economic factors, and a phenomenon affecting a large number of cities in the developed North as well as the developing South.

The National Capital Territory of Delhi is one of the rapidly growing cities in the world where violence against women and girls in public spaces has emerged as a major developmental challenge. While Delhi has been leading the pack with respect to many urban innovations, it has not been able to successfully tackle the problem of gender-based violence, especially in its streets, squares, parks and public transport systems. This lack of safety for women, both experienced and perceived, significantly undermines their *Right to the city* – the right to move around freely; to use and access public spaces and services; to make choices about their place of residence, work, or leisure; and more broadly, to make the best of the opportunities the city has to offer.

In order to address this complex and challenging problem, the Department of Women and Child Development, Government of Delhi, joined hands at the end of 2009 with Jagori, an NGO working on raising awareness for women's equality, empowerment and safety, the United Nations Human Settlements Programme (UN-HABITAT) and the United Nations Development Fund for Women (UNIFEM), to attempt to both understand the extent and nature of the problem, and to take steps to deal with it. It must be clarified here that this initiative deals explicitly with sexual harassment and violence against women and girls in public spaces, not domestic violence, and not sexual harassment at the workplace either. As a first step, a survey of over 5000 respondents, including men, women and common witnesses, was conducted across the city. Subsequently, the process of developing a draft Strategic Framework was initiated, as part of which a large number of consultations were held with key stakeholders over a period of about six months. The full report of the survey findings has also been published separately and complements the draft Strategic Framework presented in this document[1]. In a nutshell, the survey reveals that sexual harassment is perceived as the biggest risk for women's safety across Delhi, with the roadside seen as the most unsafe place, followed closely by public transport (buses/metro), as well as waiting areas for public transport. Another interesting fact that emerges is that less than 1% of the women approached the police if they experienced sexual harassment, mainly due to a lack of faith in the police and a feeling that nothing would be done about the incident. Bystanders, by and large, refused to get involved when they witness an incident. All these findings have important implications for policy-formulation and implementation, as well as building civic awareness and (eventually) transforming public attitudes.

This is a pathbreaking initiative in many ways, though the issue of women's safety is being addressed by a large number of organisations and a growing number of cities world-wide. Broadly, three entry points have been used by other cities and countries to address this challenge – first, as part of the broader issue

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1 The Baseline Survey: Safe Cities Free of Violence against Women and Girls, was designed by Jagori and New Concept Information Systems Pvt. Ltd, Delhi 2010.

of urban crime prevention, for example in 'Safer Cities' work of UN-HABITAT in a large number of cities across Africa, Asia and the Pacific, and Latin America and the Caribbean; second, as part of the strategies on women's empowerment, and ending violence against women in both public and private spaces, for example by UNIFEM in a number of cities across Latin America; and finally, as part of creating women-friendly cities, as has been done in Seoul. However, very few cities in the world seem to have attempted to create a comprehensive framework for improving women's safety, which touches upon not just issues of urban planning and design, or the provision and management of urban services and infrastructure, but also the areas of public transport, policing, legislation and justice, education and civic awareness[2].

The first chapter of this document briefly describes the global context and provides an introduction to the "Safe City Free of Violence Against Women and Girls" initiative in Delhi. Before moving on to the framework itself, it is important to summarise the salient findings of the survey which forms the entry point as well as the basis for the recommendations. This is done in Chapter 2. The third Chapter discusses initiatives and experiences from other cities across the globe, while Chapter 4 focuses on past interventions in India, and in Delhi in particular, to tackle violence against women. The draft Strategic Framework itself is presented in Chapter 5. Seven areas of intervention have been identified, viz. Urban planning and design of public spaces; Provision and management of urban infrastructure and services; Public transport; Policing; Legislation, justice and support to victims; Education; and Civic awareness and participation. For each of these areas, the challenge has been briefly articulated, and short, medium and long-term interventions proposed. The final chapter provides some conclusions and lessons from the process, and outlines the next steps.

The main aim of the present initiative and the Strategic Framework formulated herein is to make the city of Delhi safer for women. At the same time, it can also provide a model to be adopted and adapted by other cities in India, across the region, and all over the world. UN-HABITAT, UNIFEM and Jagori remain committed to sharing and disseminating the lessons from this process, as well as supporting other cities that wish to undertake such an exercise in the future.

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2 For example, in Australia, the Government of Southern Australia has developed a women's safety strategy and the Department of Planning and Community Development, Government of Victoria has developed a five-year strategy on women's safety. In the UK as well, there is a cross-government strategy on violence against women and girls.

1. Global context and introduction to the "Safe City Free of Violence against Women and Girls" Initiative

"A safe city is one that promotes the elimination of gender-based violence, while at the same time promoting equal opportunities for men and women in all the spheres of social, economic, cultural and political life (access to employment, education, political participation, resources and leisure, etc.)."[3]

As the world becomes increasingly urban (over 50% of the world's population resides in urban areas, since 2008), gender-based violence in urban public spaces is a growing phenomenon, one that is not simply a "developing-country" problem but equally relevant for the developed world as well. With increasing population density, a diverse mix of people in cities, growing inequalities and lack of opportunities for a large proportion of disaffected youth, urban crime in general is on the rise. Violent crimes against women are also increasing as part of this process. The fact is that women are at risk of violent crime just because of their gender. Violence against women, especially in public spaces, is under-recognised and under-reported, and therefore it is difficult to assess the scale of the phenomenon. Women are particularly affected by urban design choices, the organisation of public services, the mix of urban functions. They experience a particular feeling of insecurity which can restrict their "access" and "use" of the city, and eventually, undermine their *"Right to the City"*. At the same time, the fear of crime and violence is just as important to take into consideration as actual violence. Furthermore, women's safety is not an issue of violent crime alone. As elaborated by UN-HABITAT (see Box 1), women's safety is an all-encompassing concept which includes all strategies and tools which can reduce violence against women, and must be a central feature in the work of local/ municipal governments, as also highlighted in the Declaration of the Second International Conference on Safe Cities for Women and Girls, organised in the city of Bogota, D.C. Colombia in November 2004 (Declaration of Bogota: Safe Cities for Women and Girls 2004).

In 2008, over 200 organisations across the world working on women's issues participated in a survey conducted by UN-HABITAT in partnership with the Huairou Commission and Women and Cities International on issues of women's safety. Regardless of geographic region, more than 80% of the organisations who responded to the questionnaire reported that they have three main areas of focus: domestic or partner violence (39%), sexual violence (20%), and women's safety in public places, including public transportation (19%). These represent the most common forms of gender-based violence. Other forms include forced evictions, femicide, honour crimes, etc. The most commonly mentioned risk factors that trigger, increase the chances of, or are directly related to gender-based violence include lack of justice and weak punitive measures towards offenders (15%); lack of, or inadequate/ineffective, basic services (15%); lack of, or ineffective, gender-based policies (15%); economic inequalities, including unemployment of women, women's poverty, women's financial dependence on their partners, etc. (12%); discrimination, based on gender, race, sexual orientation etc. (9%) The report of the survey also highlights the challenges for groups, agencies and organisations working worldwide to improve women's safety, which include difficulty in raising awareness about the issue of violence against women and girls; lack of communication between groups, agencies and organisations; lack of capacity and/or sustainability; and, lack of funding and lack of political will (UN-HABITAT, WICI et al. 2008).

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3   See http://www.endvawnow.org/?safe-cities&menusub=235&what-are-safe-cities-and-communities-for-women-and-girls

While these are important findings, it is not as if the issue of women's safety in public spaces has not been addressed at all. As will be elaborated in Chapter 3 of this report, there have been mainly three entry points for addressing the issue of women's safety from crime and violence in public spaces:

- as part of the broader issue of urban crime prevention, for example in 'Safer Cities' work of UN-HABITAT in Nairobi, Dar-es-Salaam, Durban, Johannesburg, Douala, Yaoundé, Abidjan, Bujumbura, Ouagadougou, Phnom Penh, Port Moresby, Bogota, and many other cities across the world;
- as part of the strategies on women's empowerment, and ending violence against women in both public and private spaces, for example by UNIFEM in a number of cities across Latin America; and
- as part of creating women-friendly cities, as has been done in Seoul.

Box 1: Defining women's safety

Women's safety has been defined in various ways, but the essence of these definitions is a reduction in gender-based violence (or violence against women), including women's fear of crime. This includes, first of all, creating safe public spaces, where women can move freely. Different sections of the community – for example men, women, youth, the elderly - use public spaces differently, and their concerns must be kept in mind while planning and managing public spaces, services and infrastructure.

Women's safety also includes freedom from poverty, and ensuring that women have safe access to water and sanitation services, as well as other public infrastructure and amenities. Freedom from abuse, domestic violence and sexual harassment at the workplace are also essential ingredients of women's safety. Finally, a sense of self-worth, along with financial security and independence, are also seen as integral to women's safety.

Strategies, policies and practices to ensure and enhance women's safety must aim, first of all, to prevent perpetration or victimisation. This can be done, *inter alia*, by improving knowledge and changing attitudes that correspond to the origins of domestic or sexual violence; and by ensuring that women and girls participate fully in community life and in local decision-making processes. A safe city for women is a safe city for all.

(Source: UN-HABITAT, WICI et al. 2008)

In India, too, women and girls are vulnerable to violence both within and outside the home. Past efforts have focused mainly on domestic violence and sexual harassment at the workplace, sexual assault and rape (see Chapter 4). The present project, however, focuses primarily on violence in the public domain, including sexual harassment, staring, touching, sexual assault, attempted rape, stalking, lewd comments etc. These forms of violence demand different responses and strategies precisely because of their location in the public space. Several rounds of safety audits and Focus Group Discussions (FGDs) organised by Jagori over the past five years have pointed to the fact that an overwhelming majority of women and girls in the city of Delhi live and work with the fear of violence in public spaces, on a daily basis. They experience various forms of sexual harassment, molestation and violence in public spaces, and often fail to report it due to fear of censure or restriction of movement by their families, or simply because they believe the issue would be trivialised by the police. Some groups of women are particularly vulnerable, for example women hawkers, Business Process Outsourcing (BPO or call centre workers, and journalists. Some areas, such as unlit or secluded spaces, are perceived as more dangerous, although most women note that they could be harassed at virtually any time of the day or night. Most women also point out that the police are unresponsive and uncooperative, and sometimes involved in criminal activities themselves, and therefore would be approached by them only as a last resort. These are all governance issues which can be addressed through short and medium-term policy interventions, improved infrastructure, advocacy, training and capacity building.

The "Safe City Free of Violence against Women and Girls" Initiative was launched by the Department of Women and Child Development, Delhi Government, in collaboration with Jagori, UNIFEM and UN-HABITAT, on the 25th of November 2009, International Day protesting Violence against Women[4]. The first phase of the project will last 18 months, from November 2009 to April 2011. One of the major outputs of this project is an overarching Strategic Framework, which will address all the themes and issues brought out by the research and surveys, and propose short, medium and long-term interventions which can make Delhi a safer city for women and girls. The potential partners for implementation of this Framework include different departments of the Government of Delhi (including, among others, the Departments of Transport and Education, Mission Convergence and Bhagidari Cell) in addition to the Department of Women and Child Development, which is the focal point for this activity. Other governmental bodies with a central role are the Delhi Development Authority (DDA), the Municipal Corporation of Delhi (MCD), the New Delhi Municipal Council (NDMC), and the Delhi Police. Further, civil society actors such as resident welfare associations, city planners, community groups, youth and student groups, men's groups, women's special interest groups (working with minority and marginalised communities), will also have a critical role to play.

In many ways, the present initiative is a pioneering one, which aspires to not only formulate a strategic framework to make the city of Delhi safe for women, but also provide a model which can be adopted and adapted by other cities in India, across the region, and all over the world.

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4   UNIFEM, Jagori and the Government of Delhi also signed a Memorandum of Understanding (MoU) in June 2010, emphasizing their commitment to work together not only on the theme of women's safety but also more broadly on women's empowerment and gender equality.

2. Women's safety in public spaces: Key issues and challenges in Delhi

Delhi is considered by many to be one of the most unsafe cities for women in India. A bursting metropolis with over 15 million residents, Delhi attracts over half a million migrants each year from other parts of India. Its varied socio-economic, cultural, religious, regional and political mix makes it both a vibrant and a difficult city to manage. In addition, the local governance structure is complex and multi-layered, as the National Capital Territory of Delhi is essentially a city-state, run by a state (provincial) government, three local authorities and various para-statal organisations that report to the Lieutenant-Governor.

The issue of women's safety in public spaces in Delhi has come in sharp focus over the past five years or so, with increasing media coverage and public outrage at violence faced by women of all social classes and age groups as they go about their daily lives. In December 2005, Jagori conducted its first stakeholder consultation on the issue, involving the police, residents' associations, Delhi government, urban planners and various vulnerable groups. The 2006 Human Development Report (HDR) for Delhi was the first major official document to highlight women's safety in public places as a major concern.

The Safe Delhi Campaign was launched by Jagori in 2006[5], with the following aims:

- To understand what "safety" means to women and girls and other vulnerable groups
- To work towards creating a society free of violence and fear
- To ensure that women are integrally involved in this process
- To broaden the issue beyond a "women's issue" and make the whole society responsible for safety and addressing violence against women

To achieve these objectives, a multi-pronged strategy was adopted, which included:

- Conducting Safety Audits, surveys and Focus Group Discussions (FGDs);
- Mobilising public opinion;
- Working in partnership with various authorities to ensure that the conditions for safety can be created and the recommendations of Safety Audits implemented; and
- Building partnerships with diverse constituencies to develop and implement innovative strategies to make the city safe.

The Stakeholder Consultation in December 2005 was followed by safety audits in 25 areas, baseline survey of 500 women, focus group discussions with different sections of the community in 2006. The report of the safety audits, the survey and a film (Is this our city?) documenting women's experiences of sexual harassment in public places, was released in March 2007, accompanied by a media campaign and public awareness and outreach activities. The activity was expanded through the Gender Inclusive Cities (GIC) project supported by UNIFEM, and implemented in partnership with Department of Women and Child Development (DWCD), Government of Delhi, which is still ongoing. As part of this project, further surveys were conducted (1000 women interviewed in three areas – Delhi University,

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5   See www.safedelhi.jagori.org

Lajpat Nagar and Delhi Gate-Ajmeri Gate), 9 FGDs were held and 6 more safety audits conducted as well.

The street survey, safety audits and Focus Group Discussions threw up some interesting, though not necessarily surprising, findings. The most common forms of harassment are verbal, followed by visual – both of which contribute to the general anxiety and discomfort experienced by women and to their increased perception of threat. Physical harassment like touching and stalking was also reported by 15% of the respondents. Importantly, the maximum number of incidents of violence reportedly took place in broad daylight (74%) - and not, as it is often believed, after dark (13%). One of the reasons is that women prefer to access public places during the day is the perception that threat increases after dark. Increasing media reports on incidence of violence as well as pressure from family members restrict free mobility of women after dark. This is refuted by the survey findings.

Roads (50%) and public transport (39%) are listed as most unsafe public spaces, which are followed by markets (22%) and spaces where women wait for public transport (12%). Factors contributing to the lack of safety include lighting on the streets, poorly maintained, non-existent pavements, and poorly designed men's urinals. Women also highlighted the societal attitude towards them which is discriminatory and deepens their sense of exclusion.

The absence of faith in the police was widespread and only 11 respondents reported incidents of harassment to the police. However, the women adopted several strategies to protect themselves, including taking precautions before going out, going out alone and even staying indoors after dark.

