

TACKLING GENDER EXCLUSION

Experiences from the Gender Inclusive Cities Programme

Women in Cities International



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Acronyms and abbreviations

| | |
|-------------------|---|
| CBO | Community-based organisation |
| CISCSA | Centro de Intercambio y Servicios Cono Sur Argentina (CISCSA) (Exchange and Services Centre, Southern Cone, Argentina - Coordinator of the Latin America Women and Habitat Network) |
| DTC | Delhi Transport Corporation |
| EOC | Equal Opportunity Cell (Delhi University) |
| FGD | Focus group discussion |
| GBV | Gender-based violence |
| GICP | Gender Inclusive Cities Programme |
| ICIWF | Information Centre of the Independent Women's Forum |
| ICNIC-T | International Centre and Network on Crime - Tanzania |
| KNRC | Karelian NGO Resource Centre |
| NCT | National Capital Territory (Delhi) |
| NGO | Non-governmental organisation |
| SH/SA | Sexual harassment/ sexual assault |
| UN-HABITAT | United Nations Human Settlement Programme |
| UNTF | The United Nations Trust Fund in Support of Actions to Eliminate Violence against Women |
| VAWG | Violence against women and girls |
| WDC | Women's Development Centre (Delhi University) |
| WICI | Women in Cities International |
| WSA | Women's safety audit |
| WSDC | Women's Studies Development Centre (Delhi University) |

CHAPTER 1

Introduction

Women's safety and inclusion in public spaces

Gender-based violence is an endemic global phenomenon in both public and private spaces. By far the largest part of this phenomenon is the violence perpetrated by men against women, which affects how women and girls understand their place in the world. A recent World Health Organization multi-country study concluded that between 15 and 71 per cent of women have experienced physical or sexual violence by an intimate partner.¹ At the same time, women and girls experience physical and sexual violence from strangers and acquaintances – in the form of touching, staring, catcalling, intimidating, stalking and other forms of harassment, as well as rape and other physical assaults. In a 2010 survey conducted by UN Women, Jagori and the Delhi Department of Women and Child Development, almost two out of three women reported experiencing sexual harassment two to five times over the previous year.² In a study conducted in Canada in 2000 of 12,000 women, 80 per cent stated that they had experienced harassment in public places.³ A 2008 survey in Egypt conducted with 2000 women showed similar results with 50 per cent of women reporting incidents of sexual harassment daily and 83 per cent experiencing it at least once.⁴

All of this has an effect on how women and girls feel and act in their communities. For instance, many women choose not to go out alone

or choose to avoid certain places where they feel unsafe – the Delhi survey mentioned above also found that 70 per cent of women avoided going to secluded places, while 50 per cent avoided going to crowded places in an effort to avoid sexual harassment or assault.⁵ Thus, fear of violence limits the possibilities that women and girls have to take full advantage of the opportunities that cities offer, preventing or reducing their access to employment and education opportunities, health services and leisure activities, as well as their participation in political processes.

The world's population is now over 50 per cent urban and this number is projected to grow to 70 per cent in the next two decades.⁶ Cities are increasingly viewed as the loci of important social change and there are numerous efforts to create urban spaces that are safer and more inclusive for women. For the past several decades, this work has developed under the premise that cities can be planned and managed in a way that promotes women's safety, inclusion and equal access. In the 1970s in North America, women started "Take Back the Night!" marches to assert their presence in the public sphere at night. In the 1990s in Canada, several organisations and cities developed useful frameworks and tools to assess and address women's safety in the city, notably the Toronto Metropolitan Action Committee on Violence against Women and Children (METRAC) women's safety audit (WSA) tool,⁷ and the Montréal Comité action femmes et sécurité urbaine (CAFSU) *From Dependence to Autonomy Toolkit*.⁸ Also during

1. World Health Organization/London School of Hygiene and Tropical Medicine. (2010). *Preventing intimate partner and sexual violence against women: taking action and generating evidence*. Geneva, World Health Organization, 5.

2. Jagori, UN Women, Delhi Government Department of Women and Child Development (2010). *Safe Cities Free of Violence against Women and Girls Initiative: Report on Baseline Survey, Delhi, 2010*. United Nations Development Fund for Women (Part of UN Women), New Delhi, xii.

3. Macmillan, R.; Nierobisz, A.; Welsh, S. (2000). "Experiencing the Streets: Harassment and Perceptions of Safety Among Women." In *Journal of Research in Crime and Delinquency* 37. 3, 318.

4. Johnston, C. (2008). "Two-thirds of Egyptian men harass women?" In *Reuters*, <http://www.reuters.com/article/2008/07/17/us-egypt-harassment-idUSL1732581120080717>; see also Abdelhadi, M. (2008). "Egypt's sexual harassment 'cancer'". In *BBC News*, http://news.bbc.co.uk/2/hi/middle_east/7514567.stm.

5. *Ibid*, 31.

6. You, N. (2010). "Meeting the Urban Challenge of the 21st Century". In *Urban World* 2.2, 6.

7. METRAC. (1989) Women's safety audit guide. Toronto: METRAC.

8. Michaud, A. in collaboration with Chappaz, M. (2001). *De la dépendance à l'autonomie – La boîte à outils du CAFSU (From Dependence to*

this time, the New South Wales government in Australia sponsored the production of an online urban planning toolkit for women's safety.⁹ Since the 1990s, the women's safety approach has spread internationally, with over 21 organisations or municipalities in different countries reporting use of the WSA tool in the 2008 *Global Assessment on Women's Safety*.¹⁰ In the past 10 years three major international conferences have been held on the topic of women's safety and inclusion in cities.¹¹

The main areas of focus in the evolving work on safe cities for women include:

- **The collection of data on women's experiences of violence, fear and exclusion in cities.** This builds on the fact that women and girls have more knowledge than anyone else about their experiences, while 'official' data on violence against women and girls (VAWG) is either unavailable due to a lack of gender-disaggregated statistics or inaccurate due to widespread under-reporting. For these reasons participative research tools, such as WSAs, focus group discussions (FGDs) and survey interviews, are favoured to assess the state of women's safety and inclusion in an area.¹²
- **Advocacy, awareness-raising and community mobilisation.** This area of work acknowledges that attitudes and behaviours about gender and violence need to be changed so that urban decision-makers understand and prioritise women's right to the city, while the public recognises and upholds this right. Conferences, workshops, educational interventions, demonstrations, theatre, media outreach and campaigns, visual arts and street

fairs are some of the ways this work is being delivered.

- **Women's empowerment and partnership-building between women and key stakeholders.** As mentioned above, women and girls themselves are the experts on their own experiences of safety and inclusion. As such, they are key agents of change in the process of building safer and more inclusive cities, and their meaningful participation represents the active inclusion of women and girls in public life. That being said, women and girls do not necessarily hold positions of power in their communities and therefore may not be able to engage with decision-makers on an equal footing. There have therefore been concerted efforts to empower women and girls and women's organisations to assert their expertise and engage with local stakeholders (including local government officials, urban planners, public transport providers, police, healthcare service providers, schools and universities, and media representatives). Tools developed to support this process include the WSAs and local-to-local dialogues.¹³
- **Capacity development with key stakeholders.** Much work in this field has focused on helping key stakeholders to understand their duties and responsibilities associated with women's safety and inclusion, and how to meet these responsibilities with appropriate action in their given field. Individual attitudes and behaviours about women are at the heart of this issue, though their transfer to policies and practices through many institutions and professions is also vital. For example, governments can develop legal provisions

Autonomy: CAFSU Toolkit. Comité d'action femmes et sécurité urbaine (CAFSU): Montréal, http://www.femmesetvilles.org/pdf-general/cafsu_fiches_en.pdf.

9. Safe Women Project. (1998). *Plan It Safe Kit*. Annandale, Australia: Pluto Press, http://www.lawlink.nsw.gov.au/swp/swp.nsf/pages/swp_toc.

10. Women in Cities International, Huairou Commission, Red Mujer y Habitat de America Latina. (2008). *The Global Assessment on Women's Safety*. Nairobi: UN-Habitat, 28.

11. First International Seminar on Women's Safety, Montréal, Canada (May 2002); Second International Conference on Safer Cities for Women and Girls, Bogotá, Colombia (November 2004); Third International Conference on Women's Safety: Building Inclusive Cities and Communities, Delhi, India (November 2010).

12. Women in Cities International. (2011). *Tools for Gathering Information about Women's Safety and Inclusion in Cities: Experiences from the Gender Inclusive Cities Programme*. Montreal: Women in Cities International, http://www.womenincities.org/pdf-general/GICP%20Tools%20Report_internet.pdf.

13. Local-to-local dialogues were developed by the Huairou Commission, an NGO based in New York City. More information about this tool can be found at <http://www.huairou.org>.

which support women's rights and the prosecution of those who violate them. They can also allocate resources to ensure that infrastructure and programmes are in place which facilitate women's participation in public life and which offer appropriate and effective support to women who have experienced violence and/or exclusion. Urban planners can work with women to build infrastructure and services which respond to women's needs and which discourage violence and other criminal behaviour (through the provision of adequate pedestrian-oriented street lighting, for instance).

Current knowledge gaps

The safe cities for women field is still relatively new and knowledge gaps remain, mostly related to the dimensions of the problem, the interaction between gender and other factors in creating insecurity/exclusion, and the effectiveness of strategies for creating safer and more inclusive cities. Some authors have noted that the safe cities for women approach, and indeed many feminist approaches originating in the global north, have the potential to generalise and reduce women and girls to a single social group, ignoring the multitude of other factors such as age, income or ethnicity, which affect individual women's lives and experiences.¹⁴ In a related critique, some claim that the field has tended to oversimplify the issue of women's safety, conceiving of it without acknowledging other dominant power structures which affect women or society as a whole. For example, Phadke and her colleagues warn that it is dangerous for this field to focus solely on women's security and not on their freedom in

general because such a focus risks high levels of protectionism and disempowerment, "Most discussions on women and public space tend to focus on questions of *safety* – and specifically, *sexual safety* – rather than those of *access*".¹⁵

Other authors have noted that the field of women's safety should take greater account of macro-level power structures, such as neo-liberalism, when assessing the impact of factors that contribute to exclusion and violence. For example, Tankel, Caldeira, Falu and Burgess have pointed to the global increase in privatised service delivery and gated communities, which has led to the creation of cities within cities, inhabited solely by those with high levels of financial and political resources. This situation forces those on the "outside" to survive with poor quality infrastructure and services in a context of increasing disparity between the rich and the poor, leading to increasing levels of violence and insecurity which have specific gendered repercussions.¹⁶ The view has also been expressed that there remains a disconnect within the field between VAWG occurring in public and private spheres. While safe cities for women work does recognise that VAWG occurring in both contexts is an influential factor in women's safety and inclusion, it has not yet successfully incorporated this link into actions with all stakeholders.¹⁷

Another significant gap is in evaluation research from which to draw conclusions about different tools, methodologies, approaches and interventions.¹⁸ As actors in this field have begun to use similar tools and approaches around the world in many different social and political contexts, it is especially important to identify what strategies are most effective in increasing women's safety and inclusion in cities, and in what contexts.

14. See Radher, B.; Altilia, C. (2004). "Where is Feminism in Planning Going? Appropriation or Transformation?". *Planning Theory* 3.2, 107 -116; Harth, A. (2007). "Open Space and Gender – Gender-Sensitive Open Space Planning". In *German Journal of Urban Studies* 46.1; Whitzman, C. (2007). "Stuck at the Front Door: Gender, Fear of Crime and the Challenge of Creating Safer Space". In *Environment and Planning* 39, 2715 - 2732; Sweet, E.; Ortiz Escalante, S. (2010). "Planning Responds to Gender Violence: Evidence from Spain, Mexico and the United States". In *Urban Studies* 1.19; Hamilton, K., Jenkins, L. (2000). "A Gender Audit for Public Transport: A New Tool for Tackling Public Transport". In *Urban Studies* 37.10, pp. 1793 - 1800.

15. Phadke, S.; Khan, S.; Ranade, S. (2011). *Why Loiter? Women and Risk on Mumbai Streets*. Delhi, Penguin Books India, 177.

16. Tankel, Y. (2011). "Reframing 'Safe Cities for Women': Feminist Articulations in Recife". In *Development* 54.3, 352 - 357; Falu, A. (2010). "Violence and Discrimination in Cities". In *Women in the City: On Violence and Rights*. Santiago: Women and Habitat Network of Latin America, 15 - 38; Burgess, R. (2010). "Violence and the Fragmented City". In *Women in the City: On Violence and Rights*. Santiago: Women and Habitat Network of Latin America, 99 - 128; Caldeira, T. (2005). "Fortified Enclaves: The New Urban Segregation". In *Theorizing the City: The New Urban Anthropology Reader*. New Brunswick: Rutgers University Press, 83-110.

In relation to this final point, however, it should be noted that it is notoriously hard to evaluate efforts which aim to reduce VAWG and other society-wide problems. The reasons for this are varied but some key issues are the difficulty of gathering accurate data and designing measurable yet meaningful indicators. This is especially true within the safe cities for women field, where most and possibly all initiatives to date have only been funded and executed for a short period, usually under five years.

Gender Inclusive Cities Programme

The Gender Inclusive Cities Programme (GICP) was a three-year initiative, implemented from 2009 – 2011. Funded by the United Nations Trust Fund to End Violence against Women (UNTF), it was coordinated by Women in Cities International in Montréal, Canada (WICI) and implemented by four partner organisations working on the ground in different cities. These implementing partners and the participating cities were:

- the Information Centre of the Independent Women's Forum (ICIWF) in Petrozavodsk, Russia;
- the International Centre for Network and Information on Crime – Tanzania (ICNIC-T) in Dar es Salaam, Tanzania;
- Jagori in Delhi, India; and
- the Exchange and Services Centre, Southern Cone, Argentina - Coordinator of the Latin America Women and Habitat Network (CISCSA) in Rosario, Argentina.

Pre-existing working partnerships with WICI, previous work or familiarity with safe cities for women themes and geographic location were

the three main factors that led to the involvement of ICIWF, ICNIC-T, Jagori and CISCSA in the GICP.

In 2008, a group of experts involved with WICI conceived of the GICP as a way to take the work in the safe cities for women field forward, addressing some of the knowledge gaps mentioned above. This was to be achieved through the creation of a cross-regional research initiative with a focus on developing interventions that were both evidence-based and context-specific. The starting point was recognition that to build cities that are safe and inclusive for women (and other groups), it was essential to know when, where and why women feel safe or unsafe, and included or excluded from city life. It was also important to gain an understanding of what kinds of policies, programmes and activities enhance or detract from women's right to the city. A further consideration was that the concept of gender inclusive cities was still new to many stakeholders, including women themselves and there was therefore a general need to increase public awareness, engagement and advocacy around the issue of women's safety and inclusion. Against this background, the GICP was directed towards three inter-related objectives:

- The development of comprehensive and reliable data on gender inclusion and exclusion in cities with a particular focus on sexual harassment and sexual assault (SH/SA) in public spaces.
- The enhancement of public and stakeholder awareness of women's rights, access and inclusion in the city, and their engagement in partnerships.
- The creation and testing of evidence-based pilot interventions aimed at decreasing SH/SA to achieve greater gender equality and inclusion.

Women in Cities International (WICI)

WICI is a non-profit network organisation, based in Montréal, Canada, that focuses on gender equality and the participation of women and girls in urban development. WICI is dedicated to the identification, study and dissemination of good practices, tools and intervention models. With its partners, WICI facilitates knowledge- and experience-sharing on the improvement of women's and girls' safety and status in cities and communities. WICI specialises in the organisation of networking and training events, the advancement of technical expertise, and the production of research in order to achieve its goals.

Information Centre of the Independent Women's Forum (ICIWF)

ICIWF was established in 1994 and is based in Moscow, Russia. The organisation initially focused on the empowerment of women and the institutionalisation of the women's movement in Russia, as well as the collection and sharing of information about women, for women. In time, the goals of ICIWF expanded to incorporate work for the inclusion of women in the development of local self-governance, local communities, and municipal and local policies. ICIWF has completed more than 25 projects; delivered more than 100 seminars, roundtables and other meetings on different issues; published 23 editions of its newsletter *Vestnik ICIWF* newsletter; and issued more than 600 editions of its e-mail newsletter, *Vestnichka ICIWF*.

International Centre for Network and Information on Crime – Tanzania (ICNIC-T)

ICNIC-T is a voluntary, non-political, non-partisan, non-profit and non-governmental organisation which subscribes to universal human rights and humanitarian values and practices. The vision of ICNIC-T is to have safe, secure and just urban and rural communities which are free from crime and violence. The organisation's mission is to build capacity and support communities, local and central governments, and public and private institutions working to enhance crime prevention and reduction initiatives. The main goal of the organisation is to research, develop and disseminate innovative approaches which support effective and sustainable community policing and urban crime prevention practices in Tanzania. To achieve its mission, ICNIC-T focuses on the interplay between the built, social and economic environments. It also focuses on information and knowledge management related to crime, violence and victimisation in human settlements.

Jagori

Jagori (meaning awaken, woman) is a women's training, documentation, communication and resource centre that was established in 1984 in Delhi, India. It has the following objectives: consciousness-raising and awareness-building amongst women in rural and urban areas of North India on VAWG, legal rights, health issues, and other issues central to women's empowerment, such as livelihood, education and the rights of the girl child. The main activities of Jagori include training and capacity development for women's grassroots leadership; action research on issues of marginalised women in urban spaces and their safety and inclusion; production and distribution of creative material to meet the information and analysis needs of women's groups, NGOs and the development sector; and advocacy on women's empowerment and rights. Jagori is also active in networks of feminist groups in South Asia.

Centro de Intercambio y Servicios Cono Sur Argentina (CISCSA) (Exchange and Services Centre, Southern Cone, Argentina - Coordinator of the Latin America Women and Habitat Network)

CISCSA is a not-for-profit NGO, founded in Cordoba, Argentina in 1988. Its objectives are to promote and support social organisations, as well as to contribute to local governments' design of public policies and actions in relation to diverse urban and social issues. CISCSA assists in local development projects working with civil society organisations and municipalities. They support exchange and outreach seminars, bringing together varied civil society actors and local government representatives to share the results of studies. The organisation also disseminates information on its work through its many publications. CISCSA works at national, regional and international levels to strengthen bonds amongst organisations and institutions committed to urban issues and human habitats, specifically those who approach these issues from a gender perspective.



GICP partners sharing their experiences together in Dar es Salaam in 2011. Photo credit: Sohail Husain

An International Advisory Committee was set up to provide inputs and feedback to the programme and included a range of experts in the field of safe cities, VAWG, urban violence and crime prevention. In addition, each city set up a local Advisory Group to give similar inputs at the city level. In each city, the project has unfolded in three phases:

- **Phase 1:** Information gathering (street surveys, focus group discussions, WSAs, and policy reviews including interviews).
- **Phase 2:** Public and stakeholder awareness, engagement and advocacy (public meetings, workshops, reports, media events, cultural events, and meetings and capacity development with women).

- **Phase 3:** Interventions (unique to each city and based on the information gathered about local issues related to women's safety and inclusion).

Monitoring and evaluation

An action research approach to evaluation was adopted. The Programme Evaluator (based in the UK) worked closely with project partners to gather information and share their findings as the work progressed. As GICP was intended to build a knowledge base about gender inclusion through research, there also needed to be a strong link between the Programme Evaluator and the Programme Director.

17. Koskela, H.; Pain, R. (2000). "Revisiting Fear and Place: Women's Fear of Attack and the Built Environment". In *Geoforum* 31, 269 - 280; Whitzman, C. (2007). "Stuck at the Front Door: Gender, Fear of Crime and the Challenge of Creating Safer Space". In *Environment and Planning* 39, 2715 - 2732; Sweet, E.; Ortiz Escalante, S. (2010). "Planning Responds to Gender Violence: Evidence from Spain, Mexico and the United States". In *Urban Studies* 1.19.

18. Travers, K. et al. (2008). *Women's Safety: A Shared Global Concern*. Montreal: International Centre for the Prevention of Crime (ICPC); Whitzman, C. (2008). *Handbook of Community Safety, Gender and Violence Prevention: Practical Planning Tools*. London: Earthscan; Women in Cities International, Huairou Commission, Red Mujer y Habitat de America Latina. (2008). *The Global Assessment on Women's Safety*. Nairobi: UN Habitat.

Evaluation activities were planned and coordinated by the Programme Evaluator, who was supported by a part-time Research Associate at each project site. The Research Associates had a range of academic and professional backgrounds and included university researchers, a social affairs journalist, and a freelance researcher with a specialist interest in gender. The monitoring and evaluation programme had to be implemented within tight resource constraints that supported the Programme Evaluator for (on average) 50 days per year, the Research Associates for 25 days per year. One visit of up to four days was made by the Programme Evaluator to each project to gain a first-hand understanding of the local context and organisational arrangements, to meet with project partners and other stakeholders, to view the locations where interventions were planned and to have discussions with the Research Associates.

During the GICP, monitoring and evaluation activities were designed to:

- Track delivery of the GICP and enable timely support to be given to keep the programme on course;
- Capture learning about the processes and tools used, as well as the challenges and benefits of a multi-country programme;
- Assess what each project achieved through its interventions and other activities, as well as progress made towards the intended outcomes;
- Foster reflective learning and knowledge exchange amongst GICP partners ; and
- Facilitate dissemination of the findings and their wider implications for gender inclusion to other audiences.

Ongoing monitoring of project activities was carried out jointly by WICI and the Programme Evaluator through regular monthly verbal progress

updates, email exchanges and formal biannual progress reports prepared for UNTF. On one occasion, an implementing partner required additional support during the data collection phase as this was a new activity for them. In response, a visit was scheduled to provide on-site support.

In the first year of project development, evaluative work was primarily focused on capturing learning about the processes and tools used to acquire knowledge about patterns of gender exclusion. Research Associates carried out a critical appraisal of the use of FGDs, streets surveys and WSAs, considering both the tools and the processes. A further review focused on the advisory groups/technical committees that were set up by implementing partners in each city. For each tool/process a research template was developed that provided a common framework but allowed for adaptation to local circumstances. The evaluation methods used included activity observation and structured interviews with local partners, women involved in information gathering and other stakeholders.

In the second year, evaluation concentrated on intervention planning and the process by which implementing partners mobilised local women/women's groups, engaged stakeholders and made choices about the actions to be pursued. Critical factors considered were the value of information gathered about gender exclusion; prevailing political priorities and cultural attitudes; and the credibility of project partners in the local context. The research aimed to assess what approaches, practices and other factors affected project planning and the challenges encountered. Research Associates sought answers to a common set of research questions through wide consultation and observation, and prepared a report that delineated the planning and steps of the intervention, activities and expected results in each city.

Evaluation work in the final year was concentrated on the implementation of interventions, especially those delivered by institutional stakeholders. This included assessment of the 'distance travelled' in each city, the role played by project partners, and the sustainability of changes initiated by GICP in the ways cities are planned, managed and serviced. As the interventions varied greatly, a separate research plan was prepared for each location. Research methods included for example, observation of training, community meetings and stakeholder discussions, as well as semi-structured interviews with project partners, women beneficiaries and institutional stakeholder representatives. Following data collection, a report on the progress and challenges in implementation of activities in each city was prepared. Evaluation of the impact of the interventions was not planned or practicable as implementation only commenced in the final 18 months of GICP and some interventions did not start until the final year, though there was some analysis of the impact on implementing partners and communities.

About this publication

This publication has been produced to disseminate the knowledge and experience gained by all partners working on the GICP. As the GICP represents the first cross-regional multi-country programme in the safe cities for women field, and given the scarcity of information relating to safe cities for women work, it is vitally important that its successes, challenges and lessons learned are shared. It therefore serves as documentation and assessment of the processes and strategies associated with the GICP, reflecting the information collected and analysed by WICI through its coordination activities and by the Programme Evaluator through the evaluation process. It does not attempt to provide a comparative analysis of

the four cities involved, nor does it offer an impact evaluation for the reasons given above.