Figure 1: Women Safety Audit in Asaf Ali Marg, Delhi
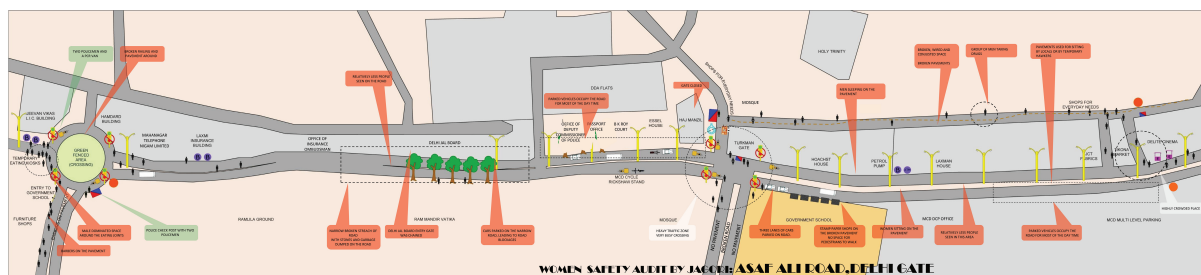
Clearly, while all categories of women (as defined by age, socio-economic status, and profession) faced problems of sexual harassment in public spaces, some were more vulnerable than others. In the FGDs, women from lower socio-economic background – domestic workers, hawkers, homeless women and other women working in the informal sector – emerged as being acutely vulnerable as regular users of public space. The homeless women shared horror stories of how they and their children faced harassment from multiple quarters, at any time of the day or night. Students from north-eastern states reported facing discrimination due to different features, and misguided perceptions about their nature and character. School and college-going students were regular victims of stalking but hesitated to confront the perpetrator due to lack of confidence, or even report the incidents at home, for fear of being stopped from pursuing their education. Women working during night hours stated that taking public transport was not an option at all; in fact, they don't feel safe in their BPO taxis or even in their own cars. Visually disabled women noted that the lack of maintenance of public spaces was a huge impediment to their mobility, and reported being harassed on the pretext of providing help. Transgender people are of course stigmatised and ridiculed, and reported facing violence both from the public and police.

Unlike the survey, the FGDs and safety audits provided an opportunity for detailed discussion and several recommendations relating to safety emerged from the women who used public spaces. Key among these were:

• Good/ Adequate Street lighting
• Proper maintenance of public spaces
• Clean, safe and adequate toilets for both men and women – male public toilets should be redesigned so that they don't open out on the street
• Well designed bus stops – with voice announcements.
• Better and safe public transport
• 'Walk- able' and disabled friendly pavement
• Installing more public phone booths (some open 24 hours)
• Opening eateries (24 hrs) & allowing street vendors, which will increase use of space and create "Eyes on the street"
• Curtailing the open drug dealing and usage
• Concerted efforts to sensitize people on the issue
• Change of attitude of both men and women towards sexual harassment
• Sensitized and Responsive redressal mechanism - Police have a very important role to play

As part of current Safe Delhi initiative, another survey of 5010 persons, including men, women and common witnesses[6], was conducted by New Concept on behalf of Jagori. The objectives of the survey were to determine the forms of violence and/or harassment faced by women in public spaces across Delhi; to understand the factors which contribute to creating greater safety and inclusion for women; to assess the responses, both by the women themselves and the police, to harassment and lack of safety; to understand women's access to the police and their perception of the role of police in safeguarding women's rights; and finally, to determine what kinds of spaces are perceived as unsafe or inaccessible to women. Some of the findings supported the results of previous surveys, but there were also some new elements (Jagori 2010b)[7].

Table 1: Women's safety survey areas and sampling across Delhi (2010)

District (Area)	Survey Sample		
	Women	Men	Common witness
Central Delhi (Karol Bagh and Chandni Chowk)	145	27	11
East Delhi (Mandaoli and Anand Vihar)	179	38	16
New Delhi (Connaught Place and Lodhi Gardens)	241	51	10
North Delhi (Azadpur and Sadar Bazar)	172	50	16
North-East Delhi (Shahdara)	96	14	10
North-West Delhi (Rohini)	386	25	13
South Delhi (Okhla Industrial Area, Greater Kailash, Siri Fort Area, New Friends Colony, Sarojini Nagar, Jamia Nagar)	1284	308	111
South-West Delhi (South Campus and Dwarka)	1153	398	46
West Delhi (Anand Parbat and Punjabi Bagh)	160	33	17
Total	3816	944	250

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6   Including street vendors, bus conductors and other people who may be witnesses to incidents of sexual harassment.

7   The full survey report can be found at http://jagori.org/wp-content/uploads/2011/03/Baseline-Survey_layout_for-Print_12_03_2011.pdf.

Figure 2: Map of Delhi showing the nine districts
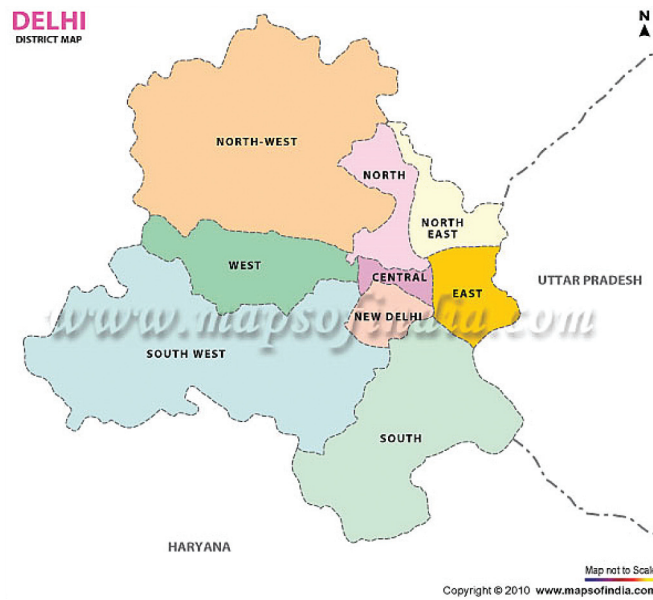
The survey reveals that sexual harassment is perceived as the biggest risk for women's safety across Delhi, by men, women as well as common witnesses. Just being a woman was by itself considered a major risk factor, followed by being of a certain age group, and being an outsider (i.e. from another state or region of the country). The roadside was seen as the most unsafe place, followed closely by public transport (buses/metro), as well as waiting areas for public transport. These have important policy implications. While some of the concerns could be resolved through improved urban planning, design and management of public infrastructure, others would need interventions such as installation of CCTV cameras, relocation of mobile Police Control Room (PCR) vans, etc. Interestingly, a large proportion of men and common witnesses reported parks as being quite unsafe, but this view was shared by a very small percentage of women respondents, probably because they avoid walking through or visiting public parks on their own.

Figure 3: Main concerns vis-à-vis women's safety in public spaces
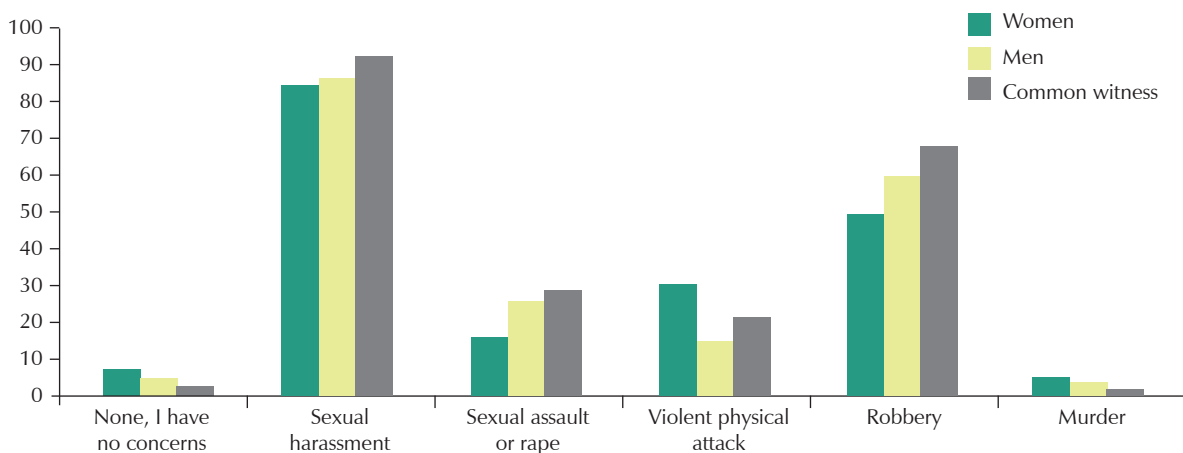
Figure 4: Factors which put women at risk in Delhi
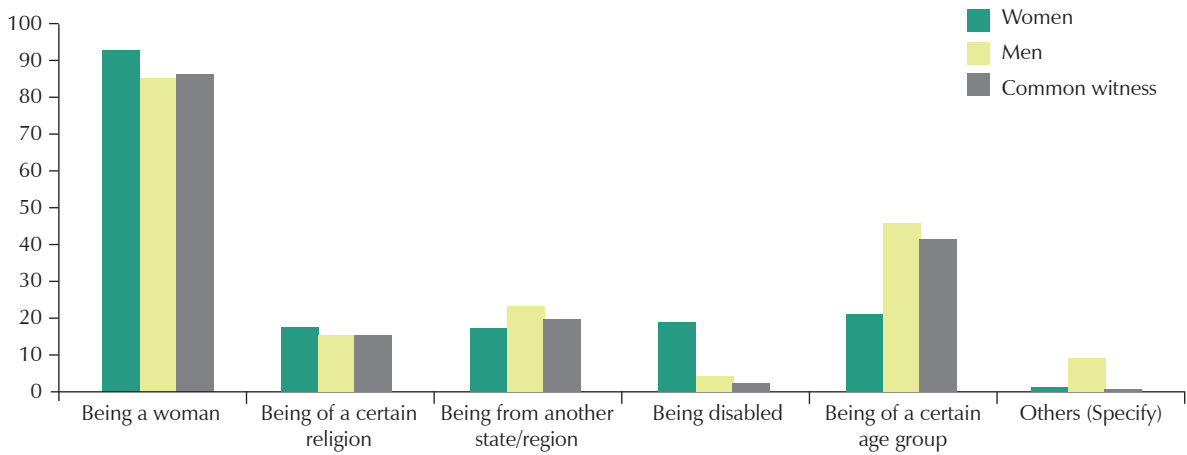
Figure 5: Most unsafe public spaces for women in Delhi
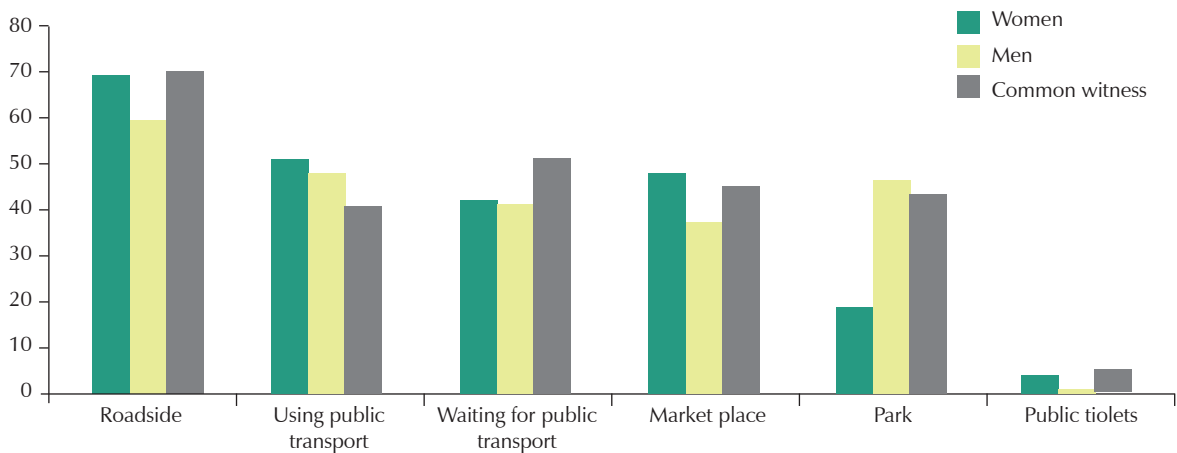
In terms of the types of harassment faced, verbal and visual harassment were reported the most common, followed by stalking. Maximum incidence of verbal harassment was reported from markets, educational areas and metro stations, as shown in Table 2. Visual harassment (i.e. staring) was uniformly high across all types of locations, with the lowest incidence reported from slum areas. Physical harassment was seen in bus and metro stations, i.e. public transport hubs which are usually crowded. Stalking was prevalent in all areas, with the roadside being a favourite place for stalkers - however, metro stations showed the lowest incidence, perhaps due to the presence of marshals. Flashing[8] was highest in slum areas.

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8   Flashing implies men exposing their private parts to women, even if momentarily.

Table 2: Types of sexual harassment faced by women in different public spaces

Type of areas and no. of respondents	Verbal	Visual	Physical	Flashing	Stalking	Violent Physical Attack	Sexual assault or Rape	Others	None
	(All figures in %)								
Market N= 893	84.9	71.2	22.2	19.3	46.9	11.2	4.5	0.3	4.8
Bus terminal N=150	72.7	71.3	47.3	24	44.7	15.3	4	0	6
Metro Stations N=702	83	67.8	45.4	21.7	38.9	7.1	2.3	0.6	2.3
Roadside N= 203	73.4	79.8	22.2	25.1	47.3	12.3	6.4	0	6.4
Recreation N=207	71	69.6	30	15.5	45.4	9.7	7.7	0.5	2.9
Industrial area N= 647	79	63.5	26.1	19	48.4	10.7	4	0.2	3.2
Educational area N= 666	82.4	72.7	32	22.2	47.4	10.1	1.5	0.5	2.1
Slums N= 48	72.9	39.6	27.1	35.4	41.7	18.8	14.6	0	4.2

A weakness of this survey is the extremely low number of respondents interviewed in slum areas. Previous studies have shown that poor women are at a higher risk of sexual harassment as well as assault, and that improving the quality of their living and working environment is central to enhancing their safety and well-being (Jagori 2010c).

In terms of the action taken in response to an incident of sexual harassment, just fewer than 70% of the women reported confronting the perpetrator, while 65% told or sought help from their families. Very few approached bystanders for help, and fewer still approached helplines. The proportion who reported the incident to the police was negligible (0.8%). This figure is quite telling and reveals the perception of apathy and uncooperativeness on part of the police. Most of the respondents thought that police would not do anything, and even if they did, they would try to trivialise the incident or merely record it as a token service without intending any action at all. Sensitisation and capacity-building of the police therefore emerge as important areas of intervention within the strategic framework.

Figure 6: Action taken by women when subjected to sexual harassment
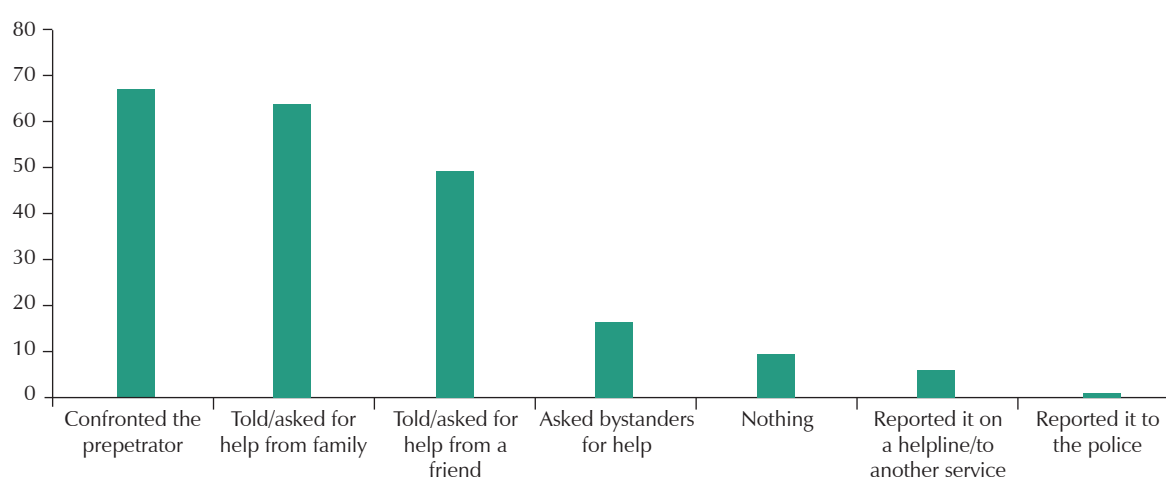
A majority of those who witnessed an incident of sexual harassment, including women, men as well as common witnesses, reported that they preferred not to get involved. Those who did get involved, either by supporting the victim or calling the police, included mainly women. Only 26.4% men and 23.4% common witnesses reported that they supported the victim. These numbers clearly highlight need for education against sexual harassment and improving civic awareness on the types of actions which can be taken in support of a victim.

Recommendations offered by those interviewed ranged from improving self-protection to introducing special public transportation for women. Not all of these are possible or desirable. However, several recommendations also pointed towards feasible policy interventions, for instance:

- Installation of CCTV cameras in public places[9]
- Clean and safe public toilets for women
- Improved infrastructure, including pavements and street lights
- Improving the public transport system
- Restriction on drinking in public places
- Increased police presence and more recruitment of women in police, as well as gender-sensitisation of the entire police force
- Deployment of uniformed as well as plain-clothes police personnel in public places, or initiative the use of community wardens
- Increased publicity of helpline numbers, accompanied by effective and immediate redressal of complaints of sexual harassment received through the helpline
- Awareness campaigns regarding sexual harassment. Sensitisation and awareness-building among the citizens, especially the youth, so that they become more assertive and do not shy away from speaking for their rights.

In a nutshell, the following major categories of issues emerge from the field research, which provide the basis for the strategic interventions being proposed in later chapters of this report. The main factors which affect women's safety include:

- Male-dominated and women-unfriendly public spaces
- Poorly-designed and badly-maintained infrastructure
- Burden of safety put upon women by families, public at large as well as the police
- Trivialising of sexual harassment
- The lack of public or police support

These findings point us towards the major strategic areas to improve women's safety in Delhi. While urban planning and design interventions can help in developing women-friendly spaces, better management of infrastructure and improved governance of public services can improve women's mobility, access and perception of safety, as well as deter perpetrators. Public transport (including the modes of transportation as well as waiting areas) can be improved through design, training of staff, and increased monitoring. Civic awareness campaigns can help in building an understanding of women's safety concerns. Increased police presence in public spaces, and induction of women police officers and constables can help, but it should also be accompanied by sensitisation and capacity building programmes for the police force. All these areas are developed in Chapter 5. International experiences also provide some useful pointers in this regard, and are reviewed in the next chapter.

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9   The effectiveness of CCTV cameras has been questioned, however, by a recent ICPC report. See Box 3.

3. International experiences in promoting women's safety in cities

Urban safety and crime prevention is increasingly a concern and priority area for local governments around the world. These issues are linked to problems of poverty and social fragmentation, exclusion from decision-making, inequitable distribution of resources among city-dwellers, and lack of essential services. In addition, safety is also dependent upon urban form and quality of infrastructure in different neighbourhoods. A number of cities in both developing and developed countries have developed urban safety strategies whose implementation is led by the local government and other local actors such as the police.

A number of international actors, including UN-HABITAT's Safer Cities Programme, the International Centre for the Prevention of Crime (ICPC), the United Nations Economic and Social Council, the UN Office on Drugs and Crime, and UNIFEM, among others, have worked with other international, regional, national and local organisations to develop documents, projects, guidelines and various other interventions in the area of crime prevention at the local/urban level.

Box 2: The genesis of Safer Cities

Safer Cities is the name for a group of approaches to urban crime prevention which were developed in some European cities. These initiatives were informed by discussion and collaboration in the European Forum on Urban Safety (EFUS) and other national and international meetings. Although the Safer Cities initiatives across the globe share a common paradigm about the causes of crime and the ethos of appropriate responses to crime (for example, bottom-up approaches that are partnership-driven), the actual programmes implemented in different cities vary greatly. All are however based on the view that "governments, at all appropriate levels, including local authorities, have a responsibility to ensure access to safety". The Safer Cities initiatives were developed out of the United Nations Habitat processes. As cited by a CSVR report, Irvin Waller told the workshop on urban violence at the preparatory committee for Habitat II that "…Habitat II could be a turning point in the harnessing of the world's crime prevention know-how to make communities secure from crime […] The Ninth UN Crime Congress is expected to make recommendations for action to prevent crime, through policies that will serve as a basis for national preparations for Habitat II". (Palmary 2001: 6)

The Safer Cities approach was initiated in South Africa and Tanzania in 1997 by UN-HABITAT, with the technical support of EFUS and the International Centre for the Prevention of Crime (ICPC). In the course of mobilising city support for the Safer Cities model, UN-HABITAT funded a group of South Africans and Tanzanians to attend an International Conference on Urban Security in December 1995. The conference initiated comparative discussions of city-based crime prevention models in Europe and in Africa. Subsequently, in 1996, Johannesburg was selected by UN-HABITAT's Urban Management Programme (UMP) as one of the demonstration cities.

(Source: Palmary 2001)

UN-HABITAT's Safer Cities programme has focused its attention on integrating gender perspectives into safety discussions; developing conceptual and practical tools and methodologies to combat violence against women; collecting, analyzing and disseminating gender-disaggregated data; and promoting the full and equal participation of women in human settlements planning and decision-making. The Safer Cities programme recommends a systematic approach to improving urban safety and countering gender-based violence, including:

1. Diagnosis of local insecurity;
2. Formation of a local coalition of stakeholders;
3. Strategy formulation and development of local action plans through city consultations;
4. Strategy implementation through a broad-based participatory process;
5. Institutionalisation of the crime prevention approach within the society and government; and
6. Monitoring and evaluation.

Like the Safer Cities programme, the ICPC also prescribes a five-step approach to community safety at the local government level, which involves:

1. Identification and mobilisation of key partners led by local city authorities;
2. A rigorous assessment or security diagnosis of local problems of urban safety;
3. Development of local action plans which address the root causes of crime;
4. Implementation and evaluation of long- and short-term projects which target social exclusion and urban poverty, specific crimes and specific geographical areas; and
5. Establishment of a central coordinating committee involving all relevant stakeholders.

Developed jointly by the ICPC and Safer Cities, this approach emphasises that building community safety is a long-term process, and that prevention must become a normal part of local governance (Institute for the Prevention of Crime 2008). This is reinforced by the UN Guidelines on Crime Prevention, which recommend that crime prevention should be integrated into social and economic policies and programs, including employment, education, health, housing and urban planning, poverty, social marginalisation and exclusion, so that the root causes can be addressed. These Guidelines also suggest that effective crime prevention can only be achieved through multi-stakeholder partnerships.

Another recent initiative at the international level is the programme "Gender Inclusive Cities", coordinated by Women in Cities International. It aims to increase women's safety by identifying and disseminating effective and promising approaches that promote women's equal access to public space. The project is being carried out in four cities around the world - Dar es Salaam in Tanzania, Delhi in India, Rosario in Argentina, and Petrozavodsk in Russia. The objective is to develop a set of actions that help communities understand the factors that cause and lead to gender exclusion. Different methodologies, such as focus groups and women's safety audits, are used in each city to help women identify the problems they face with regards to their own safety. As a result of their actions within the programme, women are encouraged to engage with different sets of stakeholders including governments, non-profit organisations, citizen groups, and the community in general, in order to design and implement strategies that can bring about significant measurable change in women's safety and right to the city. The engagement with local authorities is especially critical for bringing about a change in policies, and ensuring their implementation.

At the national and local level, many countries have adopted comprehensive strategies for urban crime prevention. In the United Kingdom, a twin-pronged approach has been adopted over the past decade – tough-on-crime policies, accompanied by a multi-faceted strategy to reducing crime through addressing the root causes. In March 2010, the Greater London Authority unveiled a strategy titled "The Way Forward: Taking action to end violence against women and girls." This is the first ever integrated strategy and action plan to tackle violence against women and girls and is accompanied by an action plan, which provides greater clarity on the activities and initiatives that will be undertaken. While this strategy covers all possible forms of violence against women (including, *inter alia*, domestic violence, trafficking and

prostitution, forced marriage, honour-based violence, female genital mutilation, etc.), sexual offences (including rape), sexual harassment in public spaces, and stalking, are also explicitly mentioned. It includes not only protection of (and support to) victims and tackling perpetrators, but also improved service provision and making London, particularly its transport network, safer for women. Steps already taken include significantly increasing Safer Transport Teams, running awareness campaigns on planning journeys home and advising against using illegal minicabs, and working with the police and Transport for London (TfL) to make the pan-London Cab Enforcement Unit (CEU) more effective.

Figure 7: Elements of the Cabwise campaign in London[10]
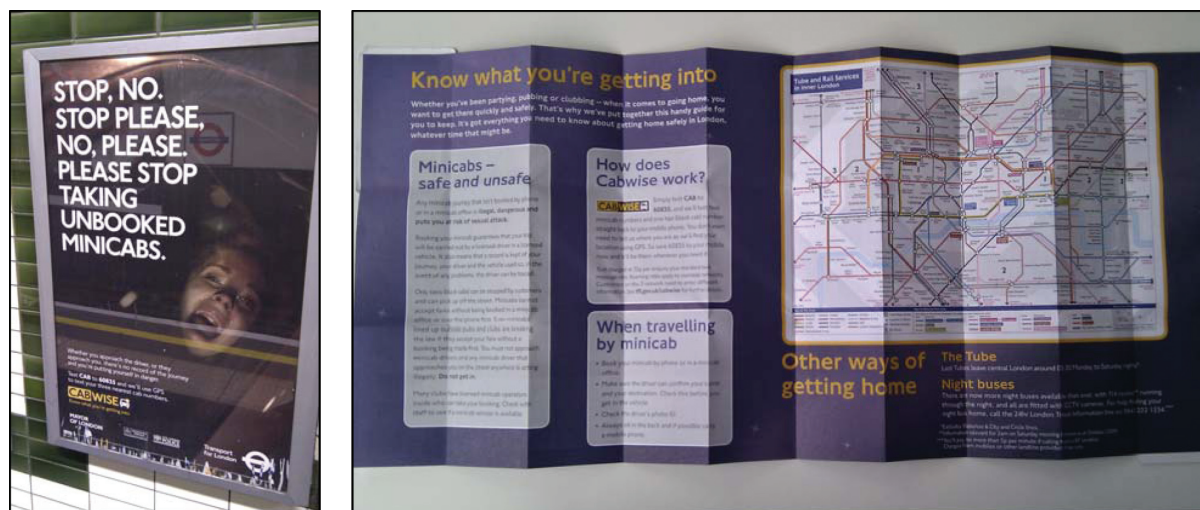
Increasing women's perception of safety on public transport and their confidence in travelling, as well as improving the reporting of sexual offences experienced on public transport (including the reporting of stalking and harassment), all form part of the new strategy. Improving women's safety at night is a particular priority, and campaigns are expected to focus on both victims and potential victims (offering vital information about safety and how to seek support), as well as on the responsibilities and consequences for perpetrators. Education, awareness-building and sensitisation are integral to the strategy, as the ultimate ambition is to change attitudes and end tolerance of violence against women (Mayor of London 2010).

In France, local safety and crime prevention councils were established in 2002 in order to ensure an integrated and multi-stakeholder approach. Local Safety Contracts form the basis for partnerships and coordination of actions and commitments by different stakeholders, in particular in the most disadvantaged areas, and are signed in every municipality of more than 10,000 residents. An important aspect here is the emphasis on methodology – safety diagnosis, indicators, action and evaluation. New national legislation on crime prevention, adopted in 2007, emphasises a key role for mayors in implementing and coordinating the crime prevention policy at the local level. A similar approach has been adopted in Belgium as well.

In the United States, a web-based survey conducted in 2007 on the New York City subway system brought out many interesting findings. 63 per cent of the respondents reported having been sexually harassed in the subway, while 10 per cent reported being sexually assaulted. Over 50 per cent reported

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10 Photo © Radhika Prabhu, London

that the incident had taken place during morning or evening rush hour. 96 per cent of the victims did not report the incident to the New York City Police Department (NYPD) or the Metropolitan Transportation Authority (MTA). Policy responses proposed included increasing NYPD presence on the subways system, and launching a campaign on sexual harassment in the subway to educate riders about the risk of sexual harassment, preventive measures, steps that victims can take, and the overall importance of reporting such incidents (Stringer 2007).

Another initiative on improving safety and tackling sexual harassment and assault in New York City is RightRides. Launched in 2004 in response to an increase in assaults on women walking home by themselves, RightRides is a voluntary initiative. Volunteers operate a fleet of up to 6 cars to drive women and LGBTQ individuals home. It is a free service, available on Friday and Saturday nights, and operates within select neighbourhoods of New York City, currently 45 neighbourhoods across 4 boroughs (see www.rightrides.org).

However, despite all the progress being made in thinking about (and tackling) urban crime, there are very few examples globally of focused efforts to make a city safer for women and girls. A handful of initiatives also exist in developing countries which have a specific component on women's safety. For example, some Latin American cities have taken significant steps in recent years to address the specific types of violence and crime that women and girls face, including designating separate subway cars for women, establishing women-only police stations, etc. Since 2007, UN-HABITAT has supported the City of Bogota in preparing the White Paper on 'Safety and Coexistence for Bogota' with the goal of influencing the development of public safety policies and coexistence for the city. To complement this White paper and to provide a specific gender perspective focusing on the prevention of violence against women, the White paper on 'No violence against women' was prepared in partnership with the Cities Regional Program without Violence Against Women (Red Mujer), UNIFEM and UN-HABITAT. This White paper is the result of a collective contribution of people's voices, ideas, experiences, knowledge, research, concepts and dialogue. The major challenges of the city in terms of inclusion of a gender perspective in security policies and coexistence were identified, various programmes and projects, institutions and organisations that are working on violence against women were approached to contribute, and dialogues were initiated. The dialogues laid the foundation for the conceptual thinking towards incorporation of a gender perspective in promoting safety and coexistence in the city.

UNIFEM's programme "Cities with no violence towards women" is a regional initiative implemented by the Latin American Network Woman and Shelter in five cities across the region - Santiago, Chile; Rosario, Argentina; Bogota, Colombia; Guatemala city, Guatemala; and El Salvador city, El Salvador. This programme aims to build awareness and knowledge, advocate for women's empowerment, and eventually influence a range of public policies which have a bearing on women's safety and gender violence in cities. In Bogota, four areas which house 40% of the city's population have been selected for pilot interventions, which include education and sensitisation for cultural transformation; land use planning and design with a gender perspective; building alliances and strategies; gender mainstreaming in the measurement and interpretation of statistics on violence against women; and, modernisation and professionalisation of the armed forces and the courts from a gender perspective.

There are also other initiatives in Latin America. In Mexico City, the public transportation system is being improved in order to prevent violence against women in buses and subways. Mexico City was one of the first cities to designate women-only entrances as well as subway compartments during rush hours. In 2008, the city also launched the "Athena program" – buses for women only. Currently, there are

67 Athena buses covering 23 of the 91 routes. The buses are easy to identify, with large letters in pink saying "Exclusive Service for Women." They run from 6:00 am to 9:00 pm, and pregnant women as well as elderly people with disabilities can travel on these for free. For women in one of the world's largest cities, these measures mean better access to education, health services and job markets. A "Pink Taxi" service for women has also been launched recently in Mexico city[11].

In Kenya, under the Safer Nairobi project supported by UN-HABITAT, the Nairobi City Council has committed itself to allocate specific, earmarked budgets for enhancing women's safety, and also develop a 'one-stop' model centre for women. This centre would bring together integrated police and prosecution services, accessible judicial services, affordable legal and counselling services, doctor and medical services including capacity to preserve evidence, linkages to the court with ability to obtain instantaneous prosecution orders amongst other services, under one roof. In neighbouring Tanzania, making cities safer for women and children is included in the National Strategy for Urban Crime Prevention, also developed with the support of UN-HABITAT. The use of safety audits to pinpoint specific concerns is also highlighted.