It is hoped that this publication will be a resource of use to women's and community-based organisations, development agencies, governments, urban planners, police, media, academics, and public service providers. It begins by examining city by city, the design and delivery of interventions, focusing on the organisational approach of the implementing partners, key partnerships, successes and challenges, and related lessons learned. This is followed by a series of cross-programme perspectives. The first examines the wider effects of the programme, beyond the project intervention areas and even outside the participating countries. This is followed by a review of the experiences gained from delivering this multi-country programme, examining the benefits and challenges, as well as how the organisation type and prior work of the implementing partners affected the course of projects. A cross-regional analysis of gender exclusion, based on the information gathered in the first phase of the programme, is then presented. After this comes a review of the methods and approaches used by partners to empower women and engage key stakeholders in the different contexts. This leads on to an appraisal of the development of partnerships and the delivery of interventions. Finally, this publication's conclusion draws together findings from the four cities and assesses their implications for future directions for action.

CHAPTER 2

Dar es Salaam, Tanzania



Ngazi Mbili, an area in Keko Ward that was identified as unsafe during GICP WSAs. Photo credit: ICNIC-T

Introduction

Tanzania¹⁹ is a unitary republic formed in 1964 by the union of mainland Tanganyika and the islands of Zanzibar. Its population is currently 47 million but this is rising steeply and projected to exceed 70 million by 2025.²⁰ At the same time there is rapid urbanisation with the proportion of the population in cities expected to rise from 32 per cent in 2000 to 58 per cent in 2030.²¹

Administratively, the mainland comprises 21 regions that are subdivided into 99 districts, within which operate 133 councils that are the local government authorities.²² About one-fifth are urban and further classified as city councils (such as Dar es Salaam), municipal councils or town councils. The assignment of service delivery responsibilities between different levels of government is guided by the policy of ‘decentralisation by devolution’, meaning that

19. The following four chapters, about each city, are organised in alphabetical order.

20. United Republic of Tanzania. (ND). “Population Projections”. *National Website*, <http://www.tanzania.go.tz/populationf.html>.

21. UN-HABITAT (2005). *Financing human shelter. Global report on human settlements 2005*, Table B1. Earthscan: London and Sterling VA, <http://www.unhabitat.org/jo/pdf/GRHS.2005.pdf>.

22. The government has announced the formation of four more regions. This decision is expected to take effect when a ‘Notice’ is published in the *Tanzania Government Gazette*.

functions are assigned to, and public services are delivered by, the lowest government level that can do so efficiently and effectively. Local government authorities' exclusive responsibilities include the maintenance of peace, security and good governance; local land use planning; sanitation; public markets and other local amenities. They are also exclusively responsible for local administration.

Tanzania has legislation and several national plans that address gender equality and VAWG, including the *National Plan of Action For The Prevention and Eradication of Violence Against Women and Children* (2001 – 2015), the *Women and Gender Development Policy* (2000) and the *National Strategy for Gender Development* (2005). The *National Strategy on Urban Crime Prevention* also addresses domestic violence, safety in public spaces and violence against vulnerable groups.

Official crime data are compiled by the police and reported to Parliament by the Minister for Home Affairs annually. However, the data are not collated or analysed by gender, so it is difficult to determine the level of victimisation among women and girls. Recently, due to several campaigns on VAWG, separate 'Gender Desks' have been set up in police stations. These are staffed by female officers and afford women the possibility of registering victimisation and other complaints in a safe and friendly environment.

Dar es Salaam is one of the fastest growing cities in sub-Saharan Africa. It is comprised of three municipalities, Kinondoni, Temeke and Ilala. Its population rose from 69,000 in 1947 to 1.4 million in 1988 and 2.5 million by 2002, with almost exactly half the total being women. The growth rate at that time was still 4.3 per cent, fuelled by natural increase, immigration and a transient population. Most of the new urban expansion is taking place in an unplanned manner (ie informally). Consequently, the city is

facing problems of inadequate service provision, an acute shortage of housing, high rates of unemployment and widening income disparities.

Context of the project

The Safer Cities Programme was initiated by the Dar es Salaam City Commission in collaboration with UN-Habitat and officially launched in 1988. It aimed to strengthen the capacities of local authorities to address insecurity and delinquency in partnership with communities and other stakeholders. Specific objectives included capacity-building in crime prevention at municipal and grassroots levels; supporting community crime prevention with special emphasis on the security of groups most at risk (women and youth); strengthening law enforcement; and facilitating access to new forms of justice at the community level.

The Safer Cities Programme adopted the WSA as a means of enabling women to participate in making their living environment safe, which in turn would allow them to engage in more social and economic activities. In Dar es Salaam, women in localities such as Manzese, Mchikichini, and Kurasini identified environmental





and socio-economic factors that contributed to their insecurity and agreed upon strategies to address the problems while working in partnership with other stakeholders in the community, including men. Poor management of urban space, evidenced by a lack of street lighting, narrow paths, un-named streets, old unfinished or dilapidated buildings, lack of open spaces, unlit bus and taxi stands, unfenced

primary schools, unprotected cemetery sites and lack of signage emerged main concerns. The women also identified social and economic causes of insecurity pertaining to environmental management, including the brewing and drinking of illicit alcohol, the presence of informal markets and illegal video show centres.

The Safer Cities Programme was mainstreamed within local government authorities and at the national level in the Prime Minister's Office. Additionally, in 2008 some of its key participants set up an NGO, the International Centre for Network and Information on Crime in Tanzania (ICNIC -T), to take the work that had been started forward through documentation, dissemination and research. ICNIC-T builds the capacity of, and supports, communities, local authorities and central governments to take effective action to prevent criminality and reduce crime. It works in partnership with the local authorities in Dar es Salaam, namely the City Council and the three constituent municipalities, as well as with police and other stakeholders, to empower communities to reduce the vulnerabilities of women and girls and promote

their access to safe public space. The GICP was ICNIC-T's first project and implementation was planned in two lower income wards (Keko and Ubungo). Both have mixed land use, including planned and unplanned residential areas and industrial areas, as well as transportation routes (roads and railway lines). Public spaces include open markets, playgrounds, cemeteries, bus stops and uninhabited forested conservation areas.

Ubungo Ward is divided into five sub-wards (*mtaa*) with a total population of 54,000 and approximately equal numbers of men and women. In discussions with local leaders it was agreed to work in three *mtaa*: Kisiwani, National Housing and University. Public services and facilities here include primary schools, a university and college, dispensaries, water services and electricity supply. There are significant differences in the level of service provision between *mtaa*, largely linked to the extent to which the area is or is not planned. For example *mtaa* Ubungo Kisiwani has no primary school or dispensary, so residents must use facilities in a neighbouring *mtaa*. National Housing *mtaa* has a primary school, secondary school and a dispensary. The bus terminal is also located here. Electricity and water are available in all sub-wards, although there are frequent shortages in the entire ward.

Keko Ward is also divided into five *mtaa*, which have a combined population of 47,000, made up of equal numbers of men and women. Discussions with local leaders led to the selection of three *mtaa* for interventions: Keko Mwanga A, Keko Mwanga B and Keko Magurumbasi. Keko Mwanga A and B share one primary school (unplanned), while Keko Magurumbasi has one primary school (partly planned). Public services here include schools, dispensaries, electricity and water.



Cemetery in Mwangi B Mtaa in Keko Ward. This area was identified as unsafe during GICP WSAs.
Photo credit: Sohail Husain

Gender exclusion and violence against women²³

The data collected in the two wards were used as the basis for determining which interventions to implement. In the street survey, 600 women were interviewed, 100 in each of the chosen *mtaa* (three in each ward). Of this total, 37 per cent reported that they feared sexual harassment in public spaces, while 48 per cent feared robbery. Three-quarters reported that being a woman was an important factor causing them to feel insecure in public spaces. As mentioned earlier, both areas were low income neighbourhoods, so most people tended to use local services and walked or used public transport to get around. They had

to be on the streets and in other public spaces for daily activities such as shopping, collecting water and taking children to and from school. Consequently, the feeling of insecurity and fear they experienced in such spaces was a significant burden on women that not only affected their peace of mind, but also their freedom to carry out essential everyday tasks.

In both the wards a large proportion of women reported facing sexual harassment both during the day and after dark (55 per cent in Ubungu and 30 per cent in Keko). A larger percentage of women had only experienced incidents in the day, most likely because they did not venture out into public spaces after dark. In fact, 72 per cent avoided going out alone after

23. For more detailed information from the research and data collection, see the first two reports of the GICP- http://www.womenincities.org/pdf-general/gicp_baseline_compress.pdf; http://www.womenincities.org/pdf-general/GICP%20Tools%20Report_internet.pdf.

dark to protect themselves from violence and crime; another 43 per cent avoided wearing certain types of clothes; and 32 per cent avoided going to isolated areas. Despite these staggering numbers, a full 70 per cent of respondents had not taken any action when faced with sexual harassment or assault, and only 7 per cent had reported such an incident to the police. Thus in Dar es Salaam, as in other cities, women took on much of the burden of dealing with insecurity themselves.

Women highlighted several contextual factors as causes of fear or insecurity. In Keko, survey respondents cited poor lighting (59 per cent) and men dealing and using drugs (60 per cent) as the main ones, while participants in WSAs focused on lack of signage, street lighting and basic infrastructure. Concern was expressed about the lack of cooperation between police, the community and the local municipality, and establishing and strengthening community policing was a strong recommendation. There was further concern about how to engage unemployed young men in useful work and prevent them from joining gangs or getting involved in drugs.

Survey respondents in Ubungo highlighted poor lighting (40 per cent), crowded public transport (46 per cent), lack of visible policing (42 per cent) and men dealing with drugs (44 per cent) as factors contributing to women's insecurity. Concern about street lighting was also expressed in the WSAs, as was poor signage, unplanned buildings and an informal market located at a busy road crossing. Lack of employment opportunities and drug use among youth were seen as factors that increased the level of crime. A number of suggestions were made to change this situation, such as fencing off an adjoining forest area to protect passers-by and removing several unfinished buildings, which were used as hiding places by criminals. In both

areas it was reported that the roadside (65 per cent), the market place (21 per cent) and waiting for public transport (21 per cent) were the main types of location where women had faced sexual harassment, and women were able to identify specific sites that they felt were particularly unsafe.

From the data collected using the different methods and tools, three sets of issues can be identified as contributing to women's lack of safety. The first was the lack of employment and facilities for young men which had multiple adverse consequences, including criminal and anti-social behaviour, drug usage and involvement in gangs. This was seen as a serious problem in all the communities. The second related to policing where basic infrastructure for communications, transport and office equipment was seen as being inadequate or lacking. Women felt that there were too few officers working locally and they had insufficient training on VAWG. This resulted in a lack of sensitivity by officers when dealing with this issue and, in some cases, even the condoning of violence. Lack of police accountability, the observance of human rights and adherence to good governance principles were all concerns. The lack of a recognisable forum for police engagement and partnership building with the local government authorities at municipal/ward levels was perceived as an obstacle to effective policing.

The third set of issues identified was linked to poor urban design and planning, especially in unplanned and unserved settlements. Problems identified included a lack of street lights and street names, as well as poor neighbourhood design. Inadequate enforcement of municipal by-laws guiding the use of open and other public spaces, as well as of trade, building and environment regulations, further contributed to making the environment unsafe for women.

In addition to these factors, in Dar es Salaam (as in the other cities to some extent) there was discussion around women's responsibility for their own safety. In several FGDs, participants spoke about the way women dressed and how women brought sexual harassment upon themselves through dressing or behaviour deemed inappropriate. This led to a review by ICNIC-T of prevailing attitudes towards women in the communities and amongst stakeholders, and recognition of a need to develop different perspectives on the issue. As a way of opening up further discussion on this widespread public viewpoint, the ICNIC-T team decided to begin a more general awareness campaign on women's right to a life free of violence.

Interventions

On the basis of data collection and community discussions, participants in Dar es Salaam decided to undertake two interventions that would be implemented across both project sites. Specifically, they decided to work on community policing and improving infrastructure, focusing particularly on street lighting and signage. It was hoped that the issue of unemployed youth would also be at least partially addressed by these activities, though it was acknowledged that the problem was too large and required too specialised an approach to be dealt with directly by GICP partners at the time.

As part of the *Tanzania Police Reform Programme* (2006-2014) and under the *Draft National Policy on Community Policing* (2007), Tanzania is implementing community policing nationally. At a practical level, this involves engaging citizens in the creation of safer neighbourhoods by providing safety advice, encouraging vigilance and supporting the police. A key component is the establishment

of neighbourhood watch groups (traditionally known as *sungusungu*). Members of these groups are usually volunteers and are appointed by Defence and Security Committees, part of the *mtaa* administration. Watch groups are assigned to patrols during the hours of darkness under the supervision of an appointed commander and the *mtaa* Chairperson in collaboration with two police officers. Their role is to discourage crime, respond to incidents and provide help to citizens.

Within this framework, effective and accountable policing which addresses and responds to issues associated with women's safety and inclusion, was deemed a priority. ICNIC-T worked with the police to achieve this by helping to develop the capacity of community police officers and watch group members to deal with VAWG in the community; engaging with communities to spread awareness of community policing generally and women's safety issues specifically; and contributing to the mobilisation of youth by recruiting them into *sungusungu*.

ICNIC-T was involved in several activities, the first of which was setting up *sungusungu* to regularly patrol the project areas, especially after dark. While it was planned that both project areas would receive resources for the establishment of *sungusungu* in the future, the GICP provided leverage and the programme was instituted earlier than scheduled to take advantage of the work that had been started. While *sungusungu* throughout Tanzania were being given the mandate to prevent crime and violence, the specific input to capacity development provided through the GICP raised group members' awareness and ability to respond to VAWG with a strong human rights approach.

Sungusungu were set up in both areas, undertaking patrols on a regular basis. Their members were provided with basic equipment including torches, batons and cell phones, but

Learning Point

It is important to understand the strengths and capacities of partners involved in creating safer cities for women. When working with limited resources, it is more effective to build on existing experience and knowledge, rather than tackle issues that require external, specialised expertise.

Learning Point

When planning interventions to create safe and inclusive cities for women, look for already-existing programmes on which to "piggy-back". This can provide opportunities to gain resources and rapidly mainstream change.



Community members attending a meeting about enhancing *sungusungu* activities in Keko Ward.
Photo credit: ICNIC-T

Learning Point
Women's safety and concerns must be integrated into the design of any intervention. It is useful to recognise constraints that women face and work towards creating the conditions that would enable and facilitate their participation.

gave their time voluntarily. The groups were largely male. A few women did join but they tended not to participate in late night patrols due to safety concerns and competing family responsibilities.

We are trying to encourage women to join the watch groups because they can handle harassment cases against women better and more sensitively. Sometimes the males are not so sensitive.

- Male Ward leader at Ubungo during an evaluation visit, June 2011

ICNIC-T also participated in ward and neighbourhood meetings convened to improve multi-stakeholder communication and encourage community members to actively participate in

creating safer cities for women. ICNIC-T used these opportunities to disseminate results of the GICP research, to sensitise communities on women's rights to safety and inclusion, and to raise awareness of community policing. The meetings were attended by police women from the ward police posts, other ward police officers, Safety and Security Committee members and ward leaders.

Prioritisation within the *National Police Reform Programme* of the reduction of GBV and increased reporting of violence by women enabled ICNIC-T also to become involved in developing the capacity of police personnel. Gender sensitisation and human rights training equipped officers to deal with victims of violence in a sensitive manner. This complemented the efforts of the government to publicise GBV and

to promote suitable responses from the various actors involved in ensuring safety and security, which also included the auxiliary police and neighbourhood watch groups.

In addition, as mentioned above, Gender Desks have been set up in several police stations to encourage women to report violence in a safer and more conducive environment, providing an alternative to the traditionally male-dominated police stations. ICNIC-T has been able to network with police officers working at the Gender Desks, and the latter have attended GICP meetings. Under the *National Police Reform Programme*, the Gender Desks are primarily set up to respond to complaints associated with domestic violence. ICNIC-T's role through the GICP has been to ensure that issues associated with women's safety in public places are addressed in an appropriate and gender sensitive manner by Gender Desk staff.

Women, you should not be afraid to report violence, we have a Gender Desk now that handles your cases confidentially and with sensitivity.

- Female police officer during sensitisation meeting in Yombo Vituka- non project area, March 2011

Community discussions also highlighted the need for infrastructure improvements, particularly street signage, which was largely absent in most unplanned areas. Improving the physical environment was on the agenda of the authorities and plans already existed to erect signs as part of an on-going improvement programme for unplanned neighbourhoods. Names of streets had been established through a city-wide initiative, but installation of signs had been halted because of a lack of resources. As with community policing, ICNIC-T's objectives under GICP fitted well with official plans and work was able to

move forward smoothly through a partnership approach with the local authority. About 53 street name signs were installed on the major roads in the Keko and Ubungo project areas, facilitated by resources and publicity provided through ICNIC-T. To popularise the initiative and create awareness among community members, brief ceremonies were arranged where Councillors and Mayors 'launched' the signs.

Another planned infrastructure activity was a self-help initiative to improve lighting on the streets with illumination from adjoining houses and other buildings. Attempts were made to raise funds and elicit participation of the private sector to support the community street lighting and infrastructure upgrading initiatives, but this was not as successful as the previous examples.

Toward the end of the programme, ICNIC-T began an awareness-raising campaign on the importance of women's safety in public places and women's right to safety. It was felt that this additional activity was needed because community-level awareness of women's rights was still lacking or limited. Two primary schools in Keko were chosen to begin this work, Keko Mwanga Primary, and Keko Magurumbasi Primary. Initially, discussions aimed to raise awareness among teachers and students about the safety of girls in schools and surrounding local communities. This led to discussions of how to enhance community safety in schools and surrounding local communities at ward and *mtaa* levels.

Each school chose a team of three teachers who worked closely with ICNIC-T to arrange activities with students, such as poetry, song events, and other competitions and creative means to encourage students to reflect on these issues. One public event in Keko on the 50th anniversary of the Tanzania Police College was attended by over 1000 people. School students

Learning Point

Where services to deal with VAW in domestic/private spaces are already established, the staff may be in a better position to incorporate responses to women's safety in public spaces into their work, especially if their capacity to deal with VAWG has been developed through training and other methods.

Learning Point

Attitudes towards women and girls in public space (demonstrated by people's speech and actions) affect how safe and included women and girls feel. Therefore, changing public attitudes and behaviours associated with women's and girls' use of public space is necessary when planning cities that are safer and more inclusive for women and girls.

presented a programme with the message “Women’s safety is safety of all and cannot be ensured through efforts of women alone!” The teams also performed drama, songs and poetry in the two primary schools during the Year 7 graduation ceremonies, which were attended by government officials, parents, community members and all the students. Afterwards, posters with messages in Kiswahili advocating women’s safety were distributed and displayed on walls in business premises, government offices and schools. At other events and meetings there were further discussions on issues around safety, improved infrastructure, attitudes towards women and girls and specific insecurities faced in and around the school area.

Successes and challenges

The expected outcomes of these actions were at two levels: first, an enhanced feeling of safety and safer movement by women and, second, an improved response from police and law enforcement officials towards women and on issues of VAWG. It was further expected that GICP work would influence decision makers at municipal and ward levels to adopt strategies to improve women’s safety in local plans, thereby mainstreaming women’s safety. While it is not possible to clearly state whether women’s safety was improved as a result, brief street interviews conducted by ICNIC-T in the project areas towards the end of the project suggested that the activities



Students from Keko Magurumbasi Primary School performing a song about women’s safety at a public event. Photo credit: ICNIC-T

linked to community policing and the improved street signage both contributed to women having a greater sense of security.

I feel confident when I walk the streets. I know for sure that I have a right to walk without feeling afraid and I appreciate myself more and can talk about issues on our safety in public meetings.

- Woman in GICP project area, 2011

The streets are much safer; we can hang out our clothes to dry even after dark and no one steals them.

- Woman in GICP project area, 2011

At the time of writing, however, any conclusion has to be tentative and indicative, rather than definitive. The interventions have only been implemented over the past 18 months and it is too soon to expect any significant impact on actual safety, something which requires attitudinal, behavioural and policy-level change at multiple societal levels.

There have been some positive indications that ICNIC-T's work with the police is contributing to attitudinal and behavioural change. It was observed at two community meetings in Keko Mwanga A that police officers included women's safety in public places, alongside community policing and crime, in their presentations. Further, in their sensitisation programmes in the wards of Keko and Ubungo, as part of the National Community Policing Programme, women's safety issues were brought up. It appears that local police are now able to link women's safety issues in public spaces with wider community policing initiatives. For example, in a non-GICP project area, Vituka, women were encouraged to carry the mobile phone numbers of members of watch groups or ward police so they could make contact if they faced harassment or assault. This reflects

advice given in a meeting organised by ICNIC-T in Keko where women police provided their telephone numbers to women in the community.

Significant changes are expected in future police training and procedures with regard women's safety and responding to VAWG. As a recognition of the long-term commitment needed for such a process, ICNIC-T has been invited by the police to provide further inputs. Both ICNIC-T and the police are currently looking for resources to support this and the police have added it to their plans to enable funds to be allocated.

As mentioned above, a key reason for some measure of success has been the alignment of interventions with existing government priorities and programmes, such as community policing, police reform and street naming. This synergy has given momentum to the project. For a small programme like the GICP to have a significant impact, it needs to strategically build upon such opportunities. On the other hand, taking advantage of this kind of synergy can also make it difficult to isolate which effects can be attributed to the initiative. Further, when priorities of other actors change, it can affect or derail project activities.

Dar es Salaam has several structures and institutional mechanisms which deal with crime prevention at the community level, both within the municipality and the police (Safety and Security Committees, Gender Desks, *sungusungu*). While these institutions tend to approach the issue from a crime prevention perspective, the GICP has placed women's safety concerns within these structures. However, one of the less positive outcomes of the *sungusungu* has been that some of the youth who were seen as creating trouble or committing crimes have left the area as a result of the patrols. While this might have made the area feel safer in the short term, it did not really solve the problem of

Learning Point

While extremely useful, building synergies between new activities and already-existing policies and programmes can make it difficult to attribute results to any specific action or actor.

Learning Point

Building synergies between new activities and already-existing policies and programmes means that the success of new activities will depend upon the programmes and policies with which they are aligned – carefully choose programmes and policies which seem to have long-term goals and priorities which align with safe cities for women work.

youth unemployment and underemployment leading to young people engaging in crime or drugs. Rather, it simply displaced the issue to another community. It therefore is imperative for these issues to be seen from a wider societal perspective which addresses factors such as poverty and social exclusion. At the same time, addressing issues such as unemployment or youth drug addiction is a complex social, economic and political issue and there are no easy solutions. Thus, while smaller initiatives such as the GICP should aim to tackle both situational and social issues relating to women's insecurity and exclusion, they should also continuously aim to upscale their work in order to create large-scale change.

In Dar es Salaam, there is also concern about the sustainability and continuity of the watch groups as they require substantial commitment by volunteers who are only remunerated through small community contributions, which may not be affordable in the longer-term. Volunteers also need to be accepted and trusted by the community. A majority of the volunteers are currently young men who have the time and move around after dark without fear, but they may not be able or want to continue if they find employment. As mentioned above, while women have been encouraged to join the watch groups, many women have reported finding it difficult to

to patrol at night as they do not always feel safe themselves and are constrained by familial and domestic responsibilities.

Another concern that has arisen is that some community and *sungusungu* members believe that women are responsible for sexual harassment because of their clothes or behaviour. While this is a common perspective, not only in Dar es Salaam but in many places around the world, a strong women's rights viewpoint is needed to challenge this assumption. Towards the end of the GICP ICNIC-T began addressing this issue through a more general women's rights awareness-raising campaign in schools, posters and other media. It is recognised that the process of changing attitudes is a long-term one which needs to continue alongside more concrete initiatives, such as improved policing and infrastructure.

The strength of the work in Dar es Salaam has resulted from ICNIC-T's ability to secure the interest and support of a range of stakeholders, including the police and municipalities, along with the alignment of GICP with national plans and priorities. This has ensured that there is commitment at several levels and that GICP activities could be integrated into existing initiatives, making them more likely to be sustained and more likely that considerations of gender inclusion will become mainstreamed into regular programmes and government initiatives.