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 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.

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11 See http://www.unifem.org/gender_issues/violence_against_women/unifem_takes_action.php. (Also see "Pink cabs rev up" 2010)

4.   Past and ongoing work in Delhi on women's safety

4.1.   National government initiatives

India has ratified various international conventions and human rights instruments committing to secure equal rights of women. Key among them is the ratification of the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) in 1993. In addition, the Mexico Plan of Action (1975), the Nairobi Forward Looking Strategies (1985), the Beijing Declaration as well as the Platform for Action (1995) and the Outcome Document adopted by the UN General Assembly Session on Gender Equality and Development & Peace for the 21st century, have also been endorsed by India.

There have been a number of initiatives from the national government or the judiciary over the past decade or so, which have touched upon issues of gender equality, women's empowerment, violence and crimes against women.

In 1997, the Supreme Court judgement in the case of Vishakha versus the State of Rajasthan (also referred to as the **'Vishakha Judgement'**) laid down detailed guidelines and norms on sexual harassment in the workplace. The landmark judgement asserted that actual molestation or even physical contact was not required for it to be construed as sexual harassment. The significance of the Supreme Court ruling was that CEDAW, though not directly part of domestic law, was used by an Indian court, to shape a national law (Government of India 2005). A bill has now been formulated on this issue by the Ministry of Women and Child Development, and is under discussion.

The **National Policy for the Empowerment of Women** was adopted in 2001 with the explicit aim of "advancement, development and empowerment of women." Its objectives were wide-ranging, and included adoption of positive economic and social policies that would enable women to realize their full potential; ensuring that women enjoyed all human rights and fundamental freedom as much as men; equal access to healthcare, education, employment opportunities and equal remuneration etc; equal access to participation and decision-making; strengthening legal systems aimed at elimination of all forms of discrimination against women; changing societal attitudes and community practices; mainstreaming a gender perspective in the development process; elimination of discrimination and all forms of violence against women and the girl child; and, building and strengthening partnerships with civil society, particularly women's organisations.

The policy also made a specific mention of violence against women, asserting that:

> *"All forms of violence against women, physical and mental, whether at domestic or societal levels, including those arising from customs, traditions or accepted practices shall be dealt with effectively with a view to eliminate its incidence. Institutions and mechanisms/schemes for assistance will be created and strengthened for prevention of such violence, including sexual harassment at work place and customs like dowry; for the rehabilitation of the victims of violence and for taking effective action against the perpetrators of such violence." (Government of India 2001)*

More recently, in 2006, the path-breaking **Domestic Violence Act** was passed by the Indian parliament.

Under this legislation, all states were to appoint Protection Officers to support and guide those affected by domestic violence. In Delhi alone, 6000 cases have been registered under the Domestic Violence Act in the three years since the Act was passed. 17 Protection Officers have been appointed, attached to family courts across Delhi.

Finally, the **Eleventh Five-Year Plan** (2007-2012) has included a reference to preventing Violence Against Women in its chapter titled "Towards Women's Agency and Child Rights", acknowledging that VAW is a major issue in both rural and urban areas. The focus, however, continues to be on domestic violence and rape, as the Plan promises to strengthen both the legislative environment and the justice delivery mechanism under the Domestic Violence Act; build the capacity of Primary Health Centres and other public and private health facilities to deal with VAW; and set up a National Task Force on VAW in Zones of Conflict (Government of India 2008). While these are important recommendations, they do not include the wider issues of sexual harassment and women's safety in public spaces.

The Ministry of Home Affairs has also issued directives to state governments from time to time on women's safety. The most recent one was an "Advisory regarding Measures needed to curb Crime against Women", issued on September 4, 2009[12]. This document provided a list of measures to be undertaken to curb crimes against women, and directed all states and Union Territories to report on the steps undertaken, within a period of one month[13]. The suggested measures included:

- "Vigorous" enforcement of existing legislation relating to crime against women and children
- Upholding the rights of women and children, detecting and reporting of crimes against women, and ensuring convictions for such crimes
- Sensitisation of the law enforcement machinery towards crimes against women
- Increased representation of women in the police force, aimed at eventually achieving a level of 33%
- Ensuring that crimes against women and the ensuing trauma are dealt with in a sensitive manner
- Building awareness on legislation as well as other mechanisms in place for safety and protection of women, through the print and electronic media, as well as community outreach
- Associating NGOs working in the area of combating crime against women
- Ensuring that there is no delay in registration of FIR, and apprehending the accused, in all cases of women-related crimes
- Speedy investigation process and appropriate supervision of such cases
- Widespread display and dissemination of helpline numbers for crime against women cells
- Setting up of exclusive "Crime Against Women and Children" desk in each police station
- Setting up of Fast Track Courts and Family Courts, especially to deal with dowry and domestic violence-related cases
- Special steps to prevent female foeticide and to curb the violation of women's rights by so called honour killings, forced marriage and other forms of violence.

In addition to these general provisions, the Advisory also pointed specifically to the need for "improving safety conditions on the road", and suggested that the concerned departments of the State Governments should:

- Increase the number of beat constables, especially on the sensitive roads
- Increase the number of police help booth/kiosks, especially in remote and lonely stretches

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12 See http://pib.nic.in/release/release.asp?relid=52750&kwd=

13 It is not clear, however, if such reports were ever received, and if so, from how many states/Union Territories.

- Increase police patrolling, especially during the night
- Increase the number of women police officers in the mobile police vans
- Set up telephone booths for easy access to police
- Install people friendly street lights on all roads, lonely stretches and alleys
- Ensure street lights are properly and efficiently working on all roads, lonely stretches and alleys.

Furthermore, it was suggested that the local police should arrange for patrolling in the affected areas, particularly poorer settlements; initiate special steps for security of women working in night shifts of call centers; and ensure safety and security of female students in educational institutions.

Earlier this year (April-May 2010), a **Criminal Law Amendment Bill 2010 (Sections related to Sexual Assault)** focusing on rape laws, has also been formulated by the home ministry and circulated widely for discussion and comments. This Bill takes into account the 172nd Report of the Law Commission of India on the reform of rape laws (2000), and creates a new chapter on sexual offences that provides comprehensive protections to women, children, and all other persons who on account of their sexual orientation, gender or other identities are subjected to sexual violence. The use of the term "sexual violence" is deliberate, as it includes a wide range of sexual offences, which may or may not involve criminal force, including sexual harassment which may be verbal, visual, or physical. Comments on this draft bill have been forwarded by various women's organisations to the Ministry.

Other initiatives on women's empowerment and mainstreaming of gender issues in development include the initiation of gender budgeting, and gender mainstreaming in urban planning and development. Gender budgeting was formally adopted in the Tenth five-year plan (2002-07), which emphasised the need to dissect the Government budget to establish its gender differential impact and translate gender commitments into budgetary commitments. Previous plans, too, had made efforts in this direction, but the tenth and eleventh plans made gender budgeting mandatory. In 2004-05, the Finance Ministry mandated all Ministries and Departments of the government to set up gender budget cells. A training manual and handbook on gender budgeting has been developed by the Ministry of Women and Child Development, and is available on the Ministry's website (http://wcd.nic.in/).

Another initiative that merits a mention here is a paper commissioned by UNDP on incorporating gender considerations in the **Jawaharlal Nehru National Urban Renewal Mission** (JNNURM)[14]. This paper argues that in its present form, urban development is not even 'gender-neutral', i.e. providing equal access to men and women, let alone 'gender-sensitive', i.e. taking into account the specific needs of men and women. Physical infrastructure projects (roads, transport services, water and sanitation, housing, schools, hospitals etc.) may have very different impacts on men and women. For instance, provisioning of community based water supply services could increase the time spent by women in water collection; reduced frequency of buses in non-peak hours could increase travelling time for women; and roads designed without women's safety needs in mind could increase crimes against women. In other words, infrastructure development can have a positive impact on women only if gender specific interventions are planned, budgeted, implemented and monitored (Khosla 2009: 9). Though not official policy at

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14 Jawaharlal Nehru National Urban Renewal Mission (JNNURM) is a large-scale modernisation scheme launched by the Government of India in 2005. It is the flagship project of the Ministry of Urban Development in association with the Ministry of Housing and Urban Poverty Alleviation. The programme aims to provide basic services to the urban poor and to upgrade/improve infrastructure facilities in urban areas in the 63 selected Mission Cities across the country, envisaging huge investments over a time period of seven years (2005-2011). For more information, see www.jnnurm.nic.in.

the moment, the paper makes several useful recommendations on ensuring that urban development and the provision of urban infrastructure and services is sensitive and responsive to women's needs, including the need for safety in public spaces. Poor women are particularly vulnerable in this respect, as they tend to work in the informal sector, are paid less than men, and are more open to exploitation. Resettlement of slum-dwellers in far-away, less-populated areas also increases risks to women both at home and in travelling for work[15].

Without doubt, the above-mentioned initiatives, enactments, judgements and policy directives have made significant strides in the mainstreaming of gender considerations in policy setting and implementation, as well as in the prevention of domestic violence, sexual harassment at the workplace, rape and sexual assault, and trafficking. Yet, there is neither a widespread recognition of the issue of sexual harassment of women in public spaces, nor an institutional mechanism or significant financial allocations, to address this growing problem.

4.2. Women's safety in Government of Delhi's policy documents and institutions

The Government of Delhi has a wide range of institutions, programmes/schemes and other mechanisms to support women's empowerment. Key among these are the Delhi Commission for Women, set up in 1994; and the Stree Shakti (since 2002) and Gender Resource Centres (since 2002). Financial assistance schemes for supporting and educating the girl child, as well as supporting vulnerable and marginalised women such as poor, destitute and old women, or widows, in various ways, also abound. The Department for Women and Child Development (DWCD) is the nodal office for all programmes and interventions relating to women in Delhi.

The **Delhi Commission for Women** was established in 1994. Operational since 1996, the Commission is mandated to investigate and examine all matters relating to the rights and safeguards provided for women under the Constitution and other laws. Of late, the Commission has taken *suo motu* cognizance of cases of violence against women as well as sexual harassment at the workplace. 'Sahyogini' and 'Helpline' initiatives provide online/assistance and counselling to women in distress. In addition, the Commission has established networks with various NGOs, for economic and legal empowerment of women through Self Help Groups and Mahila Panchayats.

Mahila Panchayats, in particular, are an important instrument that offer crisis intervention and legal aid at community level, help tackle local level legal disputes, and assist in reduction of violence against women. Initiated in February 2001, there are now over 80 Mahila Panchayats in Delhi. Their members (both men and women) are trained in legal issues, dispute redressal mechanism, the laws relevant to crimes against women, the existing legal position regarding property, maintenance, marriage, custody, etc. They are also given training in counselling, FIR writing, pursuing cases with the police station, how to proceed for legal recourse.

Other recent initiatives of the DCW include efforts to make Delhi's citizens and service-providers gender-sensitive by imparting training on "Gender Appropriate Behaviour", in advance of the Commonwealth Games (to be held in Delhi in October 2010), and the establishment of a Gender Desk. This Desk

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15 These issues also emerged in the FGDs conducted by Jagori with women working in the informal sector, as well as homeless women.

would provide guidance, support and redressal to all women players, officials and tourists visiting Delhi during the CWG, in case they experience any form of sexual harassment, violence or other crimes. A telephone helpline already exists (1-800-119292), and mobile rescue teams are being set up. Grievance redressal and justice will be pursued by DCW for victims, and speedy trials can be arranged in case of involvement of foreign nationals.

In 2002, the Government of Delhi initiated the **Stree Shakti project** with a focus on women living in the slums of Delhi. It aimed to address issues related to women's health and well-being, gender discrimination, community involvement and women's empowerment, and raise awareness on vocational skill training, HIV/AIDS and legal issues.

As a follow-up to the Stree Shakti project, the Delhi government has also established **Gender Resource Centres (GRCs)**, with an expanded mandate that included social empowerment, legal rights, economic development (including skill building, micro enterprise and entrepreneurship development), health aspects, non-formal functional literacy, and information sharing and networking. As of 2010, 104 GRCs and 20 Extension Centres (124 in all) had been established, with the support of NGOs working with women across the city. However, the prevention of, and protection against, sexual harassment and violence in public spaces, or support to victims of such crimes, does not feature prominently in the work of GRCs.

The Delhi Police's **Crime Against Women Cell (CAWC)** has been functional since 1983 and focuses specifically on violent crimes against women. Each of the nine districts of Delhi also has its own CAWC. Over time, the central CAWC was provided with enhanced manpower, infrastructure and responsibilities, including the new task of counselling of families, as well as dealing with sexual harassment, sexual abuse, molestation, rape, and other gender related crimes. The CAWC has now been re-named as the Special Police Unit for Women and Children.

In addition to the aforementioned institutions, various policy documents of the Delhi government have also raised the issue of women's safety, albeit occasionally. The most significant among these is **Delhi's First Human Development Report**, brought out in 2006, which, for the first time, made an explicit mention of women's safety as one of the key challenges facing Delhi (Government of NCT Delhi 2006b). A Public Perception Survey conducted as part of developing the HDR pointed out that 90 per cent of respondents felt that public transport was not safe for women, and more than one-third believed that the Delhi Police was not doing enough to protect women in the city. Major factors in making Delhi unsafe were poor lighting and signage, poor infrastructure, deserted and derelict spaces, and macho behaviour including physical aggression (from car and bus drivers and conductors, parking attendants, people on the streets, and even the police). The HDR noted that while the traditional approach to women's safety was based on restrictions, fear and self-preservation, it was time to encourage a paradigm shift, based on the recognition of "women's right to a life free from fear and violence." (Government of NCT Delhi 2006b: 106) The Report also provided a set of recommendations to make Delhi safer for women, under the broad headings of infrastructure, services for women facing violence, community action, media and police.

Whereas the Human Development Report has highlighted the issues of women's safety as integral to development, the **Delhi Master Plan 2021**, which is the main instrument that guides all urban development in the city, is completely gender-blind. Prepared by the DDA and notified in 2007, the Master Plan neither uses disaggregated data to indicate which areas are particularly significant for women

(e.g. in the use of public transport, the percentage of male and female commuters on major routes; or markets which have predominantly women hawkers or women buyers; or percentage of women among informal sector workers), nor makes any recommendations vis-à-vis urban design (e.g. design and layout of neighbourhoods, streets, parks); services or infrastructure (e.g. pedestrian footpaths, location of bus stops, street lighting etc.) which could make the city more women-friendly and safe.

The **City Development Plan** (CDP) of Delhi, also developed in 2006-07, but under the umbrella of the JNNURM, sets out the following vision for Delhi:

> *"To become a highly livable city that offers a superior quality of life through a robust, employment generating economy; that is **safe and inclusive**, environmentally and socially sustainable; and is based on reliable infrastructure and offers a transparent, responsive system of governance dedicated to the city's felt needs." (Government of NCT Delhi 2006a: emphasis added)*

Unfortunately, this document too is completely gender-blind, making no attempt whatsoever to step off the beaten track and examine some of the major development issues such as slums, relocation and resettlement; traffic and transportation; formal and informal economic activities; planning standards; or urban services and infrastructure, from a gender perspective. Issues of safety and inclusion (especially vis-à-vis women) do not feature anywhere beyond the vision statement.

The Government of Delhi commissioned a **gender budget analysis** of a few key departments in August 2009[16]. However, these documents noted that while gender budgeting was an avowed goal of the Government, the budget and financial statements brought out by the government only provided broad indications, without specifying the funds spent specifically on activities, projects and schemes benefitting women, either directly or indirectly. The report focusing on DWCD mentions violence against women, but focuses mostly on domestic violence and rape. Flagship schemes of the government like Ladli and Gender Resource Centres also do not emphasise issues of sexual harassment or lack of safety for women and girls in public spaces. The gender budget analysis of the Department of Education reports that while certain renovation/maintenance efforts were undertaken in various schools across the city, there is no data available on how much of this benefited girl students directly (i.e. by way of investments in all-girls' schools, or provision of infrastructure such as girls' toilets and improved lighting/classroom conditions, in co-educational schools). The only scheme that has a bearing on safety is that of provision of transport services to ferry girl students to and from rural areas. This facility is only available for residents of villages of three districts – North West (A), North West (B) and South West (B) where schooling is not available. The average expenditure on transport incurred per child was Rs. 1786 per year in 2007-08, and approximately 3500 girl students benefitted from this scheme (Institute for Resource Management and Economic Development 2009).

4.3. Civil society initiatives

Since it was initiated by Jagori, the discussion on women's safety in public spaces in Delhi has been picked up by a number of other women's organisations as well. The Centre for Equality and Inclusion (CEQUIN) is one of the NGOs working on the same theme. In 2009, CEQUIN launched its activities

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16 The reports made available for this paper included those focusing on Women and Child Development, Labour and Education.

relating to women's safety, including a baseline survey of 668 respondents conducted in partnership with the Centre for Media Studies. This survey aimed to identify and understand (a) the perception of women about the most unsafe places, time, and the most vulnerable age and class of women; (b) the different forms of unacceptable violations; (c) the types of violations experienced by women in public spaces in Delhi; (d) the reactions to such violations; and (e) the impact or consequences of such violations on mobility and access (CEQUIN and CMS Communication 2009). Subsequently, the NGO also ran a successful advocacy campaign from November 2009 until February 2010, on the theme of women's safety, using the idiom of sport. The IPL cricket team from Delhi – the Delhi Daredevils – were deployed as the brand ambassadors to spread the message. Other activities of CEQUIN include the development of a DVD targeted at government school students in the age group of 14-17, to make them aware of gender and GBV issues.

The theme of men and masculinities is a very important dimension of gender empowerment and elimination of violence against women. Typically, men are only seen as perpetrators when it comes to crimes against women - DVA, for instance, only sees men as perpetrators – refers to women as "aggrieved person" and men as "respondent." However, it is important to recognise that not all men condone, or are even comfortable with, discrimination and violence against women (SAHAYOG and Centre for Health and Social Justice 2009). To eliminate violence against women in the long term, it is extremely important to engage with men and boys and address traditional attitudes and issues related to masculinity.

The work on men and masculinities in India is still new. The Men and Gender Equality Policy Project run by SAHAYOG and CHSJ is a pioneering initiative on this theme. However, much of the ongoing work explores mainly two themes - issues of gender equality (socio-economic) and intimate partner violence. It has not yet started to address themes of sexual harassment in public spaces. There are some groups such as the men's network MASVAW (Men's Action for Stopping Violence Against Women) and the "Forum to Engage Men" (FEM) which have started working alongside women's groups to help eliminate violence against women (SAHAYOG and Centre for Health and Social Justice 2009). At the same time, however, male supremacist groups have also emerged, which are undermining the initiatives towards gender equality. In this environment, it is extremely important to work with men and boys, especially adolescents and youth in the community, but also service providers, through campaigning and advocacy, with a view to eventually encourage a change in attitude towards violence, crime and sexual harassment of women. As a start, Jagori has conducted a series of 'Training of Trainers' programmes for the staff of the Delhi Transport Corporation (DTC), on issues of gender equality, masculinity, violence against women, and women's safety in public transport.

Another recent initiative in the same context is titled "Partners for Prevention: Working with Boys and Men to Prevent Gender-based Violence." An inter-agency initiative of UNDP, UNFPA, UNIFEM and UN Volunteers in Asia and the Pacific, Partners for Prevention has adopted a three-pronged strategy: Communications for Social Change; Capacity Development and Networking; and Evidence-Based Policy Advocacy. The aim is to build a deeper understanding of the causes of gender-based violence, as well as develop and share advocacy materials and training tools to involve men and boys in gender-based violence prevention (see www.partners4prevention.com).

Just as working with men is important for women's safety, working with the youth, too, is critical. In 2009, Jagori initiated its Youth and Safety Programme with the support of UN-HABITAT. This initiative with the youth focuses on gender-based safety by involving young men and young women, to enhance

security in slums. It is now reaching approximately 2355 households[17] and a model is being developed with campaigns and programme interventions in two resettlement communities in Delhi, Madanpur Khadar and Bawana[18]. Given the positive response of the community youth and their families and the visible signs of an emerging model on Youth and Safety, Jagori is now requesting support for Phase II of the project, both for expanding the initiative to other sites, as well as deepening the partnership with the extended NGO network.

The Delhi government has also recently launched a Youth portal (http://www.youthportal.in), to involve young people in (predominantly) environmental initiatives at the local level. This is an excellent opportunity and the issues relating to gender and gender-based violence could also be incorporated within this work with the youth, especially with young men and boys.

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17 Crossing Barriers, Breaking Divides: Making Delhi safe for youth. Jagori, 2009.

18 Bawana is a resettlement colony located in North-West Delhi which houses people relocated from the banks of the river Yamuna.

5. Strategies for enhancing women's safety in public spaces in Delhi

The advantage of a Strategic Framework is that it helps to understand the policy environment, past and ongoing initiatives, and links these to the most important findings from the surveys, safety audits and FGDs. It cuts across sectors and departments, and is therefore attractive to high-level decision-makers, It can also provide a strong foundation for involving a wide range of actors and stakeholders in delivering both short-term results and long-term solutions, which may not emerge from *ad hoc* interventions.

Based on the body of evidence collected by Jagori over many years, and consultations held with a number of stakeholders during the course of the present initiative, seven major areas of intervention have emerged. 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.

- Urban planning and design of public spaces
- Provision and management of public infrastructure and services
- Public transport
- Policing
- Legislation, justice and support to victims
- Education
- Civic awareness and participation

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 ad civic awareness).

Under each of these thematic areas, the discussion begins with identification of the major issues and justification of why the theme is considered important particularly in the context of women's safety. This is followed by an analysis of the major challenges – institutional, political, social, financial and others – in addressing these issues. A brief review of past and ongoing interventions in the area is also presented before proposing an intervention strategy. The proposals for action are divided into three categories – Quick Wins (or short-term interventions), medium-term interventions, and long-term interventions.

5.1. Urban planning and design of public spaces

Issues and justification

Urban planning standards, byelaws and the design of public spaces play a major role in the prevention of sexual harassment and violence against women outside their homes and workplaces. Through urban design and planning, we create environments that offer greater or lesser opportunities for violence against women. Women have both higher levels of fear of crime and are more at risk and insecure in public spaces that are rendered unsafe by virtue of their bad design, isolation or inadequate and poor

maintenance. Furthermore, many women in Delhi work in public spaces, for example women hawkers and street vendors, and many live on the streets as well. Improved planning, for example by promoting mixed land use; elimination of dark alleys, dead ends and 'entrapment areas'; removal of boundary walls and ensuring 'eyes on the street', and putting in place hawker-friendly policies, can help in making cities safer for women.

Challenges

The urban planning function in Delhi rests with the Delhi Development Authority, a para-statal body which reports to the Lieutenant-Governor of Delhi. Plan implementation, i.e., implementation of the byelaws and zoning regulations, as well as the actual construction of roads, public areas, squares, plazas, parks and gardens, rests with the Municipal Corporation of Delhi and its associated bodies. This requires that both these bodies (including their elected and technical arms) be sensitized and capacitated to incorporate women's safety concerns in their work. Furthermore, urban planners and designers, both in the public and private sector, also need to be trained on gender considerations, especially women's safety, in urban planning and design. Safety checklists in urban planning and design and guidelines for safety audits, developed by UN-HABITAT for the cities of Nairobi and Dar es Salaam, might provide useful inspiration in this regard (See Box 3).

Box 3: From CPTED to a comprehensive safety approach – Nairobi and Dar es Salaam

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.

Past and ongoing initiatives

There are a few initiatives which can provide a starting point for making cities women-friendly and safe. The Unified Traffic and Transportation Infrastructure (Planning & Engineering) Centre (UTTIPEC), set up in 2008 under the auspices of the Delhi Development Authority, has developed a series of guidelines for pedestrian safety, street design and urban renewal. These include suggestions and mandatory requirements relating to bus stops, hawker zones, street lighting and street infrastructure, public toilets, etc. While these guidelines are not specifically targeted towards improving safety in public spaces, they can be interpreted, improved and expanded to incorporate specific urban design requirements which can help in making public spaces useful, friendly and safe, especially for women[19].

Recently, INTACH Delhi Chapter and Jagori joined forces to conduct a safety audit for selected areas of the Walled City (Shahjahanabad), as part of the formulation of an urban design proposal to integrate the Walled City with New Delhi. Safety audits were conducted along three stretches, and proposals have been put to the MCD to create urban spaces which as inclusive and allow women, in particular, to live, work and move around without fear or difficulty (INTACH Delhi Chapter 2010).

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19 Development of a White Paper on women's safety in urban public spaces for the city of Delhi, on the lines of Bogota, could be a useful contribution of UN-HABITAT as a follow-up to this Strategic Framework.

Intervention strategy

Quick wins:

- Women's safety issues to be incorporated in Local Area Plans (LAPs)[20] and Detailed Project Reports (DPRs)[21] to incorporate women's safety concerns through consultations with women.
- Comprehensive women's safety guidelines/indicators for all plans and project proposals to be developed in partnership with UTTIPEC and made mandatory by DDA.

Medium-term interventions:

- Improved database: Consolidation and comparison of existing data on safe and unsafe areas for women. More safety audits to identify areas/ neighbourhoods across Delhi which are most unsafe for women, and determine appropriate planning/design interventions in these.
- Revision of the CDP/Master Plan: It has already been suggested that the CDPs prepared under JNNURM be reviewed from a gender perspective and suitably modified. The major planning documents in Delhi, the CDP and the Master Plan, should be revisited at the earliest to reflect the results of safety audits conducted earlier, and incorporate a women's safety perspective in all interventions, including transport, water and sanitation, slums and resettlement, environment etc.
- Eyes on the street: Ensure mixed land use in all new developments; promote and regulate informal sector activities (hawking/street vending, as has been done in Durban, for instance); change bylaws to ensure removal of setbacks and boundary walls; transparent glass facades for major commercial establishments; making parks and public squares more accessible, visible from the street, better landscaped, and well-lit. Focus implementation activities on priority areas identified through safety audits and street surveys.
- Compliance: Detailed checklist on women's safety provided to all developers, public and private. Compliance and certification mandatory.
- Training/ capacity-building: Training of all DDA/municipal staff involved in planning, through lectures, city walks/ safety audits, and FGDs.

Long-term interventions:

- Regular data collection on women's safety: Make safety audits a regular planning tool and an integral part of the master planning process, with a commitment from local authorities to implement their recommendations.
- Planning education: Modification of curricula for urban planning and urban design programmes to ensure women's safety issues are part of the training imparted to urban planners and designers. Similar inputs also provided to local government training institutions.

5.2. Provision and management of urban infrastructure and services

Issues and justification

Poorly maintained public infrastructure and services, such as pavements, street lights, parks and other open spaces, have been repeatedly cited as factors which make Delhi 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

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20 To be formulated in the coming months through a participatory process at the neighbourhood level.

21 To be prepared under JNNURM.

dumps make it difficult for all pedestrians to walk safely, but put women particularly at risk of visual and physical 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.

Challenges

Provision and management of urban infrastructure and services is a function of the Municipal Corporation of Delhi and the state Public Works Department (controlled by the Govt. of Delhi). Outdated standards, designs and materials, coupled with lack of transparency and corruption, make it difficult to change the way public infrastructure is constructed and managed. While a lot of street infrastructure was revamped in Delhi in advance of the recent Commonwealth Games (2010), the challenge now is to ensure its regular maintenance, and to switch to better technological options (for example solar/LED-based street lighting which requires minimal maintenance in the long term).

Past and ongoing initiatives

Jagori's work on water and sanitation in Bawana and Bhalaswa has combined the issue of basic services and women's safety in an effective manner. This action research aims to develop perspectives and competencies of the women in the selected communities to explore gender sensitive management and governance of their local services and resources, with a focus on the safety of women and girls. Community women and youth are part of a core team which has identified the problems, discussed the action research methods, been involved in the monitoring, documentation and action planning. The findings reiterate that women and girls are primarily responsible for managing the households, and they spend considerable time in queues to fill water, or bring water from another area, or in queues for toilets. They face different forms of sexual harassment while accessing these basic services, and their feeling of lack of safety also very often prevents them from using the services. The use of safety audits in the context of WATSAN services uncovered the subtle forms of harassment that is faced by women/ girls in accessing such services – for example, While walking on very wet streets, or when filling water in male dominated areas, etc. It also highlighted the centrality of electricity as an essential service. The process of the safety walk helped break the silence for men and those women that had not participated in community prevention and redressal programmes undertaken by Jagori.

The intervention also demonstrates how women feel a loss of dignity in relation to essential services, especially toilets and drainage. Due to inadequate infrastructure in the toilets, women face sexual harassment and/or are forced to defecate in the open, which hampers their safety and dignity. Lack of proper mechanism of disposal of menstrual waste also leads to compromising of their dignity. Equally critical is the issue of drains as the space outside their homes is a crucial work space and an extension of their homes. As this space is dirty, it has important bearings on their dignity and health.

The planning of new settlements and building of infrastructure, without the involvement of women, thus results in significant violation of women's rights. Through the Jagori initiative in these two settlements, the capacities of a core group of women and youth are being built on the issues of local governance and their rights. The team will subsequently identify the issues that they want to address and negotiate for more effective and gender sensitive services with the services providers.

Intervention strategy

Quick wins:

- Women's safety guidelines: Comprehensive guidelines to be developed in partnership with UTTIPEC and provided to MCD, PWD and other agencies involved in providing and managing public infrastructure, services and amenities.

Medium-term interventions:

- Safety audits in other parts of the city: The NDMC has proposed that the entire area under its jurisdiction could be covered by safety audits. Specific recommendations on design and maintenance of public spaces, infrastructure and services could be developed, through a partnership of Jagori and NDMC staff, who would also be trained to undertake such audits at regular intervals. Safety audits to identify areas/ neighbourhoods which have poor quality or badly located public toilets, broken pavements, open garbage dumps, unlit car parks, and non-functional street lights.
- Safety audits in resettlement colonies as part of service provision activities: Resettlement colonies on the periphery of the city are an important setting where women and girls are particularly vulnerable. Safety audits and FGDs on safety issues should be held in conjunction with consultations on service provision so that both aspects – closely interlinked – can be addressed together.
- Improvement of night shelters: Night shelters are an important public service provided by the state for the homeless. Safety of homeless women is a huge issue in Delhi, both within and outside the night shelters (See Box 4). Standards to improve night shelters from a safety standpoint Jagori.

Box 4: Safety challenges for Delhi's homeless women and girls

The country's capital has an estimated 150,000 population without access to shelter, water, and sanitation. This constitutes one per cent of the total population of Delhi. Women and girls without shelter constitute 5 - 7 per cent of the total homeless in the city. These homeless women and girls face a huge set of challenges. Women thrown to the streets by violent spouses, girl children who escape abuse, are subjected to even more insecurities and violence on the city's streets. Those that do not earn at all are starved and fragile. Others often have to go hungry in order to secure a quilt or build a fire to keep themselves and their families warm in the cold Delhi winter. On a regular basis they have to negotiate relations with transient men for their so-called security and safety. They sleep in fear, never knowing who will trample on their dignity and body.