CHAPTER 3

Delhi, India



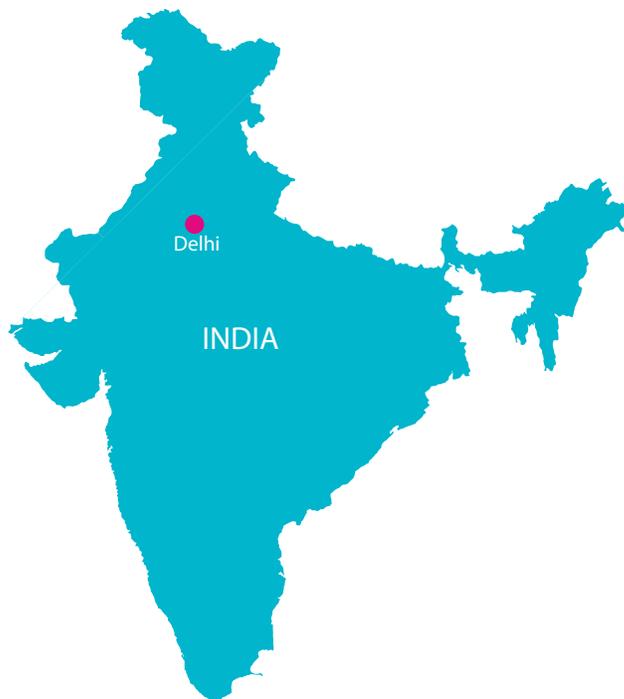
Delhi University students participate in a signature campaign to promote a safe and inclusive campus.
Photo credit: Jagori

Introduction

Delhi is the capital of India and the third largest city in the country after Mumbai and Kolkata. Officially known as National Capital Territory (NCT), it has a population of 16.7 million according to the 2011 census. The city lies along the bank of the Yamuna River and is divided into Delhi, a very old settlement, and New Delhi, a settlement built during the British period, which became the nation's capital after independence in 1947.

Today the city has expanded in all directions and is spread over an area of 1484 square kilometres.

NCT Delhi has its own Legislative Assembly and is run by a democratically-elected Chief Minister. However, the Union Government of India and the government of NCT Delhi jointly administer New Delhi because it is the capital city and the seat of government of both the NCT and of India itself. The city is divided into nine districts and has three municipal corporations: Municipal Corporation of Delhi, New Delhi



Municipal Council and Delhi Cantonment Board. The Municipal Corporation of Delhi handles civic administration for the major part of the city and is one of the largest municipal corporations in the world. Services like transport are taken care of by the Delhi government whereas others, such as the police, are directly under the control of the central government.

Per capita income has risen rapidly in Delhi, increasing by 60 per cent between 1991 and 2000.²⁴ Today it is more than two and half times the national average. While Delhi has capitalised effectively on new growth opportunities since the opening up of the economy in the early 1990s, benefits have been very unevenly distributed; almost 52 per cent of the population live in slums and resettlement areas with poor access to basic services. Also of note, the city has a low sex ratio of 866 women per 1000 men.²⁵

In Delhi, women's safety has emerged as a key concern. A 2004 public perception survey of 13,000 people conducted in preparation of the first Delhi Human Development Report revealed

that only 19 per cent of respondents felt that Delhi was safe for women and almost 90 per cent stated that public transport is unsafe for women.²⁶ Further crime statistics indicate that there are high levels of reported crimes against women in Delhi, including sexual assault and molestation.

The Government of Delhi has initiated a wide range of programmes that aim to promote women's empowerment and address discrimination against women. The Department of Women and Child Development is the focal point for all programmes and interventions relating to women in the city. The Delhi Commission for Women (DCW), established in 1994, is mandated to ensure that adequate provisions for women's advancement are included in all state policies, plans and programmes. It also runs a helpline that specialises in VAWG cases. Mission Convergence, established in 2002, works to address issues related to women's health and well-being, gender discrimination, community involvement, and empowerment for women living in low income settlements. More recently, in March 2011, the Delhi Government launched a programme called *Awaz Uthao*, which is being piloted in 15 low-income communities. This aims to build multi-stakeholder collectives that will address women's safety at the local level through direct engagement with key stakeholders, including the police, civic bodies, education institutions, NGOs and CBOs. A Special Police Unit for Women and Children (formerly the Crime against Women Cell), established in Delhi in 1983, focuses specifically on crimes against women.

Context of the project

GICP interventions designed by Jagori should be viewed in the context of the organisation's overall work. Jagori has been operating for 27 years, addressing different forms of VAWG –

24. Government of NCT Delhi. (2006). *Delhi Human Development Report*. Delhi: OUP.

25. Census 2011. (2011). *Delhi Population Census*, <http://www.census2011.co.in/census/state/delhi.html>.

26. Government of NCT Delhi. (2006).

domestic violence, sexual abuse, exclusion faced by vulnerable groups of women, sexual violence in the workplace, and rights violations of urban poor women, including informal sector women workers. The organisation has strong links with women's groups and grassroots groups across the country. Its core activities include documentation of women's experiences and struggles through action research, running a violence intervention centre, training and capacity building for a range of actors, and campaigning and advocacy.

Of particular note, in 2005 Jagori launched the 'Safe Delhi Campaign' with the aim of highlighting VAWG in public spaces. Research conducted during the campaign (including WSAs) reinforced the general perception that women in Delhi face violence and fear violence while moving around the city. Furthermore, it pointed to certain key factors that caused lack of safety for women, including poor lighting and infrastructure, crowded public transport, and a male-dominated public culture, all factors which were echoed in the GICP data collected. While the work done as part of the Safe Delhi Campaign was aimed at creating awareness at the wider city level, it was complemented by on-going community work conducted by Jagori in two low-income settlements through other programmes on basic rights and VAWG. As part of the Safe Delhi Campaign in 2005, the Delhi government supported a short training programme on VAWG for drivers and conductors of the local transport corporation.

The GICP built upon Jagori's early initiatives on safer cities for women and girls. There was a foundation of pre-existing partnerships, public interest, media coverage and stakeholder engagement. The continuity of work and the opportunity to expand partnerships, led to wide visibility for GICP activities in Delhi. The implications of Jagori's on-going campaign

work, in terms of visibility and political leverage, within the GICP are discussed further in chapter 6. Building upon the strengths and synergies of Jagori's pre-existing work, two project sites were chosen for data collection- the Delhi University area and Lajpat Nagar. A third data collection site, the Ajmeri Gate-Delhi Gate neighbourhood was subsequently added.

Established in 1922, Delhi University has grown into one of the largest educational institutions in India. It has approximately 220,000 students in 14 faculties, 86 academic departments and 79 colleges in various locations around the city. The Delhi University north campus, with its huge student population, was chosen for the GICP research. This is not a closed campus; it is open to the general public and many roads run through the site. University buildings and connected facilities are scattered across a large diverse area with residential neighbourhoods and commercial developments, as well as colleges and postgraduate departments. It includes many



different kinds of public space, including markets (the largest being Kamla Nagar), parks, bus stops and metro stations. To the east and south of the university, there is a green ridge area. This is regularly accessed by students, teaching and non-teaching staff, permanent residents, transient commuters, rickshaw pullers, vendors and others. It is also home to many migrant populations. There are several hostels and guest accommodations in the area and an international students' house. A large number of young women and women from the North-East states (who face higher levels of SH/SA in the city) live in the research area and several cases of SH/SA have been reported here in recent years.

Lajpat Nagar was chosen as it is diverse, very crowded residential and market area that was developed in the 1950s as a resettlement neighbourhood for people who had been displaced during partition. Many of the migrants who settled here set up small businesses and the area now hosts a flourishing market, one of the biggest and most popular in the city. It has a large bus depot, a railway station and more recently a metro station.

A third data collection area, the Ajmeri Gate-Delhi Gate neighbourhood, was added later at the request of an urban planning organisation which was working on its redesign. It is at the border between the old and the new city and is extremely crowded, especially around an entrance to the New Delhi railway station. As well as several residential neighbourhoods, within the area can be found two colleges (one of them an all-girls college), three schools, three hospitals (including a maternity hospital), hostels for women students and nurses, the Stock Exchange and offices. A police station and a branch of the Special Police Unit for Women and Children are also located here.

Surveys were conducted in all three areas. WSAs were carried out in the Delhi University area, where interventions were to be developed, and

the Ajmeri Gate-Delhi Gate area, to provide further input to the on-going urban redesign.

Gender exclusion and violence against women²⁷

GICP research data pointed to several key issues that had an effect on women's safety and inclusion, including infrastructure deficiencies, social attitudes, policing and the usage level of public spaces. A total of 1006 street surveys were completed in the three areas mentioned above. Over 50 per cent of respondents reported that they had safety concerns in the area, including sexual harassment (43 per cent), sexual assault (4 per cent) and robbery (24 per cent). Almost 90 per cent stated that gender was an important factor in terms of safety, and 55 per cent reported having faced some form of sexual violence in the past year, including 15 per cent who had been stalked. Seventy-four per cent reported that they had faced incidents of SH/SA in daytime, while 13 per cent reported that they had such experiences after dark. Given that 42 per cent also stated that they did not go out alone after dark, it is likely that this pattern is at least in part due to the fact that relatively few women are present in public spaces during the hours of darkness.

In Delhi, the issue of policing came up several times during the research. In the street survey, lack of visible policing was identified by 49 per cent of respondents as a factor contributing to insecurity and increased violence. At the same time, respondents also said that they did not feel comfortable approaching the police if an incident did occur and often were afraid of them. In fact, 18 per cent of respondents stated that they did not approach the police because they felt that they would be unresponsive and might have victimised them further. Therefore, sensitising

27. For more detailed information from the research and data collection, see the first two reports of the GICP - http://www.womenincities.org/pdf-general/gicp_baseline_compress.pdf; http://www.womenincities.org/pdf-general/GICP%20Tools%20Report_internet.pdf.

police and changing their behaviour was noted as a priority, in addition to increasing the number of police.

The police don't speak to us with respect.

- Participant from FGD with women street hawkers

Police stand in front of college gate during night, but when you go to the main roads there is no one. It's busy in the night but people don't stop to help.

- Participant from FGD with Delhi University students

Another point that continually came up during the research was the lack of public support for women and girls who experience SH/SA. Women spoke about how perpetrators could get away with impunity because those who witnessed incidents of SH/SA (bystanders and police) did not take it seriously and did not intervene.

It was a crowded area, a main market area, and an incident took place and I was just really shocked. Really, everyone was watching, no one was questioning those persons.

- Participant from FGD with call centre workers

We cannot trust anyone, no man on the street, because there has been no situation in which someone has come to help. Whenever I've faced harassment on a bus, like brushing of bodies, and if I've raised my voice, no one has done anything about it, neither the conductor or the men or the women.

- Participant from FGD with university students

Research findings also revealed that public transport was an area where women face particularly high levels of sexual harassment and fear. Survey results showed that 35 per cent of respondents felt unsafe in, or waiting for, public

transport. In FGDs, women repeatedly spoke about their fears and negative experiences while using all forms of public transport: buses, metro, auto rickshaws and taxis. This corroborated earlier research by Jagori and other agencies.

In college the worst thing happened to me. I was... travelling by bus and there was this guy sitting on the bonnet... The bus was full, so I went and stood near the bonnet. And this guy started rubbing his foot on my leg. I suddenly pushed him with my leg. He got up and slapped, he slapped me so hard.

- Participant from FGD with university students

It's not that just that the buses are unsafe, but that the people who do it [harass women], get away with it.

- Participant from FGD with journalists

Data from the Ajmeri Gate-Delhi Gate respondents highlighted concerns around sexual harassment (38 per cent), sexual assault (11 per cent) and robbery (36 per cent). Fear of robbery was significantly higher here than the other two areas (24 per cent around Delhi University and 18 per cent in Lajpat Nagar). Factors in the area associated with fear included poor lighting, lack of visible policing and high incidence of drug usage and dealing.

This is an extremely crowded area due to the high level of commercial and transport activity, with many people in the area at all times. However, most of the time, the majority of the area's users are male. WSAs revealed that the area generally lacked pavements and where pavements were provided, they had been encroached upon by stalls and parking. There were also several men's toilets on the road which were poorly designed and did not provide privacy for users or pedestrians, leading to discomfort for women and girls walking past. Recommendations for improved accessibility and safety included user-friendly pavements, better designed toilets for men, the provision of toilets

for women and the installation of well-located bus stops with proper shelters.

Of the 517 women who participated in street surveys in the Delhi University research area, almost 50 per cent were below the age of 25 and 51 per cent were students, although other user groups were surveyed, including lower level managerial staff (12 per cent) and housewives (29 per cent). Many residents and users of this area had concerns. Forty-four per cent reported fearing sexual harassment on campus and 84 per cent reported that their gender contributed to feelings of unsafety. The majority of SH/SA incidents reported took place either on the road, or while using or waiting for public transport. Forty-four per cent reported that they avoided using public spaces after dark for fear of sexual harassment or assault. Findings from WSAs conducted in the Delhi University area indicated several possible areas for GICP intervention activity. Issues raised included poor lighting (especially on regularly used routes, such as from the library to hostels), lack of pavements, lack of public toilets and heavy vehicle traffic. During the course of the GICP, some of these issues were addressed as part of the general infrastructure improvements made by the city of Delhi in preparation for the Commonwealth Games in October 2010.

The results from the FGDs in this area demonstrated that two groups of women faced specific forms of violence and insecurity: students from the North-East states of India and students with disabilities. Women from the North-East reported feeling vulnerable because of their distinctive looks and culture (they are perceived as being more western and therefore permissive) and several incidents of sexual violence directed at this group had been publicised. Delhi Police had been directed to provide protection to this group of women. Students with disabilities reported several concerns in terms of infrastructure,

safety and social inclusion. For instance, visually impaired women stated that it was difficult to trust strangers who offered help because they had experiences of strangers using offers of help as a pretext to touch inappropriately.

The data from the Delhi University area also pointed to the necessity of police officers being more accessible and friendly, so that both male and female students felt safe approaching them. Another point brought up in FGDs and WSAs was the perceived need for support mechanisms for women students using the campus. Recommendations included improved lighting, making streets more vibrant during the evening, and providing safe and accessible public transport options.

On the basis of the data and existing momentum from Jagori's earlier work, it was decided to focus interventions on two main areas. One involved working with the Delhi University community to raise awareness and engage stakeholders such as the administration and police to address safety concerns. The other was to improve women's safety while using public transport services. As mentioned above, Jagori had previously worked on the issue of public transport during the Safe Delhi Campaign. The GICP offered an opportunity for the organisation to upscale this effort.

Interventions

Delhi University

In the Delhi University area, GICP activities were aimed at building a safe and inclusive university space and changing attitudes and responses towards sexual harassment and women's safety. Part of the expected outcome of the intervention was the creation of a collective platform of the university administration, service providers, faculty and students committed to working on

Learning Point
Gender is not always the only factor which affects a woman's safety. Research about women's safety must also consider and respond to other factors which contribute to insecurity and exclusion in the city in order to increase safety for as many groups as possible. Further, the intersection of gender with other factors can cause increased vulnerability.



Bol, ki Bas Ab Aur Nahi (Say Enough is Enough) campaign, organised by the *Be the Change* group at Delhi University. Photo credit: Jagori

these issues. Thus, a great deal Jagori's efforts were focused on mobilising the Delhi University community and supporting students and faculty in their efforts to advocate for women's safety, take action against sexual harassment, and build partnerships with university administrators and other stakeholders.

At Delhi University action on sexual harassment was not new. Protests on the issue can be traced back to the 1990s when a group of students and faculty members put pressure on the administration to create a formal mechanism to address sexual harassment.²⁸ Delhi University has an even longer history of activism starting in the 1970s around VAWG and women's rights, which involved street plays, anti-dowry, anti-domestic

violence and anti-rape campaigns.

Jagori had 20 years' previous experience working with various Delhi University colleges and departments, delivering awareness-raising sessions on VAWG and engaging in advocacy and campaigns. Since 2005, as part of its Safe Delhi initiative, Jagori had worked with several groups of students to mobilise interest on women's safety. What distinguished the GICP from Jagori's previous work was its consistent focus over a sustained period of time, which led to links being created between a large number of stakeholders (such as the police, civic authorities, and university authorities). Also, Jagori's GICP work at Delhi University was aimed more specifically at reducing factors and situations which make women unsafe,

28. Baxi, P. (2001). Sexual Harassment. Available online from: <http://www.india-seminar.com/2001/505/505%20pratiksha%20baxi.htm>.

as well as creating greater awareness about women's safety and inclusion in cities.

To create a sustainable change process, Jagori assembled a core team of change makers, partnering with students from different colleges who were willing and able to take a leadership role. A core team of 7 – 10 men and women (the number fluctuated throughout the project) was formed and they named themselves *Be the Change*. The group regularly met informally by themselves and with Jagori to build capacity and develop activities. The process of creating a core team that was able to regularly meet over the course of the GICP was not easy, as students are an inherently transitory population. Continuity and sustainability were therefore always a concern.

The academic year at Delhi University begins in June with admissions and the colleges open in July. The GICP team and the core group worked with the university administration to give visibility to the issue of women's safety during the admission period through the distribution of advocacy materials and information about their campaign. This activity led to a three-day awareness-raising drive in several colleges, during which helpline booklets and badges advertising *Be the Change* were distributed. The drive was supported by Delhi University administration and participants were able to engage in 11 colleges, several private accommodation establishments and a few eateries. Parents appeared to be especially receptive to this activity and encouraged their children to be part of the initiative. A facebook page was also started to advertise the work.

An important activity by Jagori and the *Be the Change* group was participation in the monthly Area Security Meetings, organised by the Delhi Police and attended by Delhi University administration, faculty and students. They provided an opportunity for dialogue between

the university community and relevant authorities. Jagori and the *Be the Change* group used them as a platform to share women's safety concerns that were articulated during WSAs, information sessions and workshops held in different colleges. Through the provision of this data and regular presence at the meetings, they were able to get the issue of women's safety on the agenda and elicit responses from the authorities. For example, in response to students' concerns, mentioned above, about walking home from the library and laboratories alone in the dark, Delhi University authorities organised walking escort services on campus. The idea of installing closed circuit television cameras at different points on the campus was also debated as a prevention mechanism against sexual harassment though no decision was taken.

Jagori and the *Be the Change* group organised multiple street protests and demonstrations to highlight women's safety concerns on campus. One such event took place ahead of Holi, a local festival during which there is usually increased sexual harassment and violence against women. In March 2011, there was action to coincide with the first International Anti-Street Sexual Harassment Day. A march of over 600 students, faculty members and women beat constables was organised, covering all the major colleges on campus and culminating with a street theatre performance on the issue *Bol, ki Bas ab aur Nahi*. (Say, enough is enough!). Youth groups, individuals and media personnel joined the walk in solidarity. During the walk, *Be the Change* members worked to spread awareness about sexual harassment being a punishable offence and about Delhi Police Women Help Desks in the area.²⁹ Slogans demanding a violence-free campus and a zero tolerance against sexual harassment in the university were raised by participants during the walk. It was notable that the Delhi police joined the

29. The Delhi Police has set up Gender Desks at different points on the campus to deal with cases of SH/SA and provide support to any woman who approaches them.

Learning Point
Schedule awareness-raising events to coincide with other events (especially those which are associated with increased VAWG). This enables messages to reach a wide audience at a critical point.

march and that the students and other participants were accepting of this. This represented a significant accomplishment as the police were usually an institution that students protested against.

Later in the year Jagori along with the *Be the Change* group organised further awareness-raising workshops in several colleges, both single-sex and co-educational. Members of the group took the lead in organising the events (as opposed to Jagori taking the lead) and different approaches and media were used. For example, in one college, comic making was employed as a way to get students to creatively explore the issue of safety and inclusion. In another, students photographed the campus and used their pictures as the basis for discussion about experiencing public space. In yet another college, a film was used to introduce the issue of masculinity, men's role in addressing VAWG and women's safety. At the end of these workshops, a street play about safety and inclusion was created and performed by the students.

In addition to what was produced in their awareness-raising workshops, the *Be the Change* group also created their own publicity material to have a visible identity. They chose the image of a loudspeaker as their logo, which symbolised the act of speaking out against VAWG. Badges, bookmarks and banners were created using the logo and the materials were distributed throughout the university.

At the end of the GICP, *Be the Change* was primarily a student-led group. This meant that it had a particular energy and direction, which appeared to resonate well with other university students. However, the group lacked diversity and did not include the multiple stakeholders with a role to play, such as administrative staff or university authorities. The involvement of other actors would have increased the reach and depth of the *Be the Change* group within Delhi

University, as indicated by the fact that their activities appeared to have more impact and visibility in those colleges where teachers offered some support.

Beyond being a catalyst of the group, Jagori also developed partnerships with select stakeholders to address concerns that had arisen out of the research. For example, to address the concerns of students with disabilities, Jagori reached out to the Delhi University Equal Opportunity Cell (EOC). The EOC works as the nodal agency for students with disabilities, or of minority status, or with disabling environmental, economic and cultural barriers. Disability and minority are treated here as equal rights issues on a par with other forms of unjustifiable discrimination and prejudices. Over 1200 students from different colleges are associated with the EOC.

The association of Jagori with EOC began during the Safe University Campaign in 2009-2010. During that time, Jagori and the EOC discussed translating women's helpline booklets into Braille – an activity that was completed as part of the GICP. The booklets were widely distributed among students during EOC orientation activities. The GICP team subsequently developed a partnership in October 2010 between EOC, a gender expert working with persons with disabilities and a disability expert. A main objective of the partnership was to organise information sessions in different colleges on gender and disability with a focus on women's safety in public places. A WSA was conducted with disabled students' representatives and recommendations from the audits were submitted to the Delhi University authorities.

The other key partnership that Jagori attempted to form was with the Women's Studies Development Centre (WSDC), which is a university-level nodal body that liaises with WDCs in individual colleges. The mandate of the WDCs is to deal

Learning Point

When raising awareness about women's safety, ask participants to use different tools such as photography or drawing to express how they experience safety and inclusion (or lack thereof). The creative process helps people grasp the issue, while the product of the process can help in communicating messages to a wider audience.

with issues of gender discrimination and sexual harassment. The Jagori team attended several meetings organised by the WSDC to discuss solutions to problems of sexual harassment and sexual violence on campus with diverse stakeholders, including the police and university authorities. During the GICP, a formal partnership did not materialise and Jagori continued to engage directly with individual college WDCs (especially those where members of the *Be the Change* group study). Towards the end of the project, the WSDC took the lead to work with the Delhi government programme on women's safety, Awaz Uthao. More information is given about Awaz Uthao, which was introduced partly as a result of GICP and the Jagori Safe Delhi initiative, in Chapter 6.

Jagori's multiple Delhi University intervention activities led to higher visibility for the issue of women's safety among several important stakeholders on campus, including students. As mentioned above, the continuity of *Be the Change* was always a concern because students are only on campus for a few years. So it was important for the group to include new members, bring in other actors, such as faculty staff, and increase its number to have a bigger presence and to ensure sustainability. The GICP project showed, however, that creating successful partnerships can be a difficult and time-consuming process. An effective partnership with the WSDC, which could have given GICP a wider platform, proved difficult to forge and the EOC partnership was only able to deliver a small number of discrete activities, not a more holistic approach. With the university being such a large complex entity with many independent colleges and departments, as well as the connectivity of safety issues with local housing and economic activities and transport, the GICP showed the necessity of engagement with multiple partners

at multiple levels to take forward interventions that have wide impact.