Jagori's data collection as part of its GIC study in 2009 also included FGDs with vulnerable women such as domestic workers, hawkers, homeless women and other women working in the informal sector. The key issues they highlighted were:
- Their abject poverty significantly increases their vulnerabilities
- While they feel a bit more comfortable negotiating spaces within their known neighbourhoods, they feel considerably less safe in other public spaces
- They fear men in groups and especially when men were drunk/ intoxicated
- They also faced harassment from the police on the streets and other places
- There is no access to basic amenities; including to clean and safe public toilets, drinking water and shelter
- Homeless women, in particular, are acutely vulnerable to sexual violence

"Sometimes when we are asleep, some men come around drunk and if they see that we are alone, they try to harass us…we have to shout and tell them to go away" (FGD with homeless women, 2009).

(Source: Jagori 2010a)

- Compliance: Detailed checklist on women's safety provided to all service providers. Compliance and certification mandatory, with the involvement of RWAs/MTAs/CBOs/GRCs (also see section on Civic Awareness).

- Training/ capacity-building: Training of all municipal staff involved in maintenance of urban infrastructure, through lectures, city walks/ safety audits, and FGDs.

Long-term interventions:
- Regular data collection on women's safety: Should become part of MCD/NDMC's database. Make safety audits a regular planning and monitoring tool. Ensure that the all neighbourhoods are regularly surveyed and monitored, whether by municipal staff of RWA representatives.
- Sensitisation and awareness building: Informing and engaging local security guards, park attendants, car parking contractors and attendants, on women's safety issues.

5.3. Public transport

Issues and justification

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 household chores. Thus improvement in the public transport system has shown immediate positive results on the lives of women and they way in which they access the city.

In Delhi, the surveys and FGDs conducted by Jagori have revealed that the entire public transport system, including not only buses, metro, auto-rickshaws and taxis, but also waiting areas such as bus stops, metro and train stations, is extremely unsafe for women. Over half of the women respondents in the last survey (concluded in 2009) reported public transport as being the most unsafe place for women. Over forty percent said that waiting for public transport was equally risky. Similar responses were also obtained from men and common witnesses (around 51.4% women reported that they faced harassment using public transport while 49% men and 41% common witnesses reported that they have witnessed women being harassed (see Figure 5 on page 13). Yet, using public transport is not optional for most women.

The Delhi Transport Corporation (DTC) is the largest public transport provider in the Capital, with approximately 42,184 employees including drivers, conductors, traffic supervisory, repair and maintenance and administration staff. The Corporation has 46 depots which are involved in operation and maintenance of buses. The coverage area of DTC is divided into are 7 regions, each headed by Regional Manager, with 4 - 6 depots under his administrative control (http//www.dtc.nic.in).

Challenges

The transport department of the Government of Delhi is the licensing authority for all public service vehicles, and is thus the first port of call for introducing any reforms in the transport sector. However, many private people-carriers, such as taxis hired by BPO operators, are registered in Gurgaon and thus lie outside the ambit of the department. The Delhi Metro is an independently run body, and is accountable directly to the Chief Minister of Delhi. The licensing function of the department has also historically been prone to high levels of corruption, which makes it difficult to enforce the rules (e.g. regarding drivers' identification – see below). In general, improving public transport from a viewpoint of safety, especially women's safety, requires a long-term vision and sustained efforts, which combine sensitisation, capacity-building, as well as punitive measures.

Past and ongoing initiatives

In December 2003, a notice was issued by the DTC outlining actions to be undertaken to improve the safety of women commuters. This included clear display of helpline numbers both within and outside buses, instructions to drivers and conductors to report any incidents of eve-teasing or molestation, and to permit women passengers to board from the front door. However, no training was imparted to bus drivers and conductors, and women have not shown any inclination to use the helplines, and thus DTC buses have since become more, not less, unsafe, for women passengers.

As part of its Safe Delhi project, in 2005-06, Jagori initiated a series of sensitisation campaigns among DTC bus drivers/conductors to create awareness about gender safety. A dialogue was begun on stereotypical masculine notions about women that contribute to making public transport unsafe.

In September 2007, a formal partnership between DTC and Jagori was launched by the Chief Minister. A women passenger helpline was launched, and advocacy materials were prepared by Jagori for the DTC. Sensitisation sessions on 'gender and safety in buses' with DTC bus drivers and conductors were held over a three month period, between September and December 2007. Trainers from Jagori conducted sessions at the DTC training school at Nand Nagri for over 3600 bus drivers and conductors. The sessions were conducted inside a stationary DTC bus to get out of the "classroom" situation and to place the drivers and conductors literally in the shoes of DTC passengers.

In June 2010, a three-day refresher programme for DTC instructors was organised by Jagori in partnership with AAKAR and the Centre for Health and Social Justice, both of whom are very skilled on issues of masculinity and gender. It is hoped that through such training sessions, the staff of DTC (an all male-staff) will gain insights into their values/behaviours, break their silence on such harassment and help in developing a more enabling environment for women commuters, especially those from the marginalised communities.

The transport department acknowledges that lack of safety is a huge deterrent for people wishing to use public transport, and that improving safety will add to the brand value of DTC and other modes. It thus makes good business sense to invest in measures to improve safety of commuters, especially women. A number of efforts have recently been initiated or are in the pipeline, which, though not initiated specifically to improve safety, could be significant from a women's safety standpoint. For instance, biometric identification and police verification of all drivers of public service vehicles, renewed every three years, has been made mandatory. Introduction of Global Positioning System (GPS) technology has been extended to 500 blueline buses, in addition to DTC vehicles. Consultations with auto drivers' unions have begun to discuss GPS installation and in all auto-rickshaws and taxis, and linking them to a central control room. The number of mobile teams (of 4-5 members each) has been increased to 35, of which 20 are deployed at any given time to conduct random checks and respond to breakdowns and other such problems. These are also to be linked to a central control room.

Finally, CCTV installation has also begun on major transport interchanges. The government is keen to pursue this as a safety strategy and install cameras across the DTC bus fleet, with clear written and audio advertisements to announce the presence of CCTV, as well as at busy bus stops and metro stations, especially in areas where high levels of sexual harassment have been reported. However, while CCTV cameras appear to be a quick solution to safety concerns, studies in other parts of the world have pointed to their limited effectiveness. They are also expensive to install and maintain, and highly likely to be vandalised or stolen (see Box 5).

Box 5: The (in) effectiveness of CCTV in combating crime

A report published in 2008 by the International Centre for the Prevention of Crime highlights the limited effectiveness and multiple challenges in the application of CCTV systems to reduce crime. CCTV or video surveillance has emerged as a critical instrument in the hands of the state to deal with a variety of security threats – major and minor crimes, public unrest, and terrorism. The ICPC Report found that CCTV can indeed play an important role in crime solving and providing evidence against perpetrators. However, its effectiveness in reducing the incidence of crime is questionable at best. Past research has found that CCTV use has successfully reduced only certain types of crimes, for instance vehicle thefts from public car parks. However, it does not seem to have any significant impact on personal crimes (e.g. assault, drunkenness), and may simply result in the displacement of criminal activity to another area once individuals get to know of the cameras. At the same time, it is also not proven to enhance a feeling of security among citizens. A 1992 study cited by the report reveals the feelings of discomfort and increased fear in the presence of video surveillance, especially among women. Of course, this may have significantly changed over the past decade, as we become increasingly used to being watched in public spaces.

The central critique of CCTV as presented in the ICPC report and the studies it cites is that video surveillance does not deal with the root problems or the causes of crime, for instance economic and social inequalities, lack of infrastructure and services, or societal attitudes. Some studies have also found that the operation of CCTV systems can be be discriminatory, suggesting a ghettoisation of spaces, which in fact hampers social interactions and economic investment and growth, breaks social cohesion and leads to more crime.

(Source: Carli 2008)

Intervention strategy

Quick wins:

- Improved infrastructure at bus stops, metro stations and subways: Enhanced lighting, electronic signage and audio announcements at major bus stops. Convex mirrors can be installed in metro stations and subways to remove any blind corners.
- Hawking platforms: Hawkers and late night eating joints/cafés to be permitted at major bus stops, metro stations, especially at transport interchanges.
- Advertisement of helpline numbers: Clear written and audio announcement of helpline numbers. Electronic messaging on women's safety inside buses and at bus stops, as well as billboards outside buses. Brief (one-minute) advertisements on women's safety to be played on LCD screens which have been installed in some buses.
- Visible police presence: Increased visible presence of marshals or police personnel at busy bus stops and metro stations, supplemented by plainclothes policemen and women. PCR vans to be parked near busy public transit points, especially during rush hours, and at night.
- Autos and taxis: Making the display of auto and taxi drivers' identification, service standards and helpline numbers mandatory, with random checks by mobile teams to enforce the same.
- Mobile teams: Expanding the mandate of the transport department's mobile teams to include response to safety issues and complaints, especially once they are linked to a central control room.

Medium-term interventions:

- Enforcement of women-only metro compartments and buses: Metro compartments designated for women only have been introduced in all metro trains by the DMRC. However, it has proved to be difficult to deter men from entering these compartments (See Fig. 8). While the DMRC and Delhi Police have recently made attempts to punish offenders, this arrangement can only be made sustainable through a combination of strict enforcement and civic education and awareness building. In addition, women-only bus services should also be introduced on major routes during rush hours.

Figure 8: Male commuters in the women-only compartment of the Delhi Metro[22]

- Review of bus stops: 1000 bus stops are to be refurbished before the end of 2010 - a review of these bus stops in terms of location, lighting and amenities can be conducted with a women's safety perspective (guidelines could be provided by Jagori). Identification of intermediate stopping points for night-time services, training of drivers and clearly advertising women's rights in this regard. Ensuring that all bus-stops are disabled friendly.

- Emergency telephones: Installation of emergency telephones, linked to a central helpline, at major bus and metro stations, in subways and selected pedestrian crossings, perhaps with sponsorship from one of the major mobile companies in Delhi.

- Autos and taxis on GPS: Linking all auto-rickshaws and taxis registered in Delhi to a GPS system and a central control room. This will be a win-win solution as auto-drivers will generate more business, the transport control room will be able to monitor their movements, and passengers' safety and convenience will be improved. A "Radio Tuk-Tuk" service along these lines has already been introduced in Gurgaon (see Box 6).

Box 6: Auto-rickshaws on call – Gurgaon shows the way

Gurgaon's travel challenges are set to ease with the launch of the "Radio Tuk Tuk" an auto-rickshaw-on-call service that promises to provide safe, comfortable and eco-friendly rides within the Millennium city. This service has been launched with 50 high-tech autorickshaws that run on Compressed Natural Gas (CNG), and are fitted with a panic button, mobile charger, GPS and auto-fire-cut-off system. The drivers have a uniform and have been trained by the auto-manufacturing company, TVS, on road rules and etiquette. A minimum fare of Rs. 50 for the first three kilometers would be levied, followed by Rs. 8 for every additional kilometer, which is higher than the average fare charged by auto-rickshaws in Delhi. Yet, the service is running to capacity. In the first week of its operation, the Radio Tuk Tuk helpline received an average of 600 calls per day, starting at 6.30 am, until 11 pm. 85 per cent of these calls were converted to actual orders.

(Source: Gurgaon loves to Tuk-Tuk 2010; Ahuja 2010)

- Integrated control room and helpline number for autos and taxis: Setting up a central toll-free helpline number and widely publicizing it, for both calling an auto/taxi as well as registering complaints.

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22 Photo © Shipra Narang Suri

- Radio-taxi: Introduction of a safe night-time radio-taxi service for women, monitored by the Delhi Police. Alternatively, existing radio taxi operators can be audited from women's safety perspective (based on criteria such as response time, use of women drivers, clearly displayed identification, service standards and helpline numbers, and no complaints about harassment, etc.).
- Training/ capacity-building: Sensitisation/training of public transport staff, including bus drivers and conductors, metro drivers and ticketing staff at metro stations, on the importance of ensuring women's safety, and actions to be taken when an incidence of sexual harassment is witnessed or reported. Training of auto-rickshaw and taxi drivers on women's safety issues with the support of Jagori (so far, the courses mainly focus on driving skills, but issues of social responsibility and safety could be incorporated).

Long-term interventions:
- Driver certification: Training and certification of drivers of BPO and other private hire vehicles to be provided jointly by the Transport Departments of Delhi and Haryana.
- Zero tolerance: Zero tolerance policy towards sexual harassment of women by drivers and conductors of all public service vehicles, including buses, autos, taxis and other private hire vehicles registered in Delhi.
- Advocacy efforts: Public awareness campaigns in the print and electronic media to raise awareness on women's safety, promote changes in attitude, encourage witnesses and citizens to intervene, and deter perpetrators.

5.4. Policing

Issues and justification
In the latest survey conducted for this project, the absence of visible police presence was cited as a factor that makes women feel unsafe. At the same time, less than 1% of the women who had been sexually harassed reported approaching the police. The major reasons cited were that the police would either not do anything, or trivialise the incident. Broadly, key issues regarding policing that have emerged from the latest surveys, as well as past safety audits and surveys, included the lack of visible police presence; absence of trust in the police; very few women constables and officers; outdated attitudes and unwillingness to take sexual harassment seriously; and, poorly-publicised or inaccessible helplines.

Challenges
There are a number of challenges related to improving police response to sexual harassment. The first is that there is no clear definition of sexual harassment in the law. In general, crimes against women are not very well-defined. Further, the law is soft on crimes such as "eve-teasing" or "outraging the modesty of a woman" – these are bailable offences in Delhi (unlike other states like Andhra Pradesh and Orissa), which make it easy to for an offender to get away, and which discourage women from reporting the offence in the first place. In addition, Delhi Police has only 7% women personnel. The 37 top positions, including police commissioner, special commissioners and additional commissioners are all held by men, while there are only 3 women DCPs (Deputy Commissioners of Police) out of 33. Women constables constitute just under 9% of the total number of constables (TOI 2010). Discussions with senior police officers brought out the challenges in recruiting more women staff, including, most significantly, the absence of any policy on women in the police force, and lack of safe and decent working conditions for women personnel. Sexual harassment of women staff is also a key problem, and there is no SH policy within the Delhi Police. The constabulary (both male and female) is drawn mainly from the states of Rajasthan and Haryana, which are known for their patriarchal systems and

male-dominated societies – these attitudes thus spill over into the police force at large. Mainstreaming of women personnel – both officers and others – in the police force is also challenge as traditionally they have only been used for soft duties - e.g. frisking and checking for the constabulary, and women and child-related issues for officers.

Overall, police reform is a huge, contentious theme. It includes issues of both numbers and quality of personnel, as well as institutional and legal dimensions. Attempts have been made in recent times to diversify the police force and recruit more personnel from other states, especially the north-east. However, the response has been lukewarm. The figure of 7% women staff in Delhi Police is actually much higher than the nation-wide average of 2.7%, thanks to recent drives to induct more women at various levels (a number of India Reserve Battalions have been raised recently, keeping in mind the demand for women police personnel for the upcoming CWG). A policy on women in the police force has been developed, but has not progressed beyond the initial draft.

Past and ongoing initiatives

The CAWC's major initiatives since its inception in 1983 included installation of, and response to, the women helpline no. 1091; a dedicated post box no. 5353 for complaints from women in distress; free self-defence training to women and girls; enquiry and resolution of matrimonial complaints; as well as legal advice and psychological counselling for victims of abuse or violence.

The CAWC has recently been re-christened the Special Police Unit for Women and Children (SPUWC), in order to promote a more pro-active role, as well as project a positive image. Advocacy campaigns have highlighted helpline numbers, but these are still not very widely known. A campaign against stalking which also advertises the anti-stalking helpline of Delhi Police is currently being aired on the radio. Campaigns have also invited women to be trained in self-defence, but once again, this reflects the old attitude that the responsibility of "staying safe" essentially lies with the woman.

In August 2005, the Delhi Police launched the "Parivartan" programme against rape and domestic violence. The strategy was to deploy women beat constables in the field in partnership with a wider range of stakeholders, including parents, teachers, psychologists, sociologists, lawyers, students, youth, area security committee members, not- for-profit organisations and Resident Welfare Associations (RWAs)[23]. Based on the premise that gender-based violence is a product of learnt behaviour in societies structured around dynamics of power and domination, the programme advocated that such behaviour can be changed, particularly through proper education of children, youth and adults at the community level. The programme is currently being implemented in three districts of Delhi – North-west (where the programme was launched), North and North-east – and is likely to be expanded to the South district in the coming months. A documentation of the "Parivartan" initiative is currently being undertaken by Jagori.

Intervention strategy

Quick wins:
- The SPUWC has set up a Facebook page and has a website coming up. Enhanced publicity of the website and email helpline will help make the Unit more accessible to women who have experienced sexual harassment in public spaces. A single, central helpline number for women such as the 103 helpline in Mumbai would go a long way (See Box 7).

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23 See http://www.delhipolice.nic.in/parivartan/parivartan.htm

> **Box 7: Mumbai's 103 Helpline**
>
> 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 categorisation 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 publicised 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.
>
> Source: Akshara, Mumbai

- An advocacy campaign on women's safety, acceptable and unacceptable forms of behaviour, punishment for SH, and the importance of reporting incidents, through college and university helplines, especially during the admissions period.
- An anti-bullying initiative has been launched by Delhi Police in partnership with education department and Kendriya Vidyalayas. Issues of sexual harassment and abuse in schools could also be brought within the ambit of "Navchetna clubs" which have been set up in some schools to counter bullying.

Medium-term interventions:
- Redoubling of efforts to diversify the police force, especially through special recruitment drives in north-eastern and southern states.
- Capacity-building of all officers, inspectors and sub-inspectors, to begin with, in women's safety issues, including the importance of not trivializing the incident, recording the time and place of its occurrence, and providing a supportive response to the victim. This can also be done with the support of Jagori and other NGOs.

Long-term interventions:
- Developing and widely-publicising a zero tolerance policy towards sexual harassment in public spaces.
- Development of a comprehensive strategy towards inducting and retaining women in the police force. This could include, for instance, a review of benefits, preferential housing allocation for women personnel, improved working conditions (including basic amenities like toilets and clean work spaces which are often lacking), avenues for training, capacity-building and career progress, and a zero tolerance towards sexual harassment within the police force.

5.5. Legislation, justice and support to victims

Issues and justification

No discussion on making Delhi's public spaces safer for women can be complete without a discussion on the legal provisions relating to sexual harassment, as well as issues of justice and support for victims. When asked in the survey why women who had faced sexual harassment did not approach the police, nearly 45% responded that the police would not do anything, and nearly 30% said they would merely record the incident and take no further action. 30% also said that the process of lodging a complaint and following it up is too tedious (see Fig 9).

Figure 9: Reasons for not reporting incidents of sexual harassment to the police
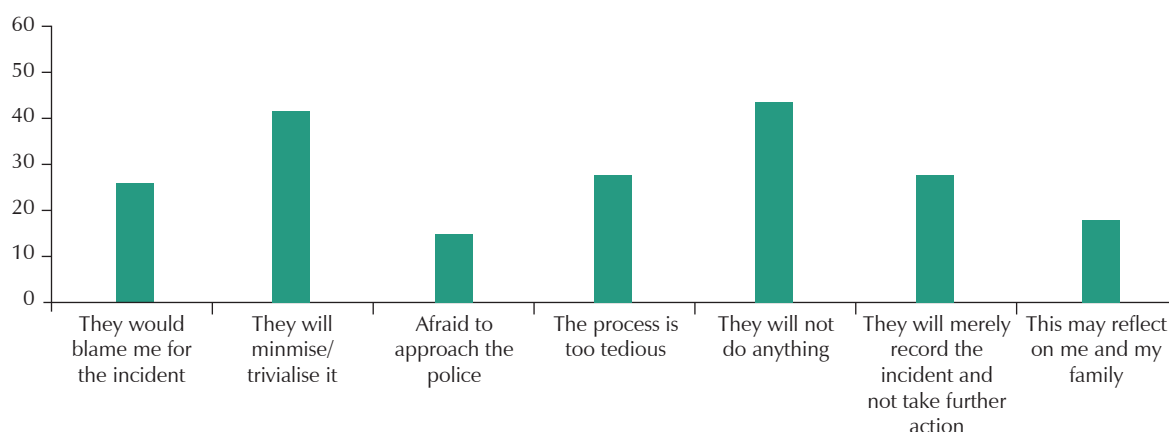
These responses are in fact an extremely accurate reflection of the legal picture and the justice system. The provisions regarding sexual harassment are vague and the penalty minimal. The process of getting justice is arduous, and there is little support for the victims, whether legal, social, or psychological. These challenges are discussed in greater detail in the next section.

Challenges

As noted elsewhere in this document, sexual harassment of women in public places is not defined precisely under Indian law. Several sections of the Indian Penal Code (IPC) deal with it in different ways, and in many cases, with significant overlaps. 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.

Under Section 509, 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 provides a definition of rape, while Section 376 prescribes the punishment for the same, which could be a sentence ranging from seven years to life imprisonment.

While the legal loopholes represent one dimension of the problem, the actual dispensation of justice is the other. Sexual harassment is a crime that is under-reported for various reasons. To begin with, it is often trivialised by the police, family and friends, and even the victim herself. In addition, the nature of the crime is such that the perpetrator(s) are usually on the move, whether on foot, in a bus, or a private vehicle – and are therefore almost never caught. Even if a woman raises an alarm, those passing by or witnessing the incident are afraid to get involved, which results in the perpetrator being able to get away with ease. There have also been incidents of 'good samaritans' being hurt, sometimes fatally, by the perpetrator(s).

Even if the perpetrator is caught, the police may register only a simple complaint, not a First Information Report (FIR), due to various reasons, the most common one being the unwillingness of the victim to take the process further. The police are also known to avoid registering what they perceive as minor

crimes so that their own record remains good. The lack of an FIR implies that there is no follow-up, and certainly no prosecution. Finally, even if an FIR is registered, sexual harassment in a public place, as it is currently reflected in the law, is a bailable offence, with a minor fine. So the perpetrator can walk out of the police station in no time, which makes the situation more dangerous for the victim, and serves as no deterrent at all.

The final challenge within this broad area is that of providing support to victims. Clearly, victims of violent crimes such as rape, sexual assault, violence and sexual harassment of a violent nature may need, and are offered, different kinds of support – legal, financial, social, emotional and/or psychological. However, those affected by seemingly harmless "eve teasing" in public spaces are usually not offered the same kind of assistance, despite the fact that less violent forms of sexual harassment (visual, verbal, physical, stalking etc.) can also be frightening, demeaning and can significantly affect a woman's right to move about freely, and therefore, the choices that she is forced to make.

Past and ongoing initiatives

The amendment of the Indian Penal code, and further, the Code of Criminal Procedure (CrPC) and the Evidence Act, is not easy to achieve. A discussion on the process of reforming legislation is complex and beyond the scope of this strategy. Having said that, however, it would be useful to keep track of the forthcoming Criminal Law (Amendment) Bill 2010, focusing on rape laws, as discussed earlier in this document. This Bill, which also includes a wider conceptualisation of sexual harassment than currently existing in the law, has the potential to dramatically alter the landscape of sexual violence in India, if the suggestions made by various civil society organisations are incorporated in the present draft[24].

At the state level, various states have also passed their own laws prohibiting sexual harassment. For instance, 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. A few other states have used case law and precedence to impose stricter punishment on those found guilty of sexual harassment of women in public places.

Intervention strategy

Quick wins:

- Amendment of the IPC, CrPC and the Evidence Act to make sexual harassment a non-bailable offence: Making sexual harassment of women in public spaces a non-bailable offence, with a heavy fine and jail sentence if convicted, will go a long way in deterring potential perpetrators. States such as Andhra Pradesh, Tamil Nadu and Orissa have shown the way in this regard - sexual harassment ("eve-teasing/ outraging the modesty of a woman") is a non-bailable offence in these states, with a minimum fine of Rs. 5000, and jail sentence of minimum five years, up to seven years, if convicted.
- Speedy justice: Fast track courts have been created in the past by High Courts to deal with a variety of cases. The same could also be established by the Delhi High Court to address sexual harassment cases. This could be tested, for instance, during the CWG, when complaints by foreign visitors will need swift redressal. Examples need to be made to send a strong deterrent message.
- Improve access to information: A directory of NGOs working to support women who are victims of sexual harassment can be compiled and disseminated widely through GRCs, local schools and colleges, RWAs and MTAs.

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24 The Sexual Harassment at the WorkPlace Bill has also been recently introduced in Parliament.

- Mapping support services for Violence Against Women (VAW): Update the map of Delhi developed by the Centre for Social Research (CSR) which details support services for VAW (See Fig. 10).

Figure 10: Mapping Support Services for Violence Against Women
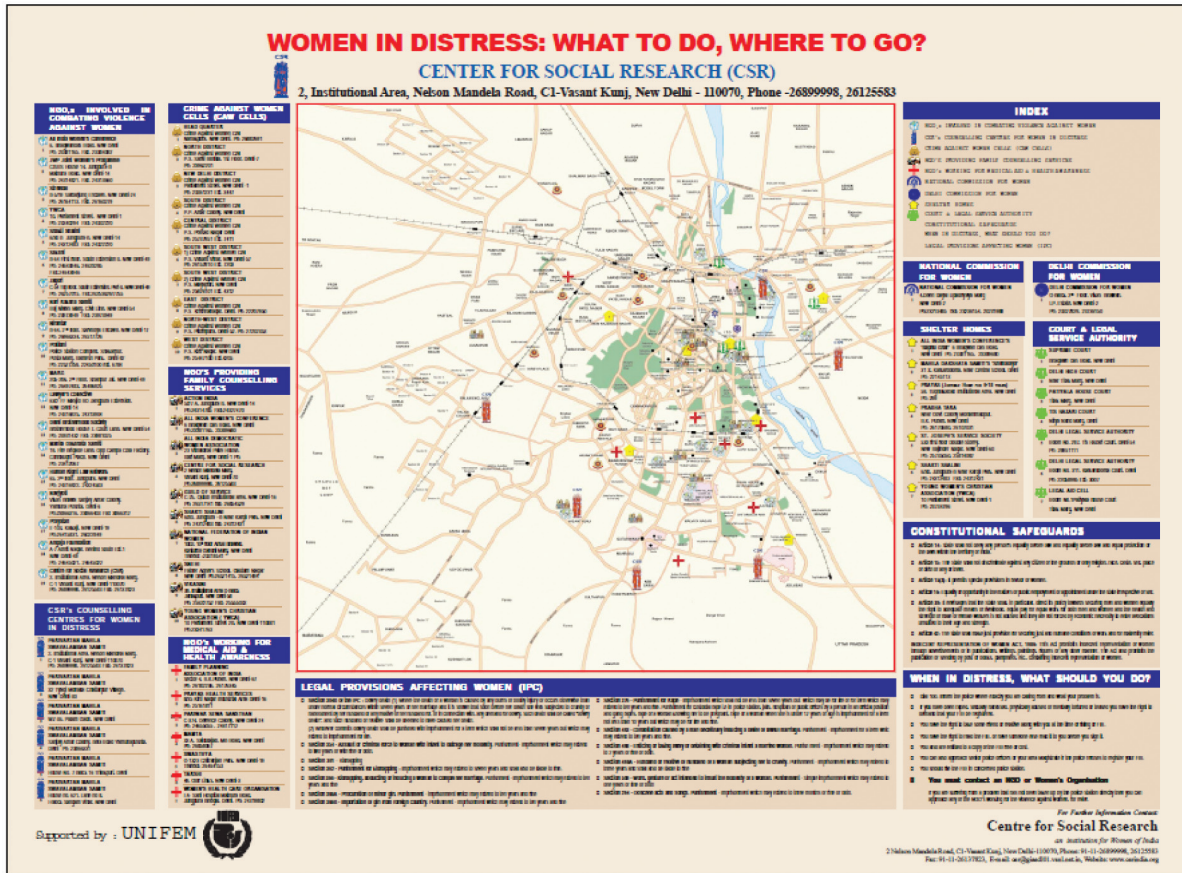
Medium-term interventions:

- Access to support services through the GRCs: The mandate of Gender Resource Centres could be expanded to include recording of cases of sexual harassment in public spaces, maintenance of records and liaison with the police, and providing information and support to victims. The GRCs are already responsible for socio-economic empowerment of women and girls, including providing them with skill development, vocational training, functional literacy, leadership and confidence training, legal support, as well as self-defence training. They could be provided with information materials and guidelines (including Jagori's sexual harassment booklets and posters) to educate women and girls on gender issues and the problem of sexual harassment in particular, encourage them to report incidents of SH, provide counselling services, and advise them on the legal recourse and other mechanisms of redressal available.

Long-term interventions

- Establishment of local databases through the GRCs: GRCs to be capacitated to become an effective clearing house for recording, collating and spatially mapping incidents of sexual harassment in public spaces. This information could then be provided to the police and other service providers (e.g. the PWD, on footpaths and lighting; DDA and MCD on design of parks and open spaces), and also be used to liaise with RWAs and MTAs to take steps to address the situation.

5.6. Education

Issues and justification

There are three ways in which the theme of education has emerged as central to the discussion on women's safety. The first and more obvious one relates to ensuring the safety of women and girls within and around educational institutions, including schools, colleges and university campuses. Several incidents of sexual harassment of women and girls have been reported from outside educational institutions, whether schools, colleges or university campuses, and even inside schools (e.g. during shift changes).

Second, the education system, both formal and non-formal, needs to recognise and respond to growing concerns about the safety of women and girls in public spaces. These issues must be incorporated in both what we teach, and how we teach, from an early age, and all the way through to university. All students need to be made aware that sexual harassment is not okay, that all forms of sexual harassment, including verbal and visual, are in fact criminal offences. 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.

Box 8: What makes our schools unsafe?

A dialogue organised by Raising Voices and the Ford Foundation in Nairobi in 2006 highlighted the key factors that make school environments unsafe for children, both boys and girls, in Africa. Some of these will have resonance with the challenges seen in the education sector in India.

1. Children are not valued as individuals and their needs not prioritised. They do not have a 'voice' or power to influence decisions that may have deep impact on how their school is run.
2. Under-investment in the school infrastructure. The classrooms are falling apart, equipment and books are not there.
3. Teachers are overstressed and under-resourced. They are dealing with large classes with minimal training.
4. Authoritarian teaching methods that don't help children learn.
5. Corporal punishment that humiliates children and therefore prevents them from learning.
6. Context of the community; a school represents what a community believes.
7. Poverty affects children's ability to learn.
8. Absence of accountability: who is responsible for ensuring a safer school?
9. Lack of collective ownership: unless the entire community demands safer schools, no one will.

The report of the workshop also highlights the importance of engaging with a wide range of actors and stakeholders in order to make schools safer. These include the Suppliers and Creators (teachers, ministries and departments of education, teachers' unions); the Users (learners); the Influencers (funding agencies, media, teachers' organisations, faith-based organisations, NGOs); and the Regulators (administrators, policy makers, school management committees, watchdog groups, judiciary, legislators, media).

(Source: Raising Voices and the Ford Foundation 2006)

Finally, even in non-school environments, survey results have shown that school and college students are vulnerable to all kinds of sexual harassment. Over 85% of the respondents in the age group of 16-18 (school students) reported being verbally harassed, and over 70% reported being visually harassed. Similar figures are reported for college/university students as well (87% and 75% respectively; in addition over 50% reported being stalked). 16-18 years is also the age group where the proportion of those who confronted the perpetrator was the among the lowest (less than 60%, as compared to an average of 68% for all age/professional groups), which probably points towards a lower degree of confidence in girls of this age. 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.

Challenges

Clearly, neither of these dimensions – improving safety within educational institutions, incorporating women's safety concerns within the education system, and more generally, empowering women through education – are easy to achieve. Relatively speaking, safety within and around educational institutions can be improved more easily, through provision of some basic services and amenities like lighting and toilets, and establishment of mechanisms to report sexual harassment, such as counselling centres.