Addressing women's safety on public transport

As the data clearly indicated, SH/SA on public transport emerged a major concern for women's safety in Delhi. As part of the Safe Delhi Campaign, a partnership was forged in 2006 with Delhi Transport Corporation (DTC) through an initiative launched by the Chief Minister of Delhi. That initiative included the training of 3600 bus drivers and conductors on gender sensitivity and sexual harassment on buses, messaging on buses and at bus depots, and the creation of a helpline for women passengers. While the helpline failed to take off, the messaging and the training were successful in raising awareness of women's safety to large numbers of people. A brief review conducted in 2009 showed that the drivers and conductors who had undergone training remembered the content and requested follow-up sessions, and recommended upscaling the initiative to reach drivers who were not part of the original training group. Based on these outcomes, Jagori decided to continue its partnership with the DTC and expand its activities to address other concerns of women relating to public transport.

Jagori's public transport intervention activities had several components, the most important being the mainstreaming of women's safety and gender sensitisation in DTC driver and conductor training. This can be seen as a follow-up and expansion of Jagori's earlier work, moving from the level of behavioural change to the level of policy change. Over the course of the GICP, Jagori worked with instructors from the DTC training institute, building their capacity to deliver gender training and, at the same time, developing curriculum modules on women's safety.

This work with DTC got underway as a Memorandum of Understanding and partnership between the Delhi Government, Jagori and UN



Delhi Transport Corporation trainers discussing women's safety during a workshop organised by Jagori.
Photo credit: Jagori

Women was signed (described in chapter 6). The Memorandum of Understanding, which created a wider ownership of the issue of women's safety, put some political pressure on DTC to be a proactive partner. This was fortuitous as Jagori had not been able to meet and convince the DTC Chairman and Managing Director to continue the training work which had begun under the leadership of an earlier Chairman and Managing Director (who had championed the initiative). Over the course of the GICP, Jagori spent a great deal of resources meeting the Chairman and Managing Director and convincing him of the value of mainstreaming women's safety in driver and conductor training. While commitment was eventually achieved, it took much longer

and required far more effort than was originally envisaged. The situation was further complicated as the Chairman and Managing Director changed during the middle of intervention activities. One fortunate factor in this process was continuity of key staff at the DTC training institute, so training implementation occurred relatively smoothly.

By the end of the GICP, Jagori had conducted three training-of-trainer workshops and prepared a Training Reader Kit for the DTC instructors. That Kit includes modules prepared by the instructors and Jagori, training materials such as flash cards and reference documents and media for use during training. A pool of instructors delivered sessions and workshops on VAWG and women's safety using the necessary tools now

exists within the institution. All new DTC drivers and conductors receive training on women's safety when they begin their work. Another outcome of this partnership has been that DTC is encouraging women to join the organisation as drivers and conductors.

Jagori has also been trying to secure agreement for the posting of advertising in all DTC vehicles to raise awareness that sexual harassment is a criminal offence. While this has been approved in principle by the Chief Minister, it has not been completed due to delays in getting government approval for the actual materials.

To address women's safety in public transport more widely, Jagori has also been working with a women's taxi service that was set up to train women to drive. This was a pioneering initiative in Delhi where there were no cabs driven by women. Jagori worked with 65 women who

were training to be cab drivers and built their capacity to work in a male-dominated space. Information on human rights, gender, sexual harassment and self-defence was provided. Meetings were also held with the Delhi Metro to encourage them to address women's safety. While they were receptive to the idea, Jagori was not able to form a partnership, showing again that partnerships with large government institutions take a lot of time and effort to create.

Successes and challenges

The work in Delhi has witnessed some clear successes over the past few years. Conditions were opportune with the problem having been acknowledged as a result of data previously collected for the Delhi Human Development Report, police and crime statistics, as well as media



Members of Jagori meet with some members of the *Be the Change* group at Delhi University.
Photo credit: Sohail Husain

coverage supplemented by the GICP data and WSA's conducted by Jagori through the Safe Delhi Campaign. The GICP did not need to struggle to establish SH/SA as a significant problem in the city. Further, the signing of the tripartite Memorandum of Understanding between the Delhi Government, UN Women and Jagori gave the initiative credibility and support. Jagori's own credibility and reputation as an organisation with expertise on addressing VAWG and women's rights further contributed to the success of the project. Finally, the organisation's strong women's rights perspective ensured that women's empowerment was a strong component of the initiative.

The synergy that Jagori was able to build with its earlier work and with existing projects gave the entire project a wider canvas to work and build upon. For example, the Memorandum of Understanding, though not a product solely of GICP activities, was able to give the DTC training and intervention greater visibility and led to participation of other actors such as the Department of Women and Child Development and UN Women.

At the same time, it is important to remember that the process of actually establishing partnerships can present a number of serious challenges, which can lead to problems in the implementation and sustainability of an initiative. Inequality between partners is characteristic in relationships between NGOs and government agencies. For example, while considerable progress was made in building a partnership with DTC, it was an uphill struggle for Jagori to keep women's safety on their agenda, especially in the face of changing leadership and the fact that it was not a priority for the institution.

Similarly in Delhi University, the newly emerging *Be the Change* group was able to function primarily in an awareness-raising

capacity, but it was Jagori's involvement which provided credibility with university authorities and the Area Security Committee. Both interventions had to slow down (and even come to a halt for a short period) due to the Commonwealth Games, when the key stakeholders had other priorities. DTC did not come back to the negotiating table until the Games were over. In Delhi University, the Games posed several challenges to programme implementation. First, the university was shut down and many residents in hostels were summarily asked to move out to make the space available. This led to protests by many students and it was not possible for Jagori to prioritise the issue of women's safety in such a situation. Jagori strategically supported the struggles of the students at that time.

The diversity of women's identities, situations and perceptions was built into the GICP from the research stage and this influenced the planning of the interventions. The understanding that all women do not experience the city in the same way was central to the way that Jagori planned its work in Delhi University (as is the case with all its work in communities). Since the data indicated North-East students and students with disabilities have specific vulnerabilities, Jagori made a special effort to reach out to them. The joint activities with the EOC were very significant as they broadened the discourse of women's safety and of disability at the same time. While the actual activities were limited to workshops, safety audits and translation of the helpline booklet into Braille, the inclusion of disability in an understanding of safety was important. On the other side though, it is not clear whether the EOC has fully accepted gender as a key element in the experience of disability at this point, or if more awareness raising and capacity building is still needed.

Jagori has been able to effectively use the data and its relationships and partnerships with stakeholders to place women's rights and women's safety on the agenda of certain key stakeholders. It is not yet a priority for any of them, whether the police, government, university administration or transport corporation. The Department of Women and Child Development by signing the Memorandum of Understanding indicated its commitment and launched the Awaz Uthao programme. It remains to be seen whether sufficient resources are committed to it to make it an effective programme.

Media coverage of women's safety and the data and interventions of the GICP was very prominent. Stories and articles appeared continuously over the entire project period. Even towards the end of the project, WSA findings were covered in a leading newspaper on the front page in an article on how to create safer spaces.

This has ensured that the issue remained in the public domain and that has been 'aided' by some particularly heinous criminal cases. For example, a woman university student in Delhi was shot dead in broad daylight by a man who had been stalking her for two years. However, while the media coverage kept the issue alive, it was also sensationalised and the city received a lot of negative publicity, which can put governments and other stakeholders on the defensive.

Sustainability of the work in Delhi seems promising with its inclusion in the UN Women *Global Programme Safe Cities Free of Violence Against Women and Girls* and the launch of the Awaz Uthao Programme by the Delhi Government. They provide the opportunity to build upon the existing work and to create new synergies. They also offer an opportunity to upscale the work, but that will need significant further resource commitments from government in order to be realised.

CHAPTER 4

Petrozavodsk, Russia



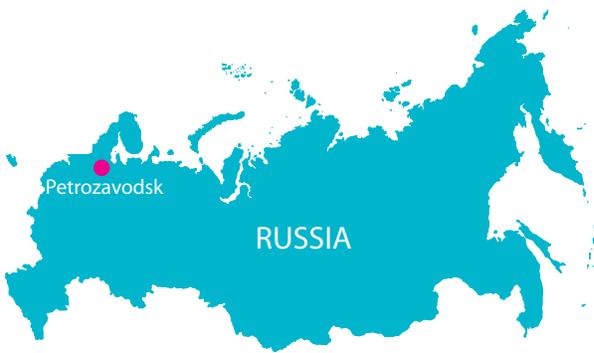
Street in the Golikovka district. Photo credit: Sohail Husain

Introduction

Petrozavodsk is the capital city of the Republic of Karelia. Located in the north-west of the Russian Federation, 1000 kilometres north of Moscow, it was founded in 1703 by Tsar Peter the Great, who set up an ordnance factory here during the Great Northern War. Petrozavodsk was occupied by Finnish troops and severely damaged during the Second World War and has been largely rebuilt since 1945. Positioned on the shore of Lake Onega, it is now an important inland port

and a regional centre for industry, education, research, culture and communications. Being part of a federal system, governance responsibilities are divided between state, republic and city authorities. The Republic of Karelia has an elected legislative assembly, while Petrozavodsk City Council comprises 60 elected deputies, 15 of whom were women at the start of the GICP. The City Administration is headed by an elected mayor.

Petrozavodsk's population grew to well over a quarter of a million, but it has been



declining for the past 20 years, dropping from 269,000 in 1989 to 263,000 in 2010.³⁰ Nevertheless, it is home to more than one-third of the population of the Republic.

Women constitute approximately half the total and citizens of Russian ethnic origin make up 81 per cent. With its northerly setting, just 500 kilometres south of the Arctic Circle, winters in Petrozavodsk are characterised by very cold weather and long dark nights, both of which have implications for use of public spaces and individual feelings of safety.

In Russia there is no legislation that specifically guarantees gender equality, nor is gender equality on the list of national priorities. Long-term strategies for economic and social development lack a gender focus and policies to tackle VAWG and promote women's safety are absent. In fact, official commitment to gender equality, women's development more generally, and women's safety specifically, has weakened in recent years. A *National Action Plan for the Advancement of Women* was implemented from 2002 but ended in 2005. The militia (police) in many Russian cities previously collected statistics on VAWG but this also ended in 2005. More locally, in Karelia the 'women's forums' were subsumed in 'civil forums' in 2007 and, whilst pressure from the women's movement resulted in the opening of several shelters and hotlines for women, most have closed in recent years. However, in Petrozavodsk, one crisis centre, Istoky, continues to provide support and shelter for women survivors of violence.

The Commission to Improve the Status of Women has been operational for 14 years and

during the last four years gender equality and protection issues have become its priority. One of the results of its work has been the *Concept of Gender Development in Petrozavodsk Urban District, 2006-2010*. This document defines priorities and provides a basis for further progress. There is also a Women's Commission under the Head of the Karelian government.

Context of the project

The GICP implementation partner in Petrozavodsk was the Information Centre of the Independent Women's Forum (ICIWF). This is a non-profit NGO registered in 1994 to support regional women's initiatives develop educational programmes for women and facilitate the exchange of information between women's organisations. During recent years, it has expanded its remit to include promotion of the inclusion of women in the development of local self-governance, local communities and local partnerships, and in the engendering of municipal and local policies. To achieve this within the context of the GICP, and being a Moscow-based organisation, ICIWF has had to develop new ways of engaging with local stakeholders in Petrozavodsk.

ICIWF has been building strategic partnerships with stakeholders in Petrozavodsk since 2003, when links were established with relevant departments of government at republic and city levels. Since then, a series of seminars has been held with government and non-government partners. The first, entitled *Partnership Between Local Communities and Law Enforcement Bodies as a Mechanism for Increasing Local Territories' Safety*, was held in October 2003 for the municipal police employees, city authorities and local women's groups. Representatives of the Karelian Ministry of Home Affairs also participated and this was the beginning of long-term cooperation and

30. All-Union Population Census, 1989 and All-Russia Population Census, 2010 (preliminary results) <http://naonego.ru/a/27>.

partnership between ICIWF, the Karelian Ministry of Home Affairs and groups of active citizens.

Since 2004, ICIWF and the Ministry of Home Affairs have held seven joint regional seminars on various themes linked to increasing safety of public places and reducing violence against women and children. With road accident and fatality rates being extremely high, one such seminar, entitled *Building a Safe City Friendly to Women and Children - Using Safety Audit Tools*, focused on road safety and the role local communities could play in improving safety on streets.

ICIWF was able to progress the GICP by building on these established links with the local administration in Petrozavodsk and previous work on safety and better planned public spaces. Additionally, the research data provided a means to widen awareness of sexual harassment, an issue not generally recognised or discussed by the public, in the media, by police or in local government.

To deliver GICP project activities in Petrozavodsk, ICIWF partnered with two local organisations. In the first year, the field research was coordinated by a grassroots women's group, Citizens and House which was based in one of the two data collection areas. In the following years intervention activities were delivered in collaboration with the Karelian NGO Resource Centre (KNRC), which works on social issues across the republic and was better placed to work at the policy level.

Two districts were chosen for the research. Kukkovka has over 30,000 inhabitants and is the most populous and one of the newest suburbs in Petrozavodsk. Located on the periphery of the city in a wooded setting, it has both private houses and blocks of social housing, mostly about 30 years old. Also located here are schools, a university, kindergartens, a children's polyclinic, shops and a

marketplace. People with a range of income levels live here and there are active groups of residents and business people. The office of Citizens and House is in this area and its members have long experience of interaction with local residents.

In contrast, Golikovka, is a much older part of the city, first settled in the 18th century, and close to the city centre. With just 14,000 inhabitants, it is the district with the smallest population. Income levels are close to the city average. Here too there are private houses and blocks of social housing, as well as schools, kindergartens, shops, a cinema, hostels, colleges and a market.



Gender exclusion and violence against women³¹

The situation in Petrozavodsk posed very specific challenges to collecting data on gender exclusion. It was difficult to get information from women on SH/SA faced in public spaces, especially through the survey. There was a reluctance to speak about it openly and in public. Over 70 per cent of the respondents declined to answer questions about their personal experience of violence. It was only

31. For more detailed information from the research and data collection, see the first two reports of the GICP - http://www.womenincities.org/pdf-general/gicp_baseline_compress.pdf; http://www.womenincities.org/pdf-general/GICP%20Tools%20Report_internet.pdf.



Women waiting for public transport in the Lenin Prospect area of Petrozavodsk. Photo credit: ICIWF

in the FGDs that some participants were willing to talk a little more freely.

Five hundred street interviews were completed with women across the two districts and 75 per cent reported that they did not have any personal safety concerns. Nevertheless, 53 per cent admitted avoiding going out alone after dark and 50 per cent kept away from secluded places, and most identified factors that made them feel unsafe. It is thus possible that a general question about safety did not elicit their concerns, though concerns did exist and became apparent when more specific questions were posed.

The safety concerns most often articulated by street survey respondents were general ones related to transport, such as crowded vehicles, rude drivers and poor signage at bus stops, rather than SH/SA specifically. However, as women were

the majority users of public transport, the lack of good facilities and poor safety were important issues for gender inclusion. Moreover, concern was expressed in survey interviews and FGDs about SH/SA by men under the influence of alcohol, which is freely available and widely consumed in public spaces. Beer is sold at small stores near almost every bus stop in the city, so this issue was linked to public transport and women's safety while using public transport facilities. Forty-seven per cent of street survey respondents gave this as a reason for feeling unsafe, the other main factor being poor lighting (54 per cent).

FGDs were conducted with several groups of women including women drivers, elderly and young women. Women who worked as bus drivers reported that they were concerned about risks posed by passengers, especially when

they worked late and had to return home even later. As in the street survey, women in the FGDs reported that they did not go out alone at night. However, as well as avoiding secluded places, they explained that they were also wary of crowded locations such as parks, especially where there were groups of men drinking alcohol.

Findings from the WSAs conducted in the research areas pointed to certain areas and kinds of spaces as more unsafe, such as parks, wooded areas and some areas near the quay. One factor which played a role in the WSA and the street survey was that it was conducted during the winter when the day length was extremely short. This and the severe cold could have also affected the results by making people reluctant to spend time answering questions.

A big challenge was to create spaces and ways of breaking the silence around VAWG. It was only during the last year of the project, during an additional FGD with university students, that women spoke freely about SH/SA. Their comments echoed many of the findings from the earlier FGDs on problems around public transport (including the rude behaviour of drivers), alcoholism and poor lighting. They also spoke about specific places where they felt particularly unsafe or where there had been more incidents of VAWG, such as certain parts of the city, areas around bars and other such places. What was different about this discussion, as opposed to that at the beginning of the GICP, was participants' willingness to talk about personal experiences of sexual harassment while moving around the city or using public transport, as the following quotes indicate.

From my personal experience I can say that once in Kukkovka district I experienced an unpleasant encounter with a drunken man who approached me and tried to touch me. I shouted at him and he went away but I felt he was absolutely relaxed and

was sure he was not going to be punished for that. Such people realise that a young woman being alone in a dark street and no people around has nobody to turn to for help.

- FGD Participant

Yesterday I was followed by a drunk man. I went home in the evening and it was dark. I was on the phone. The mobile phone was a means of self-protection that I have been using since school time.

- FGD Participant

About two years ago I went to my friend's place by bus № 71 and was sitting next to the driver. When the driver changed gear he would try to touch my leg. First, I thought it was accidental, but in the end I was almost sitting on the other passenger's lap trying to move away from the driver. The driver didn't change his behaviour. Frankly speaking, that was very unpleasant, especially when you are alone in a bus with the driver. I live near the last bus stop and often I am alone on the bus when I get there.

- FGD Participant

These quotes are evidence that SH/SA was a concern and women were prepared to articulate it in certain kinds of space. Since this was a university group, they were possibly more aware and articulate. Further, since most were students of social work and of similar age, they may have felt more comfortable and confident with each other and thus willing to speak more freely about matters which they might otherwise be reluctant to mention and which may be perceived as something to feel ashamed about.

Interventions

The nature of the intervention in Petrozavodsk had to be of a different nature to that in the other

Learning Point
In situations where there is reluctance to accept or speak about VAWG, holding discussions within small groups of women who are similar in age, class, education can enable a more open and free conversation.

cities. Rather than try to take immediate action to tackle the problem, there was a much greater need to create awareness and acknowledgement of it. This applied not just amongst the authorities, but amongst women themselves, so that they became more willing to 'break the silence'. ICIWF therefore strategically presented the problems as matters related to road safety and improved services/infrastructure, so that they would be accepted by the authorities and be taken forward. Discussions and subsequent actions were not specifically directed at addressing safety by reducing SH/SA, but were focused on creating conditions for women's inclusion and access to the city.

The first step towards action was the establishment of a formal partnership between ICIWF, the KNRC, The Karelian Ministry of Internal Affairs and Petrozavodsk City Administration. As mentioned above, the Ministry had been an active partner of ICIWF for several years. The Petrozavodsk City Administration had also been a long-term partner and the Deputy Head of the Trade Department participated in the WSA. This was the first initiative in which the KNRC and ICIWF worked together. The partnership provided a broad-based platform for tackling safety problems. As evidenced through the data collection, the challenge in Petrozavodsk was to create awareness, interest and commitment to addressing women's safety. By getting the support of these significant government stakeholders, there was hope that the issue would be seen in a more serious light and resources allocated to it.

The partnership was cemented by a Memorandum of Understanding. Reaching this agreement, however, was a difficult and slow process, not least because such arrangements involving government and NGOs are unusual in Russia. Discussions began in February 2010 and the Memorandum of Understanding was

finally signed a year later. A joint workshop held in June proved to be crucial in this process. The workshop was not only attended by all four organisations, but was also jointly planned, held outside the city and facilitated by an independent facilitator. It proved to be significant milestone in building trust and understanding both between partners and of the issues, and paved the way for development of an Action Plan that was also signed by all the partners in 2010. Some of the key recommendations were to plan actions to improve women's safety on the city's roads and improve the standards of driving on public transport; involve NGOs in dealing with economic crimes against women; organise training workshops and seminars for police personnel to deal with domestic violence in a more gender-sensitive manner; and to develop a long-term municipal programme with non-profit organisations to improve the safety of women and reduce violence through practical local initiatives.

The main intervention that was taken up by the GICP team was a response to the difficulty women faced using public transport. It is worth reiterating that this was not conceptualised explicitly as addressing SH/SA, but more general problems related to safety, including attitudes and behaviours of drivers and passengers. The initiative was delivered in collaboration with the city's Transport Department and it comprised the collection and analysis of information about safety conditions on public transport from the perspective of women passengers. It was designed to note information about good behaviour and practices, as well as more problematic ones, to provide a balanced assessment and to reward drivers who did behave well, while encouraging transport companies to improve their services.

The *Safety Standards on Public Transport* initiative took place between 15 November and 15 December 2010, implemented by the KNRC and

Learning Point

When addressing women's safety within institutions such as transportation departments, representatives from those institutions may be reluctant to form partnerships if they feel their services are going to be criticised. By providing the opportunity for institutional partners to be seen in a positive light as a result of partnership, making change can be framed as beneficial rather than threatening.

ICIWF with support from the other Memorandum of Understanding and Action Plan partners. It began with a seminar attended by many city officials and institutional representatives. Information was also distributed via several online portals, including the websites of the City Administration and Karelian Ministry of Internal Affairs.

The information gathering process had two main components. The first involved a group of volunteers riding the buses; speaking to passengers on all the main city routes; and recording their observations, their experiences, and passengers' comments. To ensure consistency, volunteers received training and used an Observation Checklist developed for this purpose. Amongst the variables recorded were the route number; the name of the transport company; the

availability of seats; the gender distribution of passengers; the attitudes of passengers, drivers and conductors; the condition of the vehicle; and whether the driver observed traffic rules. The second component was a telephone hotline for passengers to give both positive and negative feedback about drivers and services, as well as suggestions for improving public transport in the city more generally.

To raise awareness of the initiative, it was publicised through local media. Announcements were made on radio, a video/television channel, internet news portals, social networking sites and in educational institutions. Radio Karelia broadcast a live programme with representatives of Petrozavodsk City Administration, transport companies, NGOs and volunteers. Through wide dissemination using a variety of channels it was



Participants debating during the *Safety Standards on Public Transport* workshop. Photo credit: ICIWF

Learning Point
Verbal and written commitments to create safer and more inclusive cities for women are a very important component of partnership-building and policy change. However, unless a champion for the issue exists within the institutions where change is supposed to take place, it is often up to outside agencies such as NGOs to exert continued pressure on partners to follow-up on commitments to action.

hoped to increase participation and generate feedback from a diverse group of transport users. All the transport companies were also informed about the action and thus the drivers were aware that they were going to be monitored, which could have affected their behaviour.

Calls were accepted, recorded and analysed by KNRC staff during the month-long monitoring. The hotline received 111 calls, of which 101 were from women. While 29 per cent made what could be considered positive comments, 71 per cent gave feedback that was critical, asked for changes or made suggestions for improving public transport. Many of the concerns raised by women callers were of a more general nature about the bus services, such as timings, the attitude and behaviour of drivers, speeding and the state of the buses. Concerns about safety in terms of sexual harassment or gender exclusion came through in an oblique fashion in the complaints about rude behaviour by the driver, alcohol consumption at bus stops and in buses, and the behaviour of men under the influence of alcohol. One of the main recommendations was the ending of alcohol sales at or near bus stops (which was also echoed in the street survey and FGDs).

There was considerable media interest in the *Safety Standards on Public Transport* initiative and this also helped to get notice taken of the findings by stakeholders. Recommendations were presented to the City Administration and the Karelian Ministry of Internal Affairs, providing an important opportunity to highlight women's concerns and the centrality of public transport in creating inclusive cities. It was decided that some further training should be provided to drivers to increase their awareness of the problem and how they could improve passenger's sense of safety.

The training of drivers took place a year later (just as the GICP was ending). It was not a

priority for the transport companies or the City Administration and the training only occurred as a result of continued pressure from ICIWF and the KNRC. The experience illustrated how NGOs' partnerships with stakeholders, especially government and the private sector, are always at risk from changing priorities and other political considerations. NGOs may succeed in securing verbal and even written agreements, but it can still require a great deal of advocacy and persistence to get resources committed and bring projects to fruition.

Even more challenging is getting changes related to personal safety mainstreamed into institutional and organisational policies and practices. This is an issue widely seen as a matter for the police and other stakeholders often do not see it as their responsibility, making it difficult to hold them to any commitments.

Apart from the monitoring of the buses, there were other GICP initiatives that also took place in Petrozavodsk and nationally. As a result of the partnership agreement, safety was introduced as a category in the city's Landscape Design Competition in 2010. The city's Chief Designer championed the idea and subsequently spoke about the GICP and about how design can play a role in making spaces safer and more accessible. Entries to the competition included energy-efficient lighting, separate parking for men and women, using colours on sidewalks as a safety warning, CCTV, etc. Here too, most of the focus was on a general sense of safety and not specifically safety for women within the context of SH/SA.

Following personnel changes in the City Administration and City Council in 2011, the case for safety action had to be re-made by ICIWF and the KNRC and relationships had to be re-established. Despite its earlier publicity, many new members of the Council had not heard of

the *Safety Standards on Public Transport* initiative. The GICP team shared the research findings with the Commission to Improve the Status of Women, which led the City Administration to recommend dissemination of the good practices from other GICP cities via the municipal website. A project presentation to the city's Standing Commission on Land Use and Transport in December 2011 also generated interest amongst deputies and provided more opportunities for advocacy. The Chairman of the Commission on Land Use and Transport was encouraging in accepting that safety was an issue needing to be addressed.

Maybe it differs as women and young girls are more vulnerable. First of all, they are physically vulnerable and sometimes are incapable of defending themselves against an aggressor. The city should be better illuminated. What is more, it is necessary to enhance patrolling of the city. The visibility of an official uniform disciplines people and prevents them from violating the laws. I have acquired a rather long experience of working as a deputy - this is my third term - and one of the first things I did was to make acquaintance with the local police officer. The ideal situation is when people know their local police officer and have a personal contact with him/her.

- Chairman of the Commission on Land Use and Transport

Knowledge sharing has been one of the key aims of the GICP, both within each participating country and at the international level. ICIWF was active in disseminating learning acquired through the GICP with groups in other cities, providing them with tools to begin working on the issue themselves. To this end, a national workshop was held in Tver with government and NGO participants from four cities (Tver, Piutschino, Dubna and Chelyabinsk). The research findings

and tools developed in GICP were shared in the workshop. Further details are provided in Chapter 6.

Successes and challenges

The major challenges in Petrozavodsk were the difficulty in getting women to talk about their concerns related to SH/SA (beyond in a general way) and the failure of most stakeholders to recognise that women's safety was an important issue about which they should be concerned and for which they shared responsibility. During the three years of the GICP, there was considerable change in these areas, particularly in getting a range of stakeholders – including the City Administration - to respond to the problem, albeit in an indirect way. The GICP data was used successfully as an advocacy tool and as a means to elicit support. The fact that a Memorandum of Understanding was signed was significant symbolically and provided a basis for further work and partnership.

While some stakeholders have become engaged, safety is still viewed officially as mainly the work of the police. There remains the need to figure out how to get other stakeholders to take responsibility and engage them in sustainable concrete actions to improve women's safety. It is also important to involve other stakeholders in the process, such as educational institutions, women's groups, community-based organisations, youth groups and others, who can play a role in generating greater awareness of the issue and the role that can be played by different actors, both state and civil society.

Another problem resulted from the local authority elections and the mayoral election in Petrozavodsk after the Memorandum of Understanding had been signed. Relationships had to be re-built with new councillors and the new mayor, as well as new employees in the City

Learning Point

A broad range of stakeholders must be involved in creating safe and inclusive cities for women. One agency or NGO cannot create effective societal change without support from a host of different actors. Thus, from the early stages of any programme, priority should be given to convincing many different stakeholders of their responsibility and implication in women's safety and inclusion. This work may need to be preceded by awareness-raising campaigns which open up the issue as a topic of public debate.



Workshop participants developing the Action Plan in Petrozavodsk. Photo credit: ICIWF

Administration. Even where there was no change of personnel, it was difficult to arrange contacts during the run-up to the elections, and indeed for some time afterwards, as newly appointed politicians and officials settled into the new arrangements. As in some other cities, elections were a cause of significant interruption and disruption, but also provided opportunity.

At the time the GICP ended, the transport safety audit and driver training were still seen as one-off activities. However, the media publicity gave the action a certain gravity and it resulted in some actions that may have longer-term benefits. For example, information provided to passengers was improved through better signage, display of timetables at bus stops and better illumination of route details on buses. This is expected to have

a positive impact on women's feelings of safety while using public transport, as well as improving their access to the city. On the other hand, more systemic changes will be required to mainstream some reforms, such as the driver training. The Memorandum of Understanding is an important step in recognising that creating safety requires sustained actions by a number of partners working together. Key stakeholders will need to be further engaged to develop to the next stage and resources will need to be committed for it to take root within the system. Passenger safety (with regard to the issues identified by the research) needs to become an integral part of the driver training curriculum for there to be sustained impact on behaviour and practices. More time is required for these changes to be implemented.

The process of creating safer communities could either be driven by the government, by women and communities or by civil society organisations. In this case, ICIWF has led the process and focused primarily on getting government-level stakeholder involvement. This was possible partly because of ICIWF's previous work and relationships with key government agencies in Petrozavodsk. But since it is a Moscow-based organisation, it has had to rely on local partners in Petrozavodsk. The link with the KNRC provided a base in the city and enabled local organising and mobilising to engage women and create opportunities for their empowerment. However, this generated another level of coordination and relationship building which, over time, could prove difficult to sustain, not least because of the resource implications.

There is a need, therefore, to build local capacity to lead future work, even though support for such an undertaking may be required for

some time. This is not just about strengthening the ability of NGOs, but the wider engagement of local women. The project did not generate significant community-based involvement or achieve grassroots mobilisation. Women's direct experiences were gathered through the research and this provided leverage for interventions, but their involvement was not sustained due to the lack of a community-based initiative and the focus of the implementing partners on engaging stakeholders, rather than mobilising communities. This should be an important learning for the future. However, the main achievement in Petrozavodsk should not be underestimated. It has made a significant start in raising awareness and interest amongst government stakeholders in safety issues that particularly affect women and securing commitments to take action in a city where this has previously had very low recognition.

CHAPTER 5

Rosario, Argentina



Young women walking in the South District of Rosario. Photo credit: Sohail Husain

Introduction

Rosario is the largest city in the province of Santa Fe, Argentina. Located 300 kilometres north-west of Buenos Aires on the western shore of the Paraná River, it had a population of 1.2 million in 2001, ranking it as the third largest city in the country. The population and urban area have experienced sustained growth over a long period, supported by a diversified economy that generates 5 per cent the country's gross domestic product. The municipal authorities have struggled to keep pace

with the rapid urban expansion, especially with regard to infrastructure and service provision.

The city is divided into six districts - North, Central, South, South-West, West and North-West - for administration, management and governance. The decentralisation is intended to ensure quick and transparent governance and improve the quality of services, while simultaneously opening new channels for citizen participation. These decentralised units of the local authority are responsible for urban maintenance, responding to local demands and for enabling municipal



procedures to be performed by residents. Each district has a Municipal District Centre where planning, social promotion, health, culture, sports and housing policies are coordinated. The Municipal District Centre also facilitates citizen participation and functions as a meeting place for neighbourhood organisations, which provides opportunities for officials to interact with residents and gain a clearer understanding of local problems.

Participatory Budgeting was introduced in Rosario in 2002 to strengthen community ties and make more efficient use of resources. It is now an institutionalised process for developing the municipal budget with the direct participation of the population of each neighbourhood. It encompasses matters relating to planning of the city, prioritisation of issues and distribution of resources, including resources for security. Participatory Budgeting works through neighbourhood assemblies in each municipal district, in which residents discuss their problems and submit proposals.

At the national level there is legislation addressing family and domestic violence (Law 24.417 *Protection Against Family Violence*), sexual harassment at the workplace (National Decree 2.385/93 *Sexual Harassment in National Public Administration*) and sexual assault (*Crimes Against Sexual Integrity*). Similar legislation and ordinances exist at provincial and municipal levels. The 'Response Protocol of the Municipal Urban Guard in Cases of Violence and Mistreatment of Women in Public Spaces' is a guide for municipal agents on how to deal with cases of VAWG. This is an outcome of the Regional Programme carried out in Rosario since 2006 with the support of UNIFEM (now UN Women) and coordination by CISCOSA.

Context of the project

The GICP work in Rosario has been carried out by CISCOSA, a not-for-profit NGO founded in Cordoba in 1988. Its objective is to support social organisations and local governments in the design of public policies and actions in the fields of urban planning and social action in cities from a gender-based perspective. CISCOSA does this through training, research, diagnosis, and development, working at both the national and regional level. It is a member of the Women and Habitat Network of Latin America, a network of

groups and individuals committed to promoting women's rights and gender equity.

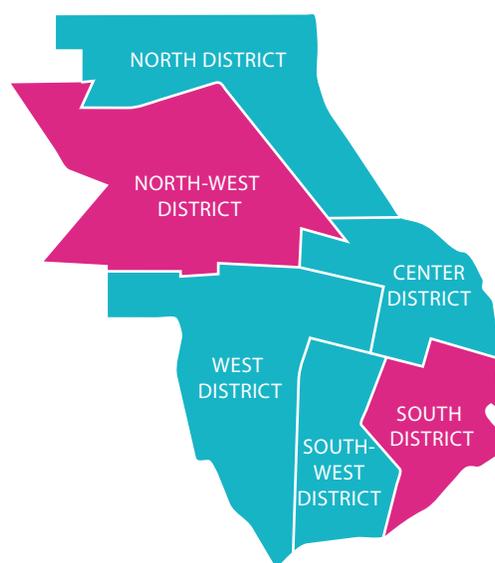
The GICP work built on and strengthened processes that began in 2006 with the involvement of CISCOSA-Women and Habitat Network of Latin America in the UNIFEM (now UN Women) Regional Programme *Cities Without Violence, Safe Cities for All* which was implemented in the West District of the city. The strategies included political advocacy and partnerships with local government and women's groups. This prior work and an established relationship between CISCOSA and the local government, along with the fact that CISCOSA was a strong feminist organisation, shaped the nature of the GICP project in Rosario.

The GICP team decided to work in two intervention areas in Rosario, the South and North-West Districts. They were selected in consultation with local government officials and CBOs in the areas, and chosen because they were predominantly low income areas with informal settlements and where there were community organisations with which partnerships to work on women's safety and inclusion could be built. Working in low income areas offered an opportunity to address gender exclusion alongside other vulnerabilities. Local organisations and services were mapped to assess the area and gauge opportunities for local partnerships. In the South District, the presence of a strong women's organisation was an important factor, whereas in the North-West there were several social and community-based organisations, though women's rights and VAWG were not high on their agenda.

The South District comprises 10 per cent of the total area of the city and has a population of about 153,000. It runs along the River Paraná and encompasses several green areas and a railway corridor. The North-West District extends over 25 per cent of the municipal area and has a population of approximately 155,000, which

includes the second highest migrant population compared to other districts. It incorporates several residential neighbourhoods and open areas, as well as the city's airport. Income levels here are lower than in the South District.

In both areas the process of data collection in the first year of the GICP was simultaneously used to build partnerships and gain the support of local women's and community groups. These actors were involved in FGDs, street surveys and WSAs. Their involvement in the process was as crucial as the results of the data collection in determining priorities. It also helped to build partnerships, enhance their skills, and gave them a sense of ownership. CISCOSA's work focused on empowering local groups and encouraging them to take leadership as change agents in the community. At the same time, it worked with the groups to build linkages between their actions and priorities and those of municipal government and other NGOs. This core goal remains the driving force of all of CISCOSA's work, with the empowerment of women in the community at the basis of all the political activity.



32. For more detailed information from the research and data collection, see the first two reports of the GICP - http://www.womenincities.org/pdf-general/gicp_baseline_compress.pdf; http://www.womenincities.org/pdf-general/GICP%20Tools%20Report_internet.pdf.

Gender exclusion and violence against women³²

As in the other cities, data collected in the first year helped CISCOSA to develop a plan of action in Rosario. This process served to raise awareness and mobilise the local community around the issue of safe and inclusive cities for women. CISCOSA's ground-up empowerment approach meant that the data collection tools were used in a way that encouraged a high level of community interest and engagement. That is why, for example, WSAs were carried out over several months as they became a tool for engaging with public spaces, gave the issue visibility and women an opportunity to interact with people using public spaces.

The street survey was an opportunity to get the perspective of a wide range of women. In Rosario some women pointed out that it was easier to speak freely on the street than in their homes. Of the 711 interviewed, 39 per cent reported concern about sexual assault, 43 per cent murder and more than 90 per cent robbery, while almost 20 per cent expressed concern about sexual harassment. Also almost 80 per cent of women reported facing SH/SA at the roadside, 30 per cent at the market place, and over 20 per cent while using or waiting for public transport. Fifty per cent women reported facing incidents both during day and night.

A large number of women (84 per cent) cited lack of visible policing and urban guards as contributing to their sense of insecurity. These findings were supplemented during FGDs, where women voiced the view that the police were not supportive and women did not feel comfortable approaching them. So while women said that lack of policing caused insecurity, they were reluctant to approach the police to report VAWG. In the North-West District, the lack of faith in

and corruption among the police was also raised during FGDs.

Other factors reported as contributing to insecurity included poor lighting (46 per cent) and the presence of men dealing with drugs and/or consuming alcohol/drugs (64 per cent). The roadside (79 per cent) was the most common place that women faced SH/SA. Other places included in public transport (15 per cent), waiting for public transport (21 per cent) and in parks (15 per cent).

In the South District around 50 per cent of the respondents reported facing some form of SH/SA. The roadside (75 per cent), waiting for public transport (18 per cent) and parks (20 per cent) were places where these incidents took place. Forty-five per cent of the women reported that they avoided going out alone at any time and almost 80 per cent avoided going out after dark, while 65 per cent avoided secluded places. However, according to the majority of FGD participants, feelings of insecurity increased at night and during the afternoon siesta. At these times the neighbourhood was perceived to be abandoned and desolate.

In the North-West District, 67 per cent of the women revealed that they had experienced SH/SA in the area. The prevalence of verbal harassment was 41 per cent, stalking 31 per cent and visual harassment 25 per cent. The roadside and waiting for public transport were most frequently cited as the places that violence occurred. Fear of robbery and sexual abuse was present in women's daily lives. This restricted their ability to use, and enjoy the neighbourhood and limited their possibilities for working, studying, and moving about freely.

In the FGDs, women maintained that the area was unsafe for women. Groups of men drinking on street corners, confrontations between gangs and the lack of solidarity among neighbours were

Learning Point
Time of day (and of year) can have a large effect on women's perceptions of safety and on the use of public space in general. Temporal factors associated with safety and inclusion in cities vary according to local customs and climates.



Women in Rosario expressed an interest in developing stronger ties among neighbours and a greater sense of community and life on the streets outside of people's homes, as is demonstrated in this photograph from the South District. Photo credit: Sohail Husain

among the factors that reinforced perceptions of insecurity. Women noted that changes in the way people relate to each other were a cause of increased insecurity.

I feel that we have got to build networks of connections between people in a society and good neighbourly relations. I was raised among neighbours and felt a sense of security. That has changed today. The fear is fuelling the idea that more police are needed. More than police, we must take care of ourselves.

- FGD with Participatory Budgeting Council women in South District

In the North-West District, the lack of public solidarity, indifference, and fear of being attacked that strengthened feelings of insecurity.

Further, the area was known to have links with drug trafficking, prostitution and criminal activities. Women reported fearing both robbery and SH/SA.

It's not just in the morning or night, but you can be robbed at any time of the day.

- FGD with women in North-West District

On the bus they grab everything to take your cell phone, they grope you.

- FGD with women in North-West District

In both Districts poor infrastructure and lack of urban planning were cited as concerns. In the FGD with children, they repeatedly mentioned that they found parks, plazas and the street unsafe because of poor maintenance. Elderly women felt that the places seemed neglected and

abandoned, making them more unsafe.

It is a shame because there are so many green spaces in the neighbourhood, but you can't spend time there.

- FGD with elderly women in South District

That place (Green Point) used to be like a jungle, there were lots of weeds in the vacant lands. They even raped a girl once there. I don't remember exactly, but they pulled her when she got off the bus and took her into the area.

- FGD with women from North-West district

The data pointed to the key issues in each neighbourhood that needed to be addressed and which eventually led to the design of the specific interventions. Through meetings and discussions, women realised that the solution to this problem was for people to take responsibility for their neighbourhood. Proposals were thus geared to engaging the community and local government in the process of reclaiming public spaces and creating a sense of ownership of them.

Following analysis of the data, CISCOSA, along with local women's groups and women who had been mobilised, focussed on interventions that would create welcoming spaces, where women (and the community) would feel safer and able to participate in enjoyable activities at all times of the day. In both Districts they aimed to achieve this through improved infrastructure, maintenance and socio-cultural activities, believing that this would simultaneously provide opportunities to make visible the problem of women's safety and inclusion.

To achieve this, their activities included holding regular awareness-building meetings with groups in the community, developing the capacity of women to work with and place demands on local government, and orchestrating community-mobilisation events in public spaces. All of these

were intended to engage the community on the issue of safe and inclusive cities for women; encourage a stronger community spirit which would contribute to an enhanced sense of safety; empower women to take leadership in the process; and provide safe public spaces where women could reclaim their right to the city.

Interventions

South District

The first step taken by CISCOSA was to reach out to several pre-existing organisations, such as the Southern Women's Network, as well as individual women residents. The regular meetings of the informal group (which came to be known as the 'Thursday Group' since they met on Thursdays) ensured that there was a structure to sustain discussion, follow up decisions and build awareness. The Southern Women's Network was a strong group which had previous experience of working on VAWG. However, this made it more difficult to get other women to participate either as individuals or through small groups, such as soup kitchens. It required considerable effort to broaden the group and strengthen the collective capacity for political dialogue and negotiation.

CISCOSA and the local women engaged in meetings with the District Cabinet to present recommendations on improvements to the infrastructure and maintenance of public spaces. The findings of the research were presented to relevant officials to put pressure on local government to respond. This process contributed to the empowering of women as they learnt to negotiate with officials and present their demands directly. CISCOSA, while playing a facilitating role, took care to put the women themselves at the centre of negotiations.

The activities to revitalise public places were planned and organised in a participatory

Learning Point
Establishing partnerships with community organisations, groups and individuals who have organisational capacity, local credibility and good contacts can greatly facilitate engagement with grassroots women, awareness-raising and empowerment.



Women's safety mural in the South District of Rosario. Photo credit: Sohail Husain

manner to promote further engagement and elicit people's views on how they wanted to improve their communities. They included a kite flying event and a public event at a plaza that included a game to specifically encourage people to give their views on public places in the neighbourhood and what they wanted to change. It was hoped to revive earlier practices of using public places, such as by women taking walks and neighbours sitting on the pavement drinking *mate*, to increase the presence of people in the streets and plazas, and strengthen bonds between neighbours. Further socio-cultural activities were conducted to raise awareness of the insecurity and violence women experienced in public spaces.

A further strategy for renewal of public places through greater visibility and participation

was the collective creation of murals and paintings in public places. In lower income neighbourhoods, there is often neglect of public spaces by authorities, which leads to further neglect by the community. The neglect and lack of maintenance was pointed out during the safety audits. As a strategic activity, murals were painted in parks, in front of soccer fields, near markets – in spaces which had been identified as unsafe, yet used by many people on a daily basis. One of the murals was painted at the intersection of two main streets and at bus stops. This included information about the rights of women to travel freely and without fear, resources for prevention of VAWG and the date and time of the meeting of the Thursday Group. Leading up to the activity, meetings were held with the Director of the District Centre, with

representatives of the Women's Division, Culture and Urban Services. These meetings secured stakeholder buy-in and resource contribution as these actors agreed to clean and whiten the walls where the murals were to be painted. The visibility of the mural artwork, and the creativity involved in producing it, resulted in it attracting wide participation by women, men and youth, and generating a lot of energy and excitement. It also led to a sense of ownership by the community, evidenced by the fact that there was no vandalism of the murals. Further, the mural altered the space because people felt a sense of pride in their work which in turn fostered a feeling that the space was important and cared for.

Interactions with officials was a central but time-consuming activity. The prior experience of the Southern Women's Network in working with District authorities played a significant role. However, it was not always possible to garner support from officials, as they sometimes felt that sufficient inputs had already been given to this area.

North-West District

The North-West District is a poorer neighbourhood and did not have as many CBOs or women's groups as the South District. This meant that it took time to get women organised and to raise VAWG as an issue. Work began with regular meetings of women living in the intervention area. Unlike the Thursday Group in the South District, the women who participated in the intervention were not part of any organised network or group, but members of the local community soup kitchen. Thus, their orientation towards VAWG as a political issue had to be developed. In the early meetings, emphasis was placed on developing an understanding of the issue and organisational capacity building. It was also necessary to develop the capacity of the women to engage and advocate with local government and other key stakeholders.

Initially, GICP meetings were held in the Municipal District Centre building, but this did not effectively encourage community involvement. When the meetings were moved to a local soup kitchen (a community space), there was greater participation and eventually community ownership. This process of regular engagement (through bi-monthly meetings) resulted in a group of women who were committed to engage with the process of creating safety. Simultaneously, CISCOSA, along with the women's group, held meetings with District officials.

Based on the data and these discussions and meetings, the group proposed implementation of a *Safe Path for Women* through one main avenue that connected two main roads of the neighbourhood and where main bus stops were located. The process included planning infrastructure and improving maintenance of the route, along with encouraging stronger relationships among businesses, organisations and residents living in the *Safe Path* area. Members of local government including the sub-secretary of the Prevention and Citizen Safety Committee participated with the women in developing this plan and provided institutional support and legitimacy to the work.

This process of developing the *Safe Path* took time and involved a series of meetings and WSAs in which the women's group and other stakeholders participated. The result is a plan owned by the different sets of stakeholders, including the community. Beyond the physical changes, the process also aimed to develop women's capacity and leadership in planning and negotiating with key stakeholders. Some of the specific recommendations included lighting, clearing out trash and making the area more attractive and approachable, trimming back vegetation, fixing pavements and broken water pipes, and in general making the path more accessible to the community. It also included

Learning Point
Consult with relevant stakeholders early on when planning an intervention so that they feel as if they are actively involved in the process. This active involvement can lead to resource contributions which help activities run smoothly and which concretely symbolise stakeholder buy in.

Learning Point
Remember that meetings and activities should be held in places which feel safe and inclusive for participants.

participative redesign of Green Point, a wasteland located in the area.

Several of the changes recommended by the WSAs were realised including lighting improvements, cleaning of the Green Point vacant lot, installation of large rubbish bins, and signage along the *Safe Path*. Though the authorities had been part of the design and had agreed to the changes, women had to apply pressure on officials when they realised that actions that had been agreed upon were not being carried out.

Change in key personnel within institutions always poses a challenge to on-going work and partnerships. The team was able to reach agreement with the North-West District Director on the *Safe Path* proposal but, after legislative elections, a new director took over who, unfortunately, did not honour the earlier agreement.

As in the South District, public events and activities, which included painting of murals by women and youth with messaging about safe cities; cultural events featuring theatre and other art forms expressing the importance of women's safety; and information fairs were used as tools to further engage local community members and stakeholders. Interestingly, the women in the North-West District conducted WSAs almost monthly as a strategy for increasing project visibility and interaction with community members. The audits became one more public activity. In fact during one walk in May 2011 called "Walk for Awareness and Recognition", officials from a municipality in Ecuador and the Secretariat for Prevention and Community Safety participated to learn the methodology.



Meeting between CISCSA, WICI, the GICP Programme Evaluator and women in the North-West District.
Photo credit: Sohail Husain

Women's Agenda

The process of women's political empowerment in the South and North-West Districts included their participation in the initiative to develop a *Women's Agenda for the City* along with women from the West District (project area of the Regional Programme of CISCOSA and UNIFEM (now UN Women) and other feminist organisations in the city. The *Women's Agenda* arose organically out of the process facilitated by CISCOSA to empower women to voice their needs and demands (including those relating to safety and inclusion) and present them to relevant authorities. The city elections in 2011 presented an opportunity to broaden this into a comprehensive *Women's Agenda* that could be presented to politicians, especially the election candidates.

The *Women's Agenda* consisted of a document articulating seven urgent demands by women in the city which related to care services for women that experience violence, citizen safety policies, awareness raising on women's safety, and proposals for creating safer and friendlier neighbourhoods for everyone, but for women in particular. This involved participation of women from the West, South and North West Districts in meetings between January and June 2011.³³

Preparation of the *Women's Agenda* began with a meeting in a North-West community club with participation of women from all the three districts. The first draft was presented in the South District to officials and local women's organisations. While the discussions began as a way to voice their demands to the bureaucracy, the issues taken up were much wider and, the officials suggested that the women address their demands to the politicians.

During March and April, the meetings among women and women's groups from the three Districts continued and the challenge of eliciting public commitment of politicians, authorities, officials and organisations was taken up. The involvement and

confidence of the women during the meetings with politicians varied with their previous organisational experience. For example, women from the West District had long experience of working with local authorities as their programme was older, and this gave them confidence. Women from the South District had gained some familiarity with authorities through their earlier work. For women from the North-West District, though, negotiating with and demanding from authorities was a new experience. However, the initiative provided an opportunity for political action and to mix with women from other districts who were more experienced.

Maybe we believe that all these things cannot be done by us because we are women... but in reality, if we want it we can do it, and we can intervene for the things out there needing the neighbourhood or the people. We'll sit all together and join the ideas of each one... is what we did and came up this to be presented to the authorities and explain it and do they understand that we were women, that we're working, that we are not asking anything out of place but really what the neighbourhood needs.

- Soup Kitchen member, North-West District

The *Women's Agenda* was presented at different events and used as an opportunity to have a dialogue with a range of stakeholders. The response was positive. However, even though many candidates stated that they would support the *Women's Agenda* if elected, the GICP timeframe did not permit evaluation of the extent to which politicians or local authorities acted on this.

Successes and challenges

In order to gauge the success of the work in Rosario, several dimensions need to be examined including the impact on, and changes in, the lives of women who participated in the programme, the strengthening of the local groups' capacity and commitment to the issue, responses of the

Learning Point
Elections during implementation of activities can lead to setbacks or delays. However, elections can provide opportunities to get women's safety debated and on the political agenda. During elections, pressure can be put upon candidates to commit to the issue of women's safety during their campaigns.

Learning Point
Remember that different women's groups have different capacities and experiences. These different capacities and experiences should be taken into account when entering into partnerships or negotiations with actors and institutions that traditionally hold a great deal of power.

33. See http://www.redmujer.org.ar/pdf_publicaciones/art_57.pdf for a version of the Women's Agenda in Spanish.

community, and responses from authorities and local government stakeholders. The approach of CISCOSA ensured that all these aspects remained important, while keeping the empowerment of women and women's groups to the fore.

The process adopted required regular and sustained interaction and meetings with women in the community to create not just a common goal, but also awareness among women that violence and insecurity is not an individual problem, nor the responsibility of women alone, but a social problem, which needs the involvement of different sets of people and stakeholders.

I felt good because I felt useful doing it for women's rights, because for a long time I was a battered woman, I know what a woman feels when [she] looks for help and doesn't find... it is very important to do this job for me, there are a lot of women who didn't know that they have rights.

- Woman from South District

We think it is interesting that proposals we are adding at various levels... spaces where women may be coming out of their homes... there are things where they can go making small transformations ... maybe, not a revolution, but if the garbage dump that you had in the corner could be turned into a space where you can take your children, it makes a difference.

- Woman from North-West District

CISCOSA's role in intervention planning was crucial, although great emphasis was placed on enabling local women to play a prominent part. At CISCOSA's instigation and with its guidance, the Thursday Group in the South District drew up plans for a series of public events and measures to increase safety, such as moving bus stops and improving signage. CISCOSA then arranged meetings with officials and co-presented the ideas with local women. Following negotiation, agreement was reached on a list of interventions which officials were willing to support. On the

other hand, in the North-West District, where a women's group was slower to emerge, CISCOSA had to be more proactive in the initial event planning and discussions with officials. But over time, with growing engagement and confidence, local women began to take the lead. At the same time, officials gradually came to see the women's group having a legitimate voice in the process and eventually committed their support.

The creation of partnerships from an early stage promoted greater participation by a range of actors as they had a deeper sense of ownership of the process. CISCOSA's and the local women's continuous engagement with officials from the local government and, in some cases, the participatory budget, gave them confidence to work and they achieved positive results. These included not only infrastructure changes in both Districts, but also the inclusion of proposals in the Participatory Budget. They worked on creating partnerships both with the municipal government and with the local officials.

The commitment of government officials varied at different points of the programme. While in the North-West District, there was a greater response to the proposal for addressing safety through the *Safe Path* and infrastructural changes, in the South District, there was more resistance as the District Cabinet felt that they had already instituted certain infrastructural changes which had improved public spaces in the neighbourhood. It was therefore more difficult to convince them that women had different experiences and needed a wide range of interventions and support.

It is observable that in women's relationship with the local authorities and officials there was progressive recognition of their expertise. Once they were able to organise themselves at the neighbourhood level, they were able to influence public decision making on issues of women's safety. At the end of the GICP work, one can observe some

symbolic indicators of recognition from the local authorities, the most important being an invitation to the women's groups to make inputs to the *Equal Opportunities Plan*, which is one of the more important policies that has developed in the city to promote gender equity.

In Rosario, partnership with local government and community-based mobilisation led to innovative strategies. Programme implementation took place during an election year and CISCOSA along with the women from the South, North-West and West Districts worked to prepare a broad-based agenda of actions and demands which they presented to the candidates. The process of awareness generation and advocacy on the *Women's Agenda* engaged both the community and local government on issues of women's safety within a broader perspective of a wider political canvas of women's rights as citizens and within a framework of the right to the city. In both the North-West and South Districts women participated in debates, while preparing the *Women's Agenda*. As a result of these activities, several candidates, officers and CBO representatives signed a commitment letter or a support letter for the Agenda. The candidates also spent time debating with women the demands in the Agenda and officials invited the women's groups to participate in the Council of the Women's Area and the *Equal Opportunities Plan*. Another positive outcome was the invitation to CISCOSA to liaise with councilwomen to get proposals related to the *Safe Path* into the list of projects funded by the Participatory Budget and upscale the initiative to other neighbourhoods in the District.

Drawing up the *Women's Agenda* and presenting it to political parties and candidates was not part of CISCOSA's original GICP project plan. This arose organically through women exercising their democratic rights to voice their demands during an election period when citizens' voices are more likely to be heard. The *Women's Agenda* proved to

be a strong political tool and also served to raise women's collective voice to express their demands and expectations of the government. Presenting demands and issues is a political act and it was a testament to the organising process that the women's groups were able to take this on. It placed the issue of gender inclusion into public discourse.

Another challenge is the on-going and continuous participation of women and communities in taking the work forward. Even during the project, this was difficult as the women had many other commitments and demands on their time, including family responsibilities and work. It was important to recognise this in order to develop a plan that took into account the daily lives of the women, especially in lower income communities. It took time to develop a truly participatory process whereby women are empowered enough to take forward their own agendas. Sustainability of the programme, however, will be a challenge. While the women's groups in the Districts have been able to organise themselves and work with a range of stakeholders, whether there has been enough progress to ensure that the women's groups continue their work for gender inclusion after GICP is less certain. In the South the member organisations of the Southern Women's Network have many interests and safety has to compete for their time and resources with other urgent issues. While the Thursday Group does include a wider group of women, sustaining it will be difficult without support from CISCOSA. In the North-West, despite the difficult start, there is now more momentum and more commitment to continue, since the group's *raison d'être* was women's safety. There is a strong feeling in both areas though that more individuals and organisations need to be recruited to pursue the agenda of women's safety if activity is to be sustained.

Learning Point
In order to provide an opportunity for community women to meaningfully participate in creating safer and more inclusive cities, respect should be given to their schedules and priorities. This may mean planning activities and meetings over a long time frame.

CHAPTER 6

Dissemination of knowledge and expertise to raise awareness and develop capacity

Introduction

Due to its innovative subject matter and approach, the GICP was conceived of from the beginning as a kind of experiment – the results of which were to be broadcast widely and used to inform the public, policy makers, opinion formers and the rest of the safe cities for women/VAWG prevention fields. Programme actors recognised that, while the data on gender exclusion and certain interventions could start the process of change in local project areas, the GICP had the potential to make a significant contribution to the attitudinal and behavioural change in wider society that was essential for meaningful and sustainable improvements. Thus, an important task for all GICP partners was the dissemination of their collective learning at local, regional, national and international levels to increase awareness of, encourage engagement with and advocacy for women's rights and gender inclusion. This was a challenging goal, considering the scale and timeframe of the programme. Nevertheless, a great deal of progress was made and dissemination activity based on the data and project experiences will continue well beyond the life of the programme.

As mentioned in the introduction to this publication, the topic of women's right to safe and inclusive access to their cities is a new concept for many policy makers and civil society actors, which is not yet as well-represented in literature, policy or activism as other VAWG issues. At the beginning of the GICP, for example, some awareness-raising work had begun in

Rosario and Delhi, but very little had occurred in Petrozavodsk or Dar es Salaam. Thus, the first challenge for programme partners was not just to convince multiple stakeholders at multiple levels that women's safety and inclusion should be a priority, but actually to find ways to communicate effectively to them an understanding of what was *meant* by these complex ideas.

A second communications challenge was documenting and disseminating learning to the already-existing community of safe cities for women practitioners. Given that the GICP was the first cross-regional programme of its kind and a precursor to UN Women's *Safe Cities Free of Violence Against Women and Girls Global Programme*, WICI felt that there was an urgent need to disseminate useful and accessible information on the processes and tools that had been used, and lessons learnt, something that had hitherto been largely lacking.

The dissemination of learning was an integral element of the GICP. The means to achieve this included activities initiated by WICI and the implementing partners, such as publications, conference presentations, work with the press and broadcasting media, internet-based discussions and other outreach, as well as more creative initiatives involving, for example, drama and poetry. But it was recognised that there was also a need to take advantage of unplanned opportunities that presented themselves, and much dissemination took place this way too. At one level, this involved engaging with the media when there were relevant news or current affairs stories; at another level it involved



GICP Programme Director, Dr. Kalpana Viswanath, being interviewed for television in Dar es Salaam.
Photo credit: Sohail Husain

accepting invitations to speak at seminars, deliver workshops or give advice. Both proactive and reactive activities proved to be important in communicating with and influencing politicians, officials, practitioners and the wider public.

Media coverage and other knowledge products

Overall, the GICP managed to achieve an impressive level of media coverage of the issue of women's safety and inclusion, at international, national and local levels. A variety of media, from radio interviews to podcasts to televised panel discussions, allowed GICP actors to share findings and raise awareness of key issues among the general public. However, the amount and nature

of media coverage differed considerably between cities throughout the programme.

Among implementing partners in Dar es Salaam, Delhi, Petrozavodsk and Rosario, previous experience working with the media varied. CISCSA and Jagori were well-versed in this area and the issue of safe cities for women was more established as a topic of public interest in their cities. Moreover, both CISCSA and Jagori were well-known in their regions, which increased their credibility as experts in the field among media professionals. As a result, GICP work featured considerably more in the media in Delhi and Rosario. The work of both CISCSA and Jagori was featured in many print and web articles, and both organisations were able to partner with independent media producers to develop original

Learning Point
Raising awareness of women's safety issues and their effect on access to the city amongst different audiences is a vital task in the creation of safe cities for women. Project partners should be proactive in initiating activities to achieve this, but also need to be ready to respond effectively to unplanned opportunities as they arise.

Learning Point
Activities which evaluate public services and spaces, such as women's safety audits, provide media with information that makes a good story. This is particularly true if activities focus on a public service or space that has already attracted media attention because it is perceived as dangerous or unsatisfactory in some way.

content (print articles and radio shows) focusing on women's safety and inclusion in cities. Over the course of the GICP, ICIWF and the Karelian NGO Resource Centre (KNRC) were also able to develop significant media relations and coverage of their work. ICIWF representatives initially expressed doubt as to whether the media in Petrozavodsk would be interested. However, while working on the *Safety Standards on Public Transport* initiative, ICIWF and the KNRC were able to partner with the media to draw attention to the bus safety audit, thus putting pressure on transport providers to improve their services. Media in the area picked up on the story and several television, radio and print stories publicised the action and its results. In addition, the on-going meetings and workshops between ICIWF, the KNRC, the Karelian

Ministry of Internal Affairs and the Petrozavodsk City Administration generated considerable coverage of GICP work on the website of City Administration. These featured both work in Petrozavodsk and included an article, written by the KNRC, on "Best Practices" based on experiences in other GICP cities.

International media coverage of the GICP was modest. Interviews with the GICP Director and an Advisory Committee member were widely broadcast by the University of Melbourne and Australian national radio. The Canadian Broadcasting Corporation covered the Gender Inclusive Cities studio (details on this initiative below) which occurred in Montréal, Canada. An article about the GICP was also featured in a US State Department publication in 2011.

TIPS FOR COMMUNICATING EFFECTIVELY WITH THE MEDIA

Based on presentations given at the GICP Knowledge-Sharing Workshop in Dar es Salaam, Tanzania in June 2011.

- Remember that different populations have different levels of access to the media – consider the target audience when deciding what type of media outreach is appropriate.
- Think about the media strategically and consider who it is that will be representing the issue. Try to find journalists who have demonstrated an interest and understanding of concepts related to VAWG and women's rights.
- At the beginning of an interview, tell the journalist the main points that you would like to talk about.
- At the end of an interview, offer more information about important points which have not yet been covered. This will help to ensure that the journalist has all of the facts that s/he needs to write an accurate article.
- Remember that media coverage tends to focus on negative subject matter so it may take extra effort to draw attention to programme successes.
- Journalists are always looking for an interesting message that is easy and quick to communicate – information provided to the media should be framed in this way.

PUBLICATIONS PRODUCED BY GICP IMPLEMENTING PARTNERS

Building Safe and Inclusive Cities for Women: A Practical Guide, 2011, Jagori.

Las Mujeres Trabajando por un Distrito Sur sin Miedos ni Violencia. Cartilla de Trabajo. Distrito Sur, Rosario. 2009 – 2010 (Women working for a South District without Violence: Workbook, South District, Rosario, 2009 - 2010), 2011, CISCSA.

Las Mujeres Trabajando por un Distrito Noroeste sin Miedos ni Violencia. Cartilla de Trabajo. Distrito Noroeste, Rosario. 2009 – 2010 (Women working for a North-West District without Violence: Workbook, North-West District, Rosario, 2009 - 2010), 2011, CISCSA.

Agenda de las Mujeres por la Ciudad (Women's Agenda for the City), 2011, CISCSA.

Towards the end of the GICP, some implementing partners expressed interest in learning how they could engage with the media without having their messages misconstrued or sensationalised. Partners felt that it was difficult to work with an institution that significantly contributes to unequal portrayals of men and women and wanted to know how to be more strategic in their media outreach. The GICP monitoring and evaluation research associate in Petrozavodsk was an experienced journalist who offered some insight into effective media communication during a GICP partners workshop in June 2011. At the same workshop, a member of Jagori who had been working on a project with youth to generate alternative media provided programme partners with information on how to create accurate media content themselves. This kind of skill sharing would likely have proven useful earlier in the programme; GICP did not have a strong communications strategy and only a small amount of media-specific capacity development was available. Given the varying experience of working with the media among GICP actors, a more structured communications strategy accompanied by more regular capacity development and skill

sharing among partners may have helped to broadcast programme activities more widely and with a more consistently accurate message.

Alongside media campaigns, awareness-raising campaigns and capacity-development activities, several key knowledge products were developed and disseminated to share GICP information. These included several programme-specific reports, city-specific reports and a *Ten Point Guide to Building Gender Inclusive Cities*.

WICI worked in collaboration with the implementing partners and the Programme Evaluator to generate three major reports documenting the GICP process and data collected in each of the cities. The first, *Learning from Women to Create Gender Inclusive Cities: Baseline Findings from the Gender Inclusive Cities Programme* (2010), offers an overview of key findings on the state of women's safety and inclusion in Dar es Salaam, Delhi, Petrozavodsk and Rosario based on the WSAs, street surveys and FGDs conducted in the first year of the programme. *Tools for Gathering Information about Women's Safety and Inclusion in Cities: Experiences from the Gender Inclusive Cities Programme* (2011) makes available the information-gathering tools, as well as guidance

TEN POINT GUIDE TO BUILDING GENDER INCLUSIVE CITIES

Based on what we have learned over the past two and a half years of the Gender Inclusive Cities Programme, these are the top ten actions that have influenced our successes:

1. **Recognising** that different forms of GBV are a barrier to women's right to the city, including women's ability to freely access and enjoy public spaces and participate in decision-making processes.
2. **Partnering** among stakeholders including women, local government, women's organisations and others is an effective mechanism to bring about positive changes in public spaces to make it inclusive and safe for all.
3. **Engaging** with a wide range of stakeholders provides an opportunity to deepen understanding and commitment to the creation of safe and inclusive cities.
4. **Exploring** the everyday experiences of a diversity of women and girls and the community through street surveys, focus group discussions and women's safety audits is an effective way to obtain comprehensive and reliable, context-specific data on gender inclusion and exclusion in relation to GBV.
5. **Analysing** this data, and data from reviewing existing policies and programmes in each context has given us the basis to develop effective interventions using a **Right to the City** approach – asserting that everyone has an equal right to public space and to decision-making around public space.
6. **Planning** interventions so that the **problems** are addressed through **activities** with clear outputs and **outcomes**, leading to desired **impacts**, have made our work stronger.
7. **Empowering** women, girls and other stakeholders through increasing public awareness of the issues of violence in public space, engaging women at the neighbourhood level to take leadership, advocating for policy changes to budgets and to public spaces and using media has created a strong support base for our organisations and for local politics.
8. **Mutual support** between community-based women's organizations globally through the internet, face-to-face meetings, which encouraged learning and reflection has helped develop an international community of practice that will make our own work, and the work of others, more powerful.
9. **Communicating** our work locally, nationally, and globally, through media coverage, public meetings, murals, websites, Facebook pages, art exhibits, radio shows, music, and all conventional, new, and alternate media needs to be done on a regular basis.
10. **Sustaining** achievements, including practical actions, networks and contacts, knowledge-sharing and changed attitudes, is essential to ensure that the effort to create safe and inclusive cities is continued.

on their use based on experience gained, especially their adaptation for use in the four very different cities. This report is also accompanied by translations of many of the tools into Hindi, Russian, Spanish and Swahili. This publication is the final programme report, offering insight to the specific interventions implemented in each GICP city and into the GICP process itself. All of these documents are available for download, free of charge, from the WICI website (www.womenincities.org). They have been publicly distributed through WICI's member network as well as through the networks of GICP implementing partners and other WICI partner organisations.

The *Ten Point Guide to Building Gender Inclusive Cities* was developed by all partners as well as the Programme Evaluator and a member of the GICP Advisory Committee. The guide was created in June 2011 during the final meeting of all GICP partners, a knowledge-sharing workshop in Dar es Salaam, and reflects an overview of key learnings accumulated during the programme. This document is also available on the WICI website and has been distributed through a number of practitioner networks working in the VAWG field.

Additionally, a chapter focusing on the GICP process and learning is being featured in the forthcoming book, *Building Inclusive Cities: Women's Safety and the Right to Public Space* (Earthscan).

It was difficult to assess the impact or effectiveness of media coverage. At the beginning of the programme, in Dar es Salaam and in Petrozavodsk, the issue of women's safety was rarely covered in the media. Thus, media coverage of GICP activities in these cities (though sparse in Dar es Salaam), can be interpreted as the crossing of a threshold; a precedent has been set. In Rosario and Delhi, where more media coverage occurred both before and during the programme,

it appears that women's safety is becoming a consistent topic of media interest - particularly in the Indian context. However, the extent to which the messages are being absorbed and understood across different populations is not clear. Indeed, a much larger, longer and more targeted media strategy and action plan would need to be implemented to elicit measurable change in levels of reportage or population effects. The GICP experience suggests that similar programmes wishing to measure the extent to which they have raised awareness about women's safety and inclusion through the media should not only prepare an appropriate communications strategy, but also devote time and resources to planning and implementing its evaluation. The challenges presented by these important tasks that should not be underestimated.

Awareness raising, capacity development, and the larger influence of the GICP

Much dissemination work focused on awareness raising and capacity development through seminars, workshops and other events. This occurred at the local, national and international levels and the different experiences and perspectives of implementing partners translated into different approaches. Jagori and CISCSA worked from a rights-based approach, which reflected the fact that both organisations had previously regularly undertaken rights-based advocacy work. By contrast, ICNIC-T used crime prevention as an entry point, which made sense given that most members of the organisation had government and/or policing backgrounds. At ICIWF, members' previous work had been on effecting policy change; therefore, activities in Petrozavodsk began from a government-centered

approach. As a result of these differences, the principal target audiences for awareness raising and capacity development also varied by city, with Jagori and CISCOSA mainly reaching out to women and service providers on the ground, ICNIC-T to local government and police, and ICIWF to different levels of government and other NGOs. At the programme level, WICI dissemination was focused on sharing the cross-regional learning and feeding into wider discussions and debates on safer and inclusive cities for women.

Within each city, awareness raising and capacity development were heavily integrated into programme activities. In Delhi and Rosario, they functioned as the foundation for activities at all stages from data collection to intervention planning and execution. For ICNIC-T and ICIWF, specific awareness-raising and capacity-development events occurred as an integral part of the intervention implementation; these events were mainly used as a jumping-off point to ensure stakeholders were willing and able to take action on women's safety and inclusion more generally. It appears that as a result of Jagori's and CISCOSA's previous experience in awareness raising and capacity development, efforts in this regard were broader and farther-reaching in Delhi and Rosario. It is likely that, in addition to the knowledge base from which these two organisations were working, their reputations as effective women's rights advocates contributed to greater interest in and support for their awareness-raising and capacity-development activities.

Over the course of the GICP, it is notable that implementing partners' various approaches to awareness raising and capacity development shifted. These shifts could be attributed, in part, to the fact that each organisation was exposed to the others' perspectives, priorities and strategies. For example, ICNIC-T began its work with a strong focus on creating behavioural and attitudinal

change within local and community policing institutions. Towards the end of the GICP, ICNIC-T expanded its focus to include awareness-raising activities in public spaces and primary schools.

The GICP has had considerable "ripple effects" at the local level. In addition to several municipal-level presentations (Appendix 1), awareness raising and capacity development resulted in positive policy and programme changes.

In Delhi, awareness raising featured as strongly as capacity development in planned intervention work, as well as in other activities at the city and national level. GICP work fed into Jagori's wider advocacy efforts, in conjunction with other safe cities initiatives delivered in partnership with UN-Habitat and UN Women. This broad-based approach meant that Jagori had multiple opportunities to share information about the GICP, while situating it within a much larger context of related activities. Support and synergies with other partners and programmes also meant that the visibility and stakeholder interest in Jagori's work was multiplied.

Throughout the three years of programme implementation, members of Jagori consistently participated in campaigns relating to women's rights and ending VAWG across the city, raising the profile of its safe cities work. For instance, members of Jagori (including staff and volunteers) participated in the annual Great Delhi Run wearing T-shirts promoting the organisation, its work and messages about safe cities. Jagori also participated in the citizen-led campaign *Please Mend the Gap* in the Delhi Metro, which addressed a perceived lack of support for women commuters facing harassment and assault. During the campaign, "flash mobs" were organised in which over 100 people wearing T-shirts with messaging about women's safety and rights boarded the metro together and stood silently in

solidarity. Throughout these activities, members of Jagori handed out additional awareness-raising materials to commuters.

In terms of changes in local level policies, programmes and services, Jagori was able to create a great deal of leverage. For example, the Delhi Chapter of the Indian National Trust for Art and Cultural Heritage (INTACH) partnered with Jagori in its development of the gender-sensitive proposals for environmental change, based on information collected through WSAs. Proposals included elements such as public toilets for women, the addition of kiosks to provide informal street surveillance, and the clearing and widening of footpaths. This collaboration led to the development of the publication *Integration of Shahjahanabad and New Delhi: Gender Safety Audits for Public Spaces and Proposals for Safe Urban Spaces* (2010).

In another example, in November and December 2010, Jagori participated in three round-table meetings with other women's groups in the city on women's safety with the Chief Minister of Delhi, the Joint Commissioner of the Delhi Police, the Principal Secretary of the Ministry of Home Affairs, the Delhi Commission for Women, the Special Unit on Protection of Women and Children, and the Department of Women and Child Development. These meetings occurred as a response to civil society protests linked to two well-publicised cases of sexual assault in the city. As a follow up to the round table meetings on action plans on women's safety in Delhi, the Delhi Police:

- increased the number of women beat constables and women station house officers available;
- increased vigilance by police at night;
- established a number Women Help Desks and Women Booths in areas considered to be

particularly unsafe for women; and

- developed guidelines for institutions like call centres and media houses to ensure the safety of women employees in office-sponsored taxis.

Also in 2010, Jagori used data gathered in the GICP as they developed a strategic framework for the Delhi Government on the seven areas to be addressed for enhancing women's safety and inclusion in urban spaces (urban planning and design of public spaces; provision and maintenance of infrastructure and services; public transport; policing; legislation, justice and support to victims; education; and civic service). Additionally, Jagori used GICP information in their technical inputs to a Gender Budgeting workshop, attended by over 60 Municipal Corporation of Delhi Officers. Jagori was also able to build on the attention that its safe cities work was drawing and sign a Memorandum of Understanding with UNIFEM (now UN Women) and the Delhi Government Department of Women and Child Development. The Memorandum of Understanding committed signatories to a three-year partnership from 2009 with a focus on strengthening inter-agency ties. Furthermore, in 2010, the city of Delhi was chosen by UN Women to be one of the pilot sites in the UN Women Safe Cities Free of Violence against Women and Girls programme. Within this initiative, Jagori was appointed as a key implementing partner. These choices were based, in part, on the fact that a foundation of positive change, had been laid in the city, including GICP activities. The support of the UN Women programme, which is designed to be implemented over several years, contributed greatly to the likely sustainability of the Delhi activities begun within the GICP.

Finally, in 2010, Jagori was able to broaden the scope of its work at Delhi University during

the Commonwealth Games, when the University was shut down and many residents in university hostels were summarily moved out to make space for visitors. While this made it impossible to take forward regularly planned intervention work, it offered the opportunity for Jagori to contribute a women's safety perspective to student protests occurring at the time. Jagori supported the protests and offered its opinion on the increased state of women students' insecurity as they were forced to travel farther to and from the university and to stay in less secure accommodation.

In 2011, Jagori, along with other women's groups, made a series of recommendations on improving women's safety in Delhi to the Chief Minister, the Joint Commissioner of the Delhi Police, the Principal Secretary of the Ministry of Home Affairs, and the Delhi Commission for Women. One of Jagori's recommendations, that sexual assault cases be handled by fast-track courts, was implemented. Another significant achievement in Delhi has been that Jagori was invited by the Lieutenant Governor to be a member of the Unified Traffic and Transportation Infrastructure – Planning and Engineering Centre Task Force. In this role, Jagori has used information and experience gathered during the GICP and conducting WSAs across the city to provide information and recommendations on incorporating women's safety into design guidelines for streets, parking and transport infrastructure. Also notable in 2011, Jagori was invited by the Chief Minister to participate in the newly-launched city-wide programme, Awaaz Uthao, an initiative to increase women's safety in Delhi through local-level action creating community level collectives and linking up with key stakeholders, with a pilot in 25 neighbourhoods.

Like Jagori, members of CISCOSA were able to link their awareness-raising and capacity-

development activities with related work in Rosario and the region in order to increase reach and impact. In particular, CISCOSA focused on building synergies between GICP work and work being conducted by the Regional Programme *Safe Cities for Women, Safe Cities for All*, executed by UNIFEM (now UN Women) and the Women and Habitat Network of Latin America and the Caribbean. The synergy between the GICP and the Regional Programme is perhaps most evident in the development of a *Women's Agenda* for Rosario (see chapter 5). However, this synergy also likely contributed to an increased level of influence and expertise attributed to CISCOSA and local women working on the GICP in Rosario generally. At the municipal level, this influence translated into a few policy, programme and service changes outside of GICP interventions. For example, in 2009 Red de Educación Popular entre Mujeres (a feminist NGO) and a local Youth Centre used GICP findings as part of their awareness-raising training. In 2010, CISCOSA and local women working on the GICP in Rosario began to attend public meetings with other interest groups in the city to advocate for the consideration of a gender perspective in Rosario's *Holistic Mobility Plan*. Also in 2010, as a result of its review of Rosario's *Second Equal Opportunities Plan*, CISCOSA was invited to participate in the development of the *Third Equal Opportunities Plan*, particularly under the thematic axis of "use and enjoyment of public space".

In Petrozavodsk, the most significant local level change which occurred as an offshoot of GICP activities was the inclusion of safety as a category within a local public space design competition in 2010. This occurred after the city's Chief Designer attended a presentation on GICP research and was inspired by the idea of safe and inclusive design. As a result of his support, several model public space designs were showcased in Petrozavodsk, featuring elements such as

pedestrian lighting, clear pathways, well-marked sidewalks, wheelchair-accessible entryways and waste bins for the promotion of cleanliness.

At the national level, perhaps the most significant “ripple effects” of the GICP have been two workshops, organised by ICIWF and Jagori respectively. ICIWF worked with the Huairou Commission to secure funding for a *National Workshop* in Tver, attended by representatives from NGOs and local government in four Russian cities (Tver, Piutschino, Dubna and Chelyabinsk). Prior to the workshop, ICIWF shared the GICP data collection tools with workshop participants, who conducted WSAs and FGDs in their respective cities before meeting. During the workshop, participants shared data from their cities and recommendations on creating safer and more inclusive cities for women. Participants also discussed effective strategies for action within the Russian context, building on ICIWF’s experience.

Like ICIWF, members of Jagori organised a national workshop to spread awareness about

women’s right to safety and inclusion in cities, as well as to build capacity to take action against VAWG and exclusion in public spaces. *Safer Cities for Women: Perspectives, Methodologies and Tools* occurred over three days in August 2010 and was attended by representatives from 18 women’s organisations from different parts of India. Again, the GICP approach and tools were used as a basis for knowledge sharing during this event, while UNIFEM (now UN Women) representatives also participated, sharing information on the issue from a global perspective. During this workshop participants developed a strategy to form a coalition with the express purpose of influencing the development of the *Twelfth Indian Five Year Economic Plan* (2013-2017), so that the issue of women’s safety and inclusion in cities could be included as a serious concern. Once an issue is recognised by the Plan, it becomes easier to get resources allocated. A reader, including background information, data from GICP research and tools for collecting information on women’s



National Workshop in Tver, Russia. Photo credit: ICIWF

safety was produced and distributed as part of this event.

In addition to these workshops, other national level “ripple effects” include the use of GICP findings in the development of Latin American indicators on women’s safety in cities. These indicators were created by the Regional Observatory, *Cities, Gender and Violence* which was part of the Regional Programme *Cities without Violence, Safe Cities for All*. Moreover, in 2011, after consultations with Jagori, Indian leading national telecom service provider Airtel has included helplines for women in the pre-configured numbers on their telephone SIM cards. In Dar es Salaam, elementary school students with which ICNIC-T worked were invited to perform material they developed about women’s safety and inclusion at a combined celebration for the 50th Anniversary of the Police College and the 95th Anniversary of the Tanzanian Police Force. Over 1000 people attended the event, including the President of Tanzania. During this time, ICNIC-T also set up a pavilion to distribute information about GICP activities.

As the international level, diffusion of GICP information has occurred through presentations by GICP actors at workshops and conferences (Appendix 1). One key international event that was influenced by GICP research findings and experiences was the *Third International Conference on Women’s Safety: Building Inclusive Cities*, held in Delhi in November 2010. WICI and Jagori co-organised this event, which involved participants from 45 countries and 81 cities. They included representatives of women’s organisations and networks, grassroots, community and NGOs, cities and municipalities, police services, government departments and institutions, research communities, international networks and United Nations agencies, Participants working on the GICP in Dar es Salaam, Delhi, Petrozavodsk

and Rosario attended, as did the Programme Evaluator. During the event, the GICP team not only presented and shared their experience and knowledge with others working in the field, they were also able to make new contacts and learn new strategies and approaches from around the world. Learning from the GICP informed the background paper for the conference, the *Delhi Declaration on Women’s Safety*, and the *Delhi Call to Action on Women’s Safety*.

A two-week online seminar, *Introduction to Creating Safer Gender Inclusive Cities*, was organised as part of the GICP by WICI in partnership with Red Mujer y Habitat de America Latina and CEUR-CONICET (Argentina). It took place in November 2011 and featured articles and video lectures from key actors in the safe cities for women field, as well as interactive discussion forums facilitated by experts from WICI. The goal of the seminar was to share both GICP concepts and learning accumulated by WICI and the programme’s implementing partners. Over 50 people participated in the seminar, drawn from NGOs, international and UN agencies, local governments, professional associations and academic institutions in 20 countries and 34 cities.

The GICP online seminar represented a new way of sharing information internationally within the safe cities for women field. The seminar built upon the knowledge of WICI partners, Red Mujer y Habitat de America Latina and CEUR-CONICET, which had previously organised similar Spanish-language regional seminars for Latin American practitioners. The breadth and depth of the participant discussions during the two weeks, in addition to the presence of a large waiting list for the seminar, indicated that future initiatives would be a popular way to progress safe cities for women theory and practice. Eighty-five per cent of participants who responded to an

Learning Point
While a great deal of safe cities for women activity focuses on creating change within public institutions, it is also important to make change in private institutions and corporations. This is especially important considering the influence that advertising has to shape experiences of public space.

KEY DISCUSSION TOPICS FROM INTRODUCTION TO CREATING SAFER GENDER INCLUSIVE CITIES

- The implications of using a women's safety perspective to frame the issue of inclusive cities
- Entry points for the inclusion of civil society in urban planning and design processes
- Creating a "meeting point" between top-down and bottom-up approaches to women's empowerment
- Working within a rights-based framework versus a results-based framework
- The creation of insecurity and exclusion as a result of the intersection of various forms of oppression
- Key "ingredients" needed for the creation of a safe and inclusive city
- Critical approaches to gender mainstreaming and measuring the success of gender mainstreaming using indicators

online evaluation stated that the seminar would change the way they think or acted. Participants also noted that the seminar's flexible format was highly advantageous, facilitating participation by those who could not engage during normal working hours and in different time zones. In retrospect, it seems that this type of activity would have benefited a programme like the GICP at its beginning and should be considered by other similar initiatives. While an early-stage seminar would not focus on sharing programme learning, it would offer programme actors a

chance to assess key issues and challenges within the field internationally, as well as to connect with new partners who could contribute to the programme as it unfolds. It could also build a community of practice which could provide regular interactions for mutual learning throughout the programme.

Additionally, in July 2011, a studio course based on GICP work and concepts was offered to University of Melbourne (Australia), Carleton University (Canada) and McGill University (Canada) architecture, landscape architecture, urban planning and urban design graduate and post-graduate students. The studio was held in Montréal, Canada. A member of the GICP Advisory Committee, who contributed to the programme's design, spearheaded the initiative. The *Gender Inclusive Cities Studio* was offered in recognition of the fact that most professionals in environmental design and management are unaware of the connection between their work and women's feelings of safety and inclusion in public spaces. The course was designed and co-implemented by instructors from both universities, as well as WICI staff. During the Studio students were asked to work in teams to analyse environmental design and management from a gendered perspective. They learned the WSA methodology and were exposed to a cross-regional analysis of the collected GICP data. Students reported that it changed the way that they viewed their occupation and the urban environment generally. Several students stated that they were interested in incorporating the WSA methodology into their future professional work.

The Gender Inclusive Cities Studio has been the most inspirational, educational and eye-opening studio that I have ever undertaken in my tertiary studies... I learnt so much about the factors that

Learning Point
Online or in-person seminars can be used to share learning from a particular programme or initiative. They can also be used before a programme or initiative begins, to better understand the most pressing issues and knowledge gaps in the field.

Learning Point
Awareness raising and capacity development among professionals can start with their education. Working with college and university students not only provides an excellent opportunity to expand the knowledge and perspective of adults just entering into urban management, it also provides an opportunity to work with students to gather new information on women's safety and inclusion while giving them hands-on experience.



Dr. Carolyn Whitzman guides *Gender Inclusive Cities Studio* students through the streets of Montréal.
Photo credit: Melanie Lambrick

create gender inequality, the safety of women within cities and public open spaces, gender-based violence and the fear of violence, the importance of empowering women and minority groups to make changes within their communities, and the relationship of these issues with various urban environments and architecture in the local and international context.

– Student, Gender Inclusive Cities Studio

While the Gender Inclusive Cities Studio was an excellent opportunity to develop

awareness and build capacity among a small group of young professionals, it did not represent any kind of overall educational change or gender mainstreaming. Students who participated in the course chose to do so as an option, presumably because they were already in some way interested in the subject matter as a “special topic”. Pressure and advocacy would need to be directed at educational institutions to ensure that women’s safety and inclusion became mainstreamed into urban planning and design studies for all students.

CHAPTER 7

Managing and delivering the GICP

Programme benefits

The GICP was a pioneering initiative. It brought five organisations together to work in four very different cities in four countries across four continents to investigate and address the problem of gender exclusion. It focused on SH/SA in public spaces, rather than the more widely recognised problems of violence against women perpetrated in private space. And whilst aiming to improve the situation for women in the participating cities, the GICP was conceived of as a 'knowledge creation' programme to generate learning and good practices that could be applied much more widely. This was made possible by the diversity of participating cities. They varied in size, culture, religion, language and almost every conceivable dimension of urban life, enabling experiences and responses to be compared and contrasted in very different contexts. In addition, it allowed for testing of tools and approaches to building safe and inclusive cities for women and girls. When similarities were identified, this diversity allowed findings to be generalised with greater confidence and enabled all cities to learn from the GICP experience.

There were also advantages for individual local implementing partners. Each implementing partner benefitted from the guidance and support that WICI provided. WICI staff were able to draw on their international experience, as well as the WICI database of tools, research evidence and other resources such as an international network of experts in the field, to help partners, guide project development and resolve problems. Contacts between projects also resulted in the

exchange of information and exposed partners to new perspectives, ideas and resources about the problem of gender exclusion and ways to respond to it. Implementing partners reported that individual and organisational expertise and competence, including capacity to manage complex projects, had been enhanced through experience gained with the GICP. Finally the implementing partners received funding to continue their work.

Although hard to evidence, being part of a multi-country programme seemed to enhance the status of projects within cities, increasing their ability to engage with authorities and even to exert influence.

Challenges for project coordination

The challenges that such a programme presented for both the coordinating organisation and partners in each city also need to be recognised. For WICI there was a need to maintain programme fidelity, ensuring work in each city was consistent with the principles, processes and practicalities set out in the proposal and the workplan agreed by the funder. At the same time, WICI was committed to build local capacities and foster local project ownership and decision-making which would support post-GICP sustainability, but which might take projects in unplanned directions. WICI had to find a balance between steering projects along a common course and enabling partners to self-determine what should happen in their cities.

Implementing partners had considerable discretion over how their project developed, but they did not have total autonomy and unsurprisingly this led to occasional tensions. In Rosario, for example, the GICP approach in the first phase of the project did not fit comfortably with CISCESA's culture and preferred way of working. In the words of the local project coordinator, "How we do things is really important. Empowering women has to be fundamental". CISCESA would have liked to give more emphasis to building the skills and confidence of local women through the research, when the initial GICP imperative was information gathering. In Dar es Salaam, the implementing partner felt that the emphasis on women's rights resulted in the importance of culture and social norms not being adequately recognised in the GICP approach. As a consequence, there was some dissonance between the views of local communities and the concepts on which the GICP was based.

These kinds of differences have to be expected in such a programme and they can give rise to constructive debate. However, the GICP experience highlights the need for careful appraisal of potential partners when programmes are first conceived to assess their 'fit' with a programme's underpinning principles. Additionally, adequate time needs to be allocated at the earliest opportunity – certainly during the inception phase – to explore each partner's preferred mode of working, priorities and understanding of key concepts. This will not only identify differences as soon as possible, but also issues requiring further discussion or technical assistance.

Project planning and cross-programme synchronisation were made more difficult by the huge differences between the characteristics of the cities (mentioned above), differences in their selected interventions and differences between implementing partners (discussed below). It

was further complicated by other factors, some foreseeable, some unpredictable such as the Commonwealth Games as we saw in Chapter 3. While GICP progress slowed noticeably, one or two highly publicised sexual assaults that occurred in public places in Delhi during this time pushed the issue up the agenda as politicians recognised the reputational risk to the city. Prevention of sexual violence in public spaces quickly became a priority again.

Delivery was also affected by seasonal and cyclical influences. In Rosario, for example, no work could take place between Christmas and February each year because of annual holidays, while in Petrozavodsk the cold winters with short days restricted fieldwork in the first year. Less predictably, in autumn 2009 all public and official meetings were cancelled in Rosario for several weeks to reduce the spread of the H1N1 flu virus. In Delhi, the university-focused work programme had to be phased around the academic year, which meant little happened during the long summer vacation.

Elections influenced GICP work in contrasting ways. In Dar es Salaam, access to government officials became almost impossible for several months ahead of elections in 2010, while in Petrozavodsk many senior officials with whom the implementing partner had been working were replaced following elections in 2011. This made it necessary to rebuild key relationships afresh, late in the project. In these cities the elections caused a hiatus in project activity, but the reverse was true in Rosario. Here elections provided a timely opportunity for local women (supported by CISCESA) to engage in the political process, raising awareness of gender exclusion and securing support for a *Women's Agenda* from election candidates.

The lesson to be learned is that, in a multi-country programme on gender exclusion, it

should be expected that cities will move forward at different speeds, will travel different distances and at times go in different directions. Within each city there are likely to be periods of rapid progress interspersed with periods when activity slows. What happens will vary according to their starting point, the implementing partner and local circumstances. It is clearly sensible in such a programme to do some basic mapping at the start and on an on-going basis to flag known factors (such as major events, holiday periods and elections) that will influence local activity, so that they are anticipated in project planning. But projects will need to be prepared to respond flexibly to events outside their control, which can at times create unexpected opportunities.

Communications

The global distribution of projects and programme-level staff presented significant communication challenges and the GICP would not have been feasible without internet communication. Most contacts were by email and monthly VOIP³⁴ calls. These alternated between group calls linking all the partners and bilateral calls involving one city and programme-level staff. The evaluator and local research associates kept in contact the same way. Nevertheless, time differences and unreliable connections meant that coordinating regular communication was not easy. Language differences added a further obstacle to free flow of information, with some calls requiring interpreters. These kinds of communication activities, though extremely useful, required a great deal of human and financial resources in their planning and coordination. In addition, key documents, such as partnership agreements, interview transcripts and reports, required translation in order to be shared with all implementing partners. Similar cross-regional programmes should consider this during

the programme conception stage, and ensure that the coordinating body has appropriate capacity and resources to organise communication effectively.

Even with the benefit of modern technology, it was evident that distance communication was a poor substitute for direct contact in building interpersonal working relationships and, especially, for understanding what was happening on the ground. Yet face-to-face contacts during the GICP were extremely limited. Representatives from all the cities attended one 2-4 day meeting per year. Because of the cost of such events, only in the final year was it possible for two staff from each implementing partner and the city's Research Associate to attend. The Programme Director and Programme Evaluator visited each city just once during the three years.

It proved difficult to foster bilateral links between cities during the first two years and partners attributed this to lack of direct personal contact and language differences. Only in the final year, after the larger face-to-face meeting and when programme personnel were able to identify very specific ways that cities could assist each other, were such connections made. The value of face-to-face meetings and site visits in a programme of this type should therefore not be underestimated.

Factors influencing local project development

The GICP experience suggests that two particular factors significantly influenced project development. The first was key stakeholders' recognition of, or at least willingness to consider, problems related to gender inequality and exclusion. The second was the 'profile' of the chosen implementing partner, especially its *raison*

34. Voice Over Internet Protocol

d'être and its experience. The interaction of these factors resulted in projects adopting different approaches and priorities, and achieving very different results, as discussed below.

In Rosario the conditions for project development were extremely propitious. There was an evident gender consciousness within the city government before the GICP started. It had adopted some gendered policies and established a women's section in the administration. Moreover the implementing partner, CISCSA, was not only highly experienced in both strategic and community-based work, but had been active in Rosario for several years. During this time it had built strong relationships with local women, as well as credibility with officials and politicians. Moreover, CISCSA had been working specifically on women's safety in public spaces and so had a detailed understanding of the issue in the Latin American context. Locating the GICP in Rosario, rather than beginning work in a new city, enabled CISCSA to build on what had already been achieved.

Being primarily committed to promoting women's rights and gender equality, CISCSA prioritised the empowerment of women in the GICP neighbourhoods (rather than acting on their behalf), so that local women could take action to improve safety by themselves and increase access to the city. It sought to achieve this by raising women's awareness of their rights, developing their skills, building their confidence, supporting collective action and assisting them to collect information that could be used for advocacy. Over the course of the project, their activities expanded from local initiatives to 'reclaim' green spaces (for example, by painting murals) to engagement in city-level politics during the elections with the presentation of a *Women's Agenda*.

This emphasis on empowerment was seen by CISCSA as crucial if progress made during GICP

was to be sustained after the Programme ended. However, the Rosario experience also illustrates the benefits of sustained support. The city-level political engagement was only possible and only effective because groups from several parts of the city were able to come together and speak with a loud collective voice that could not easily be ignored. Such groups existed because of the longer-term commitment by CISCSA to Rosario.

The starting point in Petrozavodsk was very different. The implementing partner, ICIWF, was also committed to women's empowerment and developing the women's movement. However, it was a smaller national organisation, mainly involved in information exchange between civil society organisations and projects with governments. Although it had a previous presence in Petrozavodsk, it had less hands-on experience of community-based work. ICIWF judged that neither the public nor key actors were ready to acknowledge and discuss the specific problem of SH/SA in public spaces, a view supported by results of the street survey, in which three-quarters of women chose not to answer questions about personal experiences. In developing its approach, ICIWF also took into account that there was no local tradition of community-based women's activism relating to GBV. It therefore expected it to be very difficult, if not impossible, to mobilise local women. As a result, empowerment of women in Kukkovka and Golikovka did not become a strong element of the Petrozavodsk project.

ICIWF's approach involved partnering with a regional organisation, the KNRC, and together engaging with the relevant authorities (notably the City Administration) on behalf of local women. Furthermore, ICIWF avoided raising the problem of SH/SA explicitly with the authorities, anticipating it would have been denied or that they would have been unwilling to discuss it. It

was therefore approached obliquely. Awareness was raised about wider concerns relating to safety on public transport, one aspect of which was the SH/SA experienced by women passengers. The implementing partner was then gradually able to make officials aware of this in a way that was perceived to be less challenging and more likely to secure support for action.

At the same time, publicising some of the research findings on safety in general, and gender exclusion in particular, through for example a radio phone-in, began to bring debate about the problem into the open. Although the impact of this and other media activity could not be properly tested, this seemingly started to raise gender consciousness and rights awareness amongst both female and perhaps male citizens. This sensitisation demanded a substantial amount of time and meant that the project's main achievement was to initiate a process of attitudinal change. Although some tangible practical measures to improve public transport safety were implemented, these less visible developments were arguably more important.

In Dar es Salaam the implementing partner, ICNIC-T, was a young NGO set up to build the capacity of agencies and communities to work on crime prevention. It had strong links at national and local levels with government community safety structures and the police (and was based in the city council offices). Before the GICP started, there was growing political commitment to tackling crime and violence in local communities, and VAWG was recognised as an important facet of this. However, it did not appear to be seen by either key actors or communities as primarily a rights issue or one to be tackled through social prevention. On the contrary, many believed women were at least partly to blame for the SH/SA they experienced and that tougher punishment of perpetrators should be the response.

Against this background, ICNIC-T was able to use its established links to ensure that women's safety was included as a key element of community policing when it was re-launched in the two wards where the GICP project was located. ICNIC-T's representatives were able to share platforms with police officers at community meetings, where they presented their research findings and spoke about SH/SA problems, women's right to safety and gender-sensitive policing. These meetings also raised gender awareness amongst the local volunteers who would form the neighbourhood patrols on which community policing was to be based. However, ICNIC-T was not a women's or feminist organisation and empowerment of local women *per se* did not feature as a priority. Rather, the emphasis was on creating safer environments for (rather than by) women. It should be noted, though, that in the final year of the programme ICNIC-T broadened its work to include activities in schools and the community that had an empowerment dimension.

This contrasted sharply with the situation in Delhi, where the implementing partner, Jagori, had 25 years' experience of empowering women and raising feminist consciousness before the GICP began. Through its work and that of a strong women's movement, women's rights and gender equality had become widely accepted political and public priorities. The Government of India had declared 2001 to be the Year of Empowerment of Women and the Government of Delhi created a Department of Women and Child Development in 2007. Safety from GBV has increasingly been recognised by government as a prerequisite for gender equality and Jagori had been working for many years with multiple actors, as well as grassroots women, to achieve this. It had established good relationships with various parts of government and other local stakeholders, such as the police, Delhi University and DTC.

Jagori's approach to project development embodied its commitment to women's empowerment, built on previous projects and campaigns, and took advantage of pre-existing relationships. Work to improve safety on public transport involved engaging directly with DTC at a senior level to get women's safety mainstreamed into bus driver and conductor training, whilst at the same time aiming to encourage women to assert their rights and challenge unacceptable behaviour. At Delhi University, activities to improve the safety of women students ranged from awareness-raising through the EOC, to initiating and supporting the *Be the Change* interest group of students and staff, to working with university authorities on the main campus and in colleges.

The way in which gender exclusion was framed in each city therefore reflected local settings and partners' own perspectives and strengths. ICNIC-T saw the problem primarily through a community safety lens and was able to exploit its strong links with government and the police. Jagori confidently addressed the issue from a women's rights perspective in a context where previous activity had already increased gender consciousness. ICIWF/KNRC engaged directly with local authorities, focusing attention on a wider safety agenda with limited reference to feminist views generally or SH/SA in particular. Finally, CISCSA prioritised women's empowerment, recognising this as a prerequisite for achieving sustainable benefits for women and increasing gender inclusion.

As was stressed earlier, the GICP experience shows that anticipating and assessing different perspectives and strengths of partners should be an important element in planning and delivering gender inclusion projects. An organisation whose main experience is in working with government may not have the capacity or skills for working with grassroots women. A community-based organisation without a gender focus may excel in work with the police but may not be comfortable presenting a project from a feminist perspective. A feminist organisation that has historically tended to confront authorities could find it difficult to work closely with the police. These types of difference should be taken into account in conditioning expectations of project activity and in identifying support needed to counter skills and capacity gaps.

Awareness of such strengths and weaknesses should also inform local-level strategies and which partnerships to nurture. This does not necessarily mean that organisations should only play to their strengths and continue to do what they have done before. There could be benefits from developing in new directions. For instance, if an organisation has a strong history of grassroots-level organising with women, but less experience working with the government, it could be beneficial to encourage and support new partnerships directly with the government or with another organisation that has experience negotiating municipal politics. The skills of each organisation could also enhance those of other organisations through workshops or other methods of exchange and capacity development.

CHAPTER 8

The geography of gender exclusion: A cross-regional analysis

Introduction

Through the 'mapping' work undertaken in its first year (street surveys, FGDs, WSAs and desk research), the GICP has been able to considerably increase our understanding of the scale and consequences of SH/SA in public spaces.³⁵ By following a common methodology and using common tools, comparable quantitative and qualitative information was collected that allowed women's experiences and responses in different contexts to be assessed. Whilst this research uncovered variations between the cities, there was also substantial consistency in what it revealed. This section of the report presents a cross-regional analysis to examine these patterns based on the results of the street surveys and FGDs.³⁶

Concern about sexual harassment and assault in public spaces

The GICP confirmed that SH/SA in public spaces is a widespread and serious phenomenon that affects women in very different parts of the world. In Dar es Salaam, Delhi and Rosario, more than one in three women interviewed in the street surveys considered sexual harassment and/or sexual assault to be amongst the biggest risks to their personal safety. In Dar es Salaam and Delhi the fear of SH/SA was comparable to, or higher than, that for robbery.

Yet specific concerns varied. Whilst in Dar es Salaam and Delhi many more women mentioned sexual harassment than sexual assault and rape, in Rosario more serious physical violence was seen as the greater risk. Here, concerns about sexual assault and rape, robbery and murder were much higher here than in other cities (Figure 8.0). The reason for this difference is not clear, but women in Rosario may have been more exposed to more public discourse on VAWG than in other cities and, as a result, are more aware of the risks they face in public spaces. However, further research is needed to establish reasons for these variations.

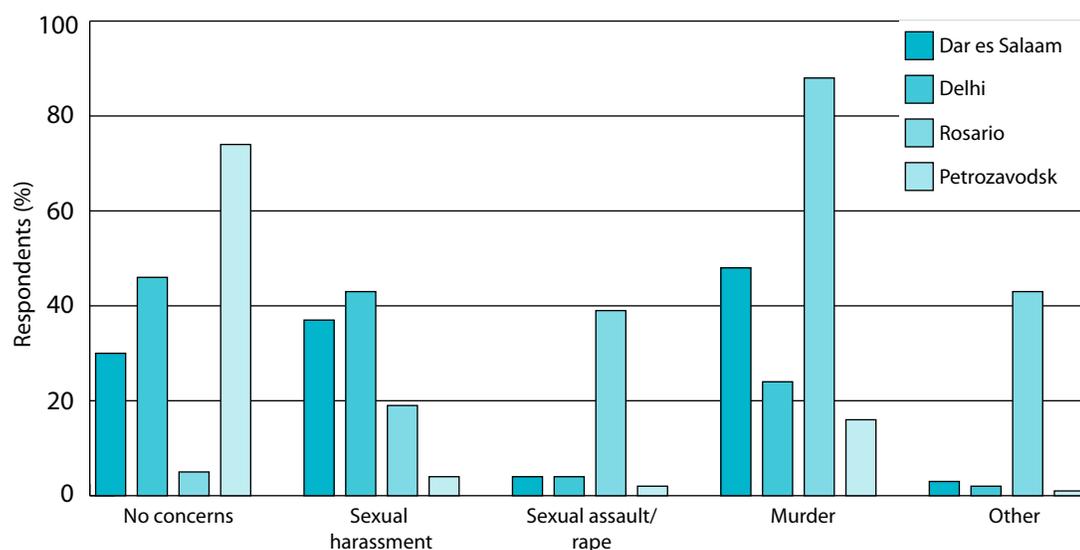
Survey results from Petrozavodsk at first sight appear very different. Here, only one woman in 17 perceived sexual harassment or sexual assault to be significant risks, indeed three-quarters said they had no concerns at all about personal safety. However, according to ICIWF, Petrozavodsk citizens are unaccustomed to answering questions in street interviews and sexual harassment is not widely acknowledged as a social problem. This seems likely to have seriously constrained women's survey responses, a contention further supported by three-quarters of them declining to answer questions about their personal experiences. However, within the more private, discursive and candid FGDs, participants' responses were quite different and the problem of SH/SA in public spaces was more readily and widely acknowledged.

A wide range of factors contributed to

35. For information about the methods and tools used, see WICI (2011). *Tools for gathering information about women's safety and inclusion in cities. Experiences from the Gender Inclusive Cities Programme*. Montreal: WICI, http://womenincities.org/pdf-general/GICP%20Tools%20Report_internet.pdf.

36. For detailed results from each city, see WICI (2010). *Learning from women to create gender inclusive cities. Baseline findings from the Gender Inclusive Cities Programme*. Montreal: WICI, http://womenincities.org/pdf-general/gicp_baseline_compress.pdf.

Figure 8.0. Personal safety risks of most concern to women in public spaces in the area



women feeling unsafe. These factors related to the physical environment, its management and the people in it. However, the recurring mention of certain factors in survey responses in all four cities suggests that a small number had cross-regional relevance and a large effect (Figure 8.1):

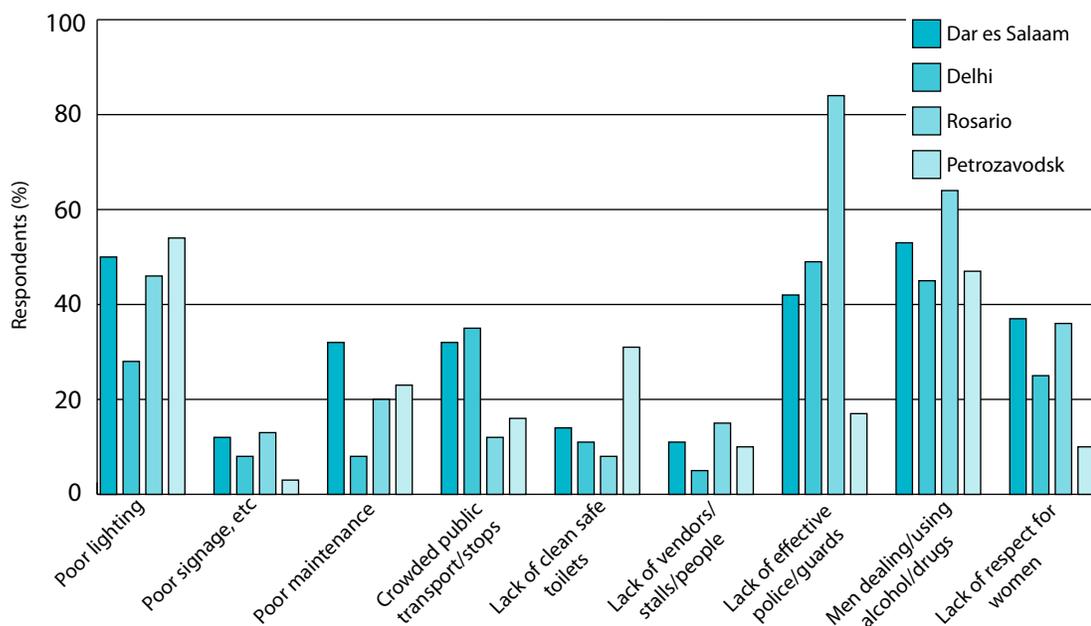
- men dealing in or using drugs or alcohol was mentioned by around half of respondents in each city;
- poor lighting was cited by around half of respondents in Dar es Salaam, Rosario and Petrozavodsk, and more than a quarter in Delhi;
- lack of visible or effective police or civil guards was highlighted by more than four out of five respondents in Delhi and approaching half in Dar es Salaam and Rosario (although not cited by many in the Petrozavodsk survey, this was a strong theme in the FGDs held there);
- lack of respect for women by men was mentioned by at least one-quarter of women in Dar es Salaam, Delhi and Rosario;

- crowded public transport and stops was mentioned by one-third of women in Dar es Salaam and Delhi; and
- lack of clean safe toilets was given as a contributory factor by almost one-third of women in Petrozavodsk and around one in 10 in other cities.

Safety concerns linked to public transport were a common theme in the research in Dar es Salaam and Delhi, as well as FGDs in Petrozavodsk. Being touched on crowded buses was a common experience across these cities. Poor lighting and the lack of information at bus stops were also mentioned as factors that made women feel unsafe. In Petrozavodsk, wider issues such as poor driving and unsafe vehicles were significant problems that impacted mostly on women, since they were the main users of public transport.

Access to and use of public toilets generated comment in several FGDs. Participants emphasised that, whilst the lack of toilets was a problem, simple provision was not enough, since

Figure 8.1. Factors contributing to women feeling unsafe in public spaces



women often felt vulnerable using them. Women indicated that it was essential for toilets to be designed and managed in ways that would keep them clean and safe. The tendency for men to use the roadside or other public spaces as a toilet was also a concern, especially in Delhi.

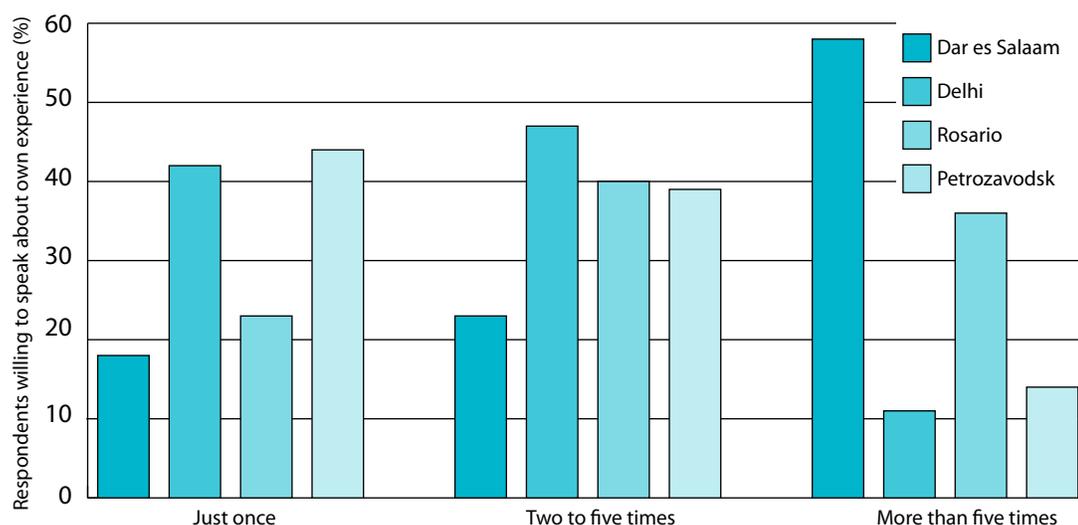
A general lack of respect for women was identified by one in three women in Dar es Salaam and Rosario, and by more than a quarter of those in Delhi. This was something that could potentially affect any woman. However, the research in Delhi showed that already-marginalised groups, such as homeless women or students from the North-East states, distinguished by their features and general demeanour, felt specifically targeted and particularly vulnerable. Their disadvantaged circumstances appeared both to increase their risk of SH/SA and compound their marginalisation.

FGD participants in three cities also explicitly or implicitly linked lack of respect and risk of SH/SA to ethnicity or what women wear. In Delhi, students from North-East states perceived themselves to be more vulnerable. 'Provocative'

clothes were seen to increase risks in Petrozavodsk and Dar es Salaam. These findings indicate the presence of societal attitudes that tend to blame women, rather than perpetrators, for the SH/SA they experience.

It was anticipated that women less familiar with an area might be more concerned about SH/SA, not knowing their way around and generally being less at ease. There was however no correlation in the survey data between likelihood of seeing SH/SA as a significant safety risk and the length of time lived in the city or the frequency of visits to the local area. Indeed FGDs suggested that a more complex and variable relationship might exist. For example, in some cases, women stated that they felt more comfortable and safe in public spaces they were familiar with, such as their local neighbourhood streets. In other cases, respondents belonging to some marginalised groups (such as those in lesbian, gay, bisexual and transsexual communities) stated that they felt safer and more comfortable in public spaces where they were unknown.

Figure 8.2. How often women had experienced sexual harassment or assault in the previous year in the local area



Prevalence of sexual harassment and assault in public spaces

Actual sexual harassment and assault in public spaces occurred very frequently and affects a high proportion of women. At least half those interviewed in each of the four cities reported experiencing one or more incidents in the previous year. Over half of this group had experienced multiple incidents; and more than half of those in Dar es Salaam and more than one-third in Rosario reported experiencing such harassment on five or more occasions.

The survey data indicated that, although many women were affected, the experience of SH/SA had a disproportionate impact on certain individuals. The GICP research findings appear to conform to a pattern of repeat victimisation, whereby individuals who have experienced SH/SA once are more likely to experience it again than those who have not experienced it (Figure 8.2). A further characteristic of repeat victimisation is

that, as the number of incidents increases, so does the probability of further incidents, and the time between incidents shortens, unless circumstances change or preventive action is taken.³⁷ Being aware of such concentration and possible repeat victimisation patterns is important because resources and interventions can be focused to assist those women at greatest risk.

In all four cities the most common forms of harassment were verbal and visual. Of those willing to speak about their experiences in the previous year:³⁸

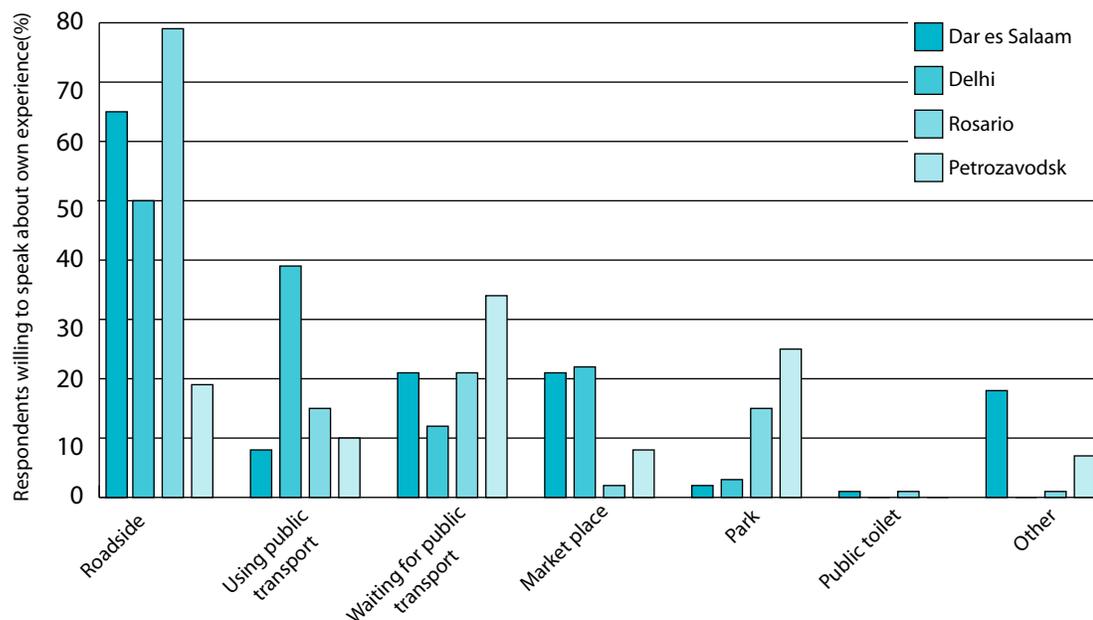
- more than four in ten had experienced such non-physical harassment;
- more than one in seven reported being stalked or subjected to a violent attack;
- one in ten reported physical harassment.

Given that poor lighting was cited more often than any other factor contributing to women feeling unsafe, it may seem surprising that more women in each of the four cities reported facing SH/SA during the day than after dark,

37. Repeat victimisation can be explained by an individual's vulnerability being at least partly determined by personal attributes and behaviours, such as the need to walk through certain areas at certain times of day. These attributes and behaviours may be difficult to change, so vulnerability continues and, if not changed, perpetrators become increasingly aware that they can commit SH/SA with impunity.

38. One hundred per cent in Rosario, 99 per cent in Delhi, 84 per cent in Dar es Salaam and 33 per cent in Petrozavodsk consented to answer questions about their experiences.

Figure 8.3. Locations where sexual harassment and assault occurred



although many cited occurrences at both times. However, a high proportion of them restricted lone movements after dark, so their exposure to risk during that part of each day was reduced. Moreover, it is important to consider that there are strong cross-cultural beliefs associated with women being attacked in the dark. These beliefs are reflected in stories and media which often portray incidents of violence against women in public space as occurring in the dark, being perpetrated by assailants unknown to the victim. Whether or not such incidents are common, dominant understandings of the threats posed to women continue to influence the behaviour of both genders.

There was considerable cross-regional consistency in where women experienced SH/SA (Figure 8.3). The roadside was by far the most common location in three cities (excluding Petrozavodsk). Waiting for and/or using public transport was also frequently mentioned, most notably in Petrozavodsk and Delhi. Safety on

buses was also a strong theme in the FGDs held there, although women in Petrozavodsk were more concerned with careless driving and other hazards than SH/SA.

Variation of risk with demographic and socio-economic factors

These concerns and experiences were reported by women in Dar es Salaam, Delhi and Rosario across all demographic, social and economic groups.³⁹ In Dar es Salaam, for example, more than half the women in all age bands had experienced five or more SH/SA incidents in the previous year. Nevertheless, some individual attributes were associated with higher levels of reported concern and victimisation, not always in the way that might be anticipated.

The linkage with age was particularly marked. The younger a women was, the more

39. Of those women in Petrozavodsk willing to answer questions about personal experiences, 50% reported no experience of SH/SA, so just 59 answered the specific questions. The sample was considered too small and unreliable to include in a more detailed analysis of sub-groups based on demographic and social attributes and the city has been excluded from the following analysis.

likely she was to see harassment as one of the most significant factors affecting her personal safety, more likely to have experienced sexual harassment and more likely to have done so on five or more occasions (Figure 8.4).

Less predictably, respondents' educational level was positively correlated with the same concerns and experiences. Although the relationship was weaker, the data showed higher educational attainment was associated with higher levels of concern about, and experience of, sexual harassment, as well as an increased likelihood that being a women was seen as a risk to personal safety (Figure 8.5). This could be associated with increased knowledge of their rights.

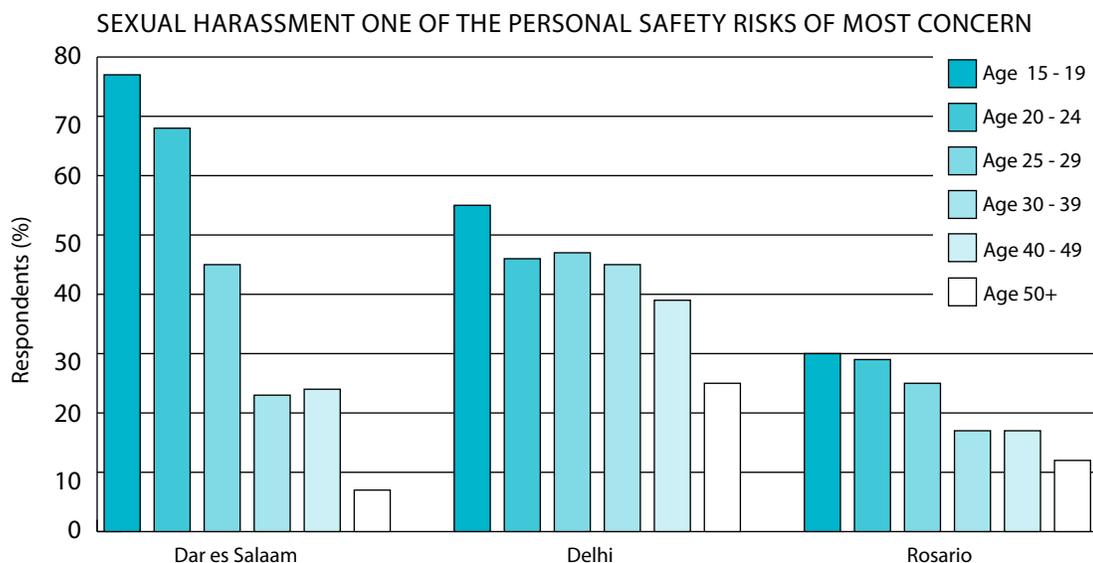
Equally surprising, in each city there was little correlation between family income and measures of concern and harassment (Figure 8.6).

These correlations seemingly contradict the widely-held notion that, when gender intersects with other factors that increase disadvantage and marginalisation, vulnerability to SH/SA and exclusion will be increased. Low education and low income are two such factors,

but evidence from the GICP surveys points to the opposite. The lack of correlation in street survey results between low education, low income and increased vulnerability