The major challenge lies in using education effectively to achieve attitudinal changes in the long-term, and build confidence among girls and women to make their choices and stand up for themselves, which in turn will provide them with a sense of dignity and security from within. For this, first of all, teachers at all levels need to be trained in addressing issues of gender equality, patriarchal systems, violence against women, and sexual harassment, both within the classroom and outside. In addition, Curricula need to be re-examined, and standard texts reinterpreted to sensitise students to issues of gender equality, women's rights, and safety. Introducing gender issues or women's safety issues overtly into curricula may not be very easy or successful. What is needed is to encourage an appreciation of diversity, through activities within and outside the classroom. Furthermore, expressing oneself, being able to make choices and decisions, gives a person a sense of confidence, and thus, security. Schools, colleges and universities should inculcate such confidence in girls and women.

Past and ongoing initiatives

In November 2003, and again in March 2004, the Directorate of Education issued a circular to all government schools listing the measures to be taken to improve the safety of girl students within school premises. These included improving lighting in rooms, playgrounds, corridors etc; ensuring that unused rooms and other areas remained locked; training of girls in self-defence techniques; and ensuring supervision by staff members during arrival and departure of students, and change in shifts. However, there is not much evidence of follow-up, let alone impact, of these suggested measures.

Between 2005 and 2009, the Govt. of Delhi and SCERT also developed the "YUVA Schools Life Skills Programme". This programme aims at developing 'Life Skills' that will address the important and emerging issues that have an impact on the society and nation, and help build students' thinking, social and negotiating skills, learning capacities, personality, and effective relationships. Nearly 40,000 school teachers and principals have been trained using the six handbooks developed under this programme. Issues of gender, diversity and inclusion have also been covered in these.

While this is a tremendous initiative, both innovative and comprehensive in its scope, it is felt that it perhaps attempts to do too much. The material is complex, and available only in English. From the perspective of the current project, it is suggested that the components which in any way relate to gender equality be extracted, simplified and translated, and be used as the basis for a refresher course for all school teachers.

Intervention strategy

Quick wins:

- Brainstorming session with school teachers, principals, parents on how to make the environment within and around the school safer for girls and women (e.g. through better infrastructure such toilets, well-lit corridors, improved lighting around the institution and on connecting streets, appointment and accessibility of counsellors, laying down strict guidelines relating to treatment of girl students, etc.)

- Preparation and circulation of simple guidelines to all educational institutions to improve their physical environment and amenities, in order to make the space within and around the institution safe for girls and women.
- Awareness campaigns, street plays, DVDs and other creative messaging in schools and colleges on the importance of women's safety in public spaces, and the unacceptability of sexual harassment in any form.
- Elements of the YUVA Schools Life Skills Programme which relate to gender equality to be extracted, simplified, amended to include issues of sexual harassment and sexual abuse, translated, and be used as the basis for a refresher course for all school teachers.
- Stakeholder consultation to be organised in Delhi University with students, university officials, teachers, Delhi Police and residents of surrounding areas, on the harassment faced by students (especially girls) from north-eastern states. Recommendations from this consultation can be put to the government, police and university for implementation.

Medium-term interventions:
- Safety audit of all schools, colleges and university campus areas to identify the specific challenges relating to safety of girls and women. This could be made mandatory for every educational institution, to be conducted by staff and students of the institution itself. Jagori could help in providing guidelines and training to conduct safety audits. UNICEF India's projects across the country in support of the Sarva Shiksha Abhiyaan have identified access, safety, and sanitation facilities as some of the major hurdles in girls' education, both in rural and urban areas, and have introduced several innovative measures to address the same[25].
- Ensuring that school and campus facilities, including hostels and PG accommodation, are safe for female students. Certification of secure non-campus accommodation by the police and students' associations, based on predetermined criteria, in order to prevent sexual and other forms of harassment by landlords. Jagori and other civil society organisations can help in formulating such criteria.
- Sensitisation workshop for all principals and teachers, both male and female, on issues of women's safety and sexual harassment
- Annual advocacy campaign on diversity, especially at college and university level, to discourage harassment of women students belonging to particular religion, community or states.

Long-term interventions:
- Review of school and college curriculum to see where gender equality/ violence against women/ women's safety issues can be incorporated. Training of teachers to reinterpret existing texts and encourage dialogue and discussion on sensitive issues.

5.7. Civic awareness and participation

Issues and justification
Increased civic awareness and partnership with local community-based organisations is one of the ways in which sexual harassment in public spaces can be dealt with in the long term. Delhi's *Bhagidari*

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25 For example, in one of the tribal areas of Rajasthan, UNICEF along with Unnati Sansthan (an NGO), has initiated a school bus service that picks up children at designated points along the highway, ensuring that no child should have to walk more than 2 km from his/her village or hamlet to access the transport system. In another initiative, in Tamil Nadu, sanitary napkin vending machines have been installed in schools to encourage girls to stay in school despite the onset of puberty and during their menstrual cycle. For more information on these and other initiatives, see www.unicef.in.

initiative is a much-lauded innovation, which has successfully involved Residents' Welfare Associations (RWAs) and Market Traders' Associations (MTAs) in the process of governance. With over 2300 RWAs and over 50 MTAs across the city involved with the *Bhagidari* initiative, these organisations have the potential to spread the message on sexual harassment extremely widely, and at the grassroots level.

The areas which RWAs mainly focus on are water supply, sanitation and solid waste management, parks and green spaces, and internal security. MTAs concern themselves mainly with parking and services in market areas, as well as issues of taxation. Preventing and dealing with sexual harassment in the public areas which fall under the domain of these bodies is not yet a priority, either for the government, or for these bodies themselves. Having said that, however, issues of women's safety in public spaces can be very easily incorporated under the thematic areas of urban services, parks and green spaces and internal security, which are core areas of concern to RWAs and MTAs.

Challenges

There are a number of challenges particularly relating to RWAs in Delhi. The most important one of these is that RWAs are restricted to middle-class, legal colonies/neighbourhoods. Illegal or unregularised colonies, slums areas get left out of the discussion. In addition, both RWAs and MTAs are organisations are dominated largely by men and/or by senior citizens, and rarely concern themselves with specific issues related to women's convenience or safety.

Intervention strategy

Quick wins:

- Seek information on women's involvement (as office-bearers) in RWAs and MTAs, and promote the involvement of women in these bodies.
- Sensitisation of RWAs on women's safety, through the regular Delhi Government-RWA briefings, as well as a special workshop. Delhi Government could issue a note to all RWAs encouraging them to include women's safety issues in their day-to-day activities and concerns. Jagori to provide materials (posters, booklets) for display and distribution in RWA offices.
- Sensitisation of MTAs, similarly, through a note issued by the Delhi Government encouraging them to take steps to ensure women's safety in market areas. Advocacy efforts to be targeted at representatives of MTAs from those markets which are frequented by large numbers of women, e.g. Karol Bagh, Lajpat Nagar, Sarojini Nagar, etc. MTAs can be mobilised to make these areas safer for women, and any positive impact can be publicised through advertisement campaigns.

Medium-term interventions:

- RWAs/MTAs/CBOs/GRCs to be involved in verification process for provision and maintenance of urban services, especially those which have a bearing on women's safety.
- Capacity-building/support to RWAs/MTAs to set up local helpline numbers or serve as one-stop shops to report issues and incidents relating to sexual harassment of women in public spaces within or around their neighbourhoods.
- Improvement in women's safety to be incorporated as a criteria for assessing and rewarding the performance of RWAs/MTAs.
- Build awareness on women's safety and sexual harassment issues in slums and informal settlements through Sanjha Prayas teams
- Work closely with the media, including (but not exclusively) the Women's Feature Service to raise widespread awareness and mobilise support for improving women's safety in Delhi.

6.   Conclusions and next steps

This initiative and the process of preparation of a Strategic Framework for enhancing women's safety in public spaces in Delhi has led to a number of interesting and valuable lessons. Clearly, this issue is not an automatic priority for policymakers at any level. Therefore, a solid evidence base, such as that generated through Jagori's efforts and the latest, extensive survey, will go a long way in convincing key actors of the importance of the issue. Many interlocutors from different government departments responded to calls for interviews after the release of the survey data in July.

The Safe Delhi initiative also reinforces the understanding that a consultative process needs time and persistence, and that commitment at the highest level must be secured to ensure action, particularly when it cuts across sectors. To do this, the "Quick Wins" identified must be attractive and realistic, and the medium- and long-term interventions must be based on a good understanding of the policy environment, capacities and constraints. Finally, while "physical" interventions such as those relating to planning, design and services can show results in the short term, policy changes and institutional interventions (e.g. those relating to police, legislation etc.) will be effective only in the medium to long term. Attitudinal changes, in turn, will only be visible over the long term.

The effective implementation of this Strategic Framework will depend in no small measure on the institutional arrangements put in place to guide, oversee and ensure the process of implementation. For this, it is proposed that a **Women's Safety Cell** be established, either within the DWCD, or independently, which can coordinate all activities related to enhancement of women's safety and implementation of this Framework. The preparation of guidelines and checklists, institutionalisation of safety audits and other such tools and awareness-raising could also be a direct responsibility of this Cell.

At the same time, the role of **"champions"** within and outside the government is critical in this process. While the Department of Women and Child Development has been the leader of this initiative, the involvement of other actors responsible for some of the strategic areas listed herein (for example, the transport department and DTC; MCD, NDMC and DDA; the Delhi Police, etc.) is critical in the implementation of the Framework. These departments and organs of the government, along with civil society actors, would be responsible for undertaking specific interventions within each thematic area. For this, annual or biennial **Action Plans** should be prepared, with budgetary allocations, defining in detail the actions to be undertaken within each thematic area, including the role of both governmental and non-governmental stakeholders. Monitoring and evaluation indicators and processes should be in-built within each Action Plan. Support for this process can be provided by UN-HABITAT and other international partners, but the responsibility for implementation of this Strategic Framework ultimately rests with the Government of Delhi.

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Annexure: Consultations held in the process of development of the Strategic Framework

1. First stakeholder consultation, Delhi Secretariat – 27.10.2009

2. Ms.Suneeta Dhar, Dr.Kalpana Viswanath, Ms.Anupriya Ghosh, Jagori – 30.10.2009

3. Ms. Geetika Sharma, DWCD – 30.10.2009

4. Jagori and New Concept – 04.11.09

5. Ms. Cecilia Andersson, UN-HABITAT – 10.11.2009

6. Consultative group meeting, UNIFEM – 20.11.2009

7. Dr.Surabhi Tandon Mehrotra, Jagori – 01.12.2009

8. Mr. Rajeev Kale (Director) and Ms. Geetika Sharma (Deputy Director), DWCD – 08.01.2010

9. Ms.Anupriya Ghosh, Jagori – 03.02.2010

10. Ms. Geetika Sharma (Deputy Director), DWCD – 10.02.2010

11. Ms.Suneeta Dhar, Jagori – 12.03.2010

12. Consultation with visiting UNIFEM Mission and Research Advisory Group, UNIFEM – 06.04.2010 with: Aakar, Centre for Women's Development Studies, Crimes Against Women Cell, Nanakpura, DWCD – Delhi Govt., Institute of Human Development, INTACH, New Concept, Women's Feature Service.

13. Ms. Romi Roy, Adviser, UTTIPEC, DDA – 20.04.2010

14. Mr. Rajeev Kale (Director) and Ms. Geetika Sharma (Joint Director), DWCD – 07.05.2010

15. Dr. Sagar Preet, DCP North District, Delhi Police – 11.05.2010

16. Mr. Manoj Parida, Secretary, DWCD – 11.05.2010

17. Mr. Naresh Kumar, Chairman and Managing Director, DTC – 12.05.2010

18. Ms. Suman Nalwa, ACP (SPUWC), Delhi Police – 26.05.2010

19. Mr. R.K. Verma, Commissioner, Transport – 26.05.2010

20. Mrs. Jaya Shrivastava, Ankur – 28.05.2010

21. Dr. Kalpana Viswanath, Jagori – 31.05.2010

22. Ms. Maja Daruwala (Director) and Ms. Navaz Kotwal (Coordinator), Commonwealth Human Rights Initiative – 08.06.2010

23. Mr. P. Krishnamurthy, Director, Education – 09.06.2010

24. DTC Training workshop for instructors, Nand Nagri depot – 17.06.2010

25. Ms.Suneeta Dhar, Dr.Kalpana Viswanath, Ms.Anupriya Ghosh, Jagori – 17.06.2010

26. Ms. Nilanju, Jagori helpline team – 17.06.2010

27. Ms. Lora Prabhu, CEQUIN – 29.06.2010

28. Mr. Kulanand Joshi, Additional Secretary to CM, also responsible for Bhagidari – 01.07.2010

29. Safe Delhi Team, Jagori – 13.07.2010

30. Mrs. Rashmi Singh, Director, Mission Convergence – 16.07.2010

31. Internal review of draft with DWCD, UNIFEM and Jagori – 20.07.2010

32. Mr. Manoj Parida, Secretary, DWCD – 11.05.2010

33. Mrs. P.M. Singh, Member-Secretary, and Ms. Pramila Mitra, Delhi Commission for Women – 22.07.2010

34. Mr. Venkatesh Malur, Education Specialist, UNICEF – 22.07.2010

35. Mr. Rajeev Kale (Director) and Ms. Geetika Sharma (Joint Director), DWCD – 30.07.2010

36. Mr. Santosh Vaidya, Secretary, NDMC – 04.08.2010

37. Jagori in partnership with UNIFEM, UN-HABITAT, WICI, UNTF and EED-ICCO organised a national level workshop: Safer Cities for Women: Perspectives, Methodology and Tools in August 19-21, 2010. The study findings and draft Strategic Framework were presented for feedback. Organisations included: Anita Ghai, Delhi University, Akshara - Mumbai, Anweshi Women's Resource Centre - Calicut, Bailancho Saad - Goa, Breakthrough - Delhi, Humsafar - Lucknow, National Alliance of Women - Orissa, North East Network - Guwahati, Prajnya -Tamil Nadu, Sahrwaru - Gujarat, Sakhi Women's Resource Centre - Kerala, Sanlaap - West Bengal, Society for Women's Action and Training Initiative (Swati) - Gujarat and Swayam – West Bengal.

38. Jagori and UNIFEM Team – 26.08.2010

39. Research findings and the draft strategic framework were presented by Jagori, DWCD, Delhi Govt. UNIFEM and UN Habitat on September 7, 2010 at the UNIFEM South Asia Office in New Delhi. Participants included: Action India, Anhad, Ankur, CEQUIN; Centre for Advocacy and Research, Centre for Health and Social Justice, Centre for Women's Development Studies, Delhi Commission of Women, Institute of Human Development, INTACH, Manas Foundation, New Delhi Municipal Corporation, Women's Feature Service; Nupur Basu (Independent film maker and journalist) and SANGAT.

The Department of Women and Child Development, Government of N.C.T of Delhi has been created vide Cabinet decision 1259 dated 20 August 2007. This separate department of Women and Child Development has the objective of giving the much needed impetus to the holistic development of Women and Child Development and to ensure a state of well being for women and children especially those of the weaker sections of society.

The Department formulates plans, policies and programmes, guides and co-ordinates the efforts of both governmental and non-governmental organizations in the field of women and child development.

Jagori ('AWAKEN, WOMEN') is a women's training, documentation, communication and resource centre that was established in 1984 with the aim of carrying feminist consciousness to a wider audience using creative media.

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UN Women — In July 2010, the United Nations General Assembly created UN Women, the United Nations Entity for Gender Equality and the Empowerment of Women. In doing so, UN Member States took an historic step in accelerating the Organization's goals on gender equality and the empowerment of women. UN Women combines the mandates and assets of UNIFEM, OSAGI, DAW and INSTRAW, with an expanded mission and vision.

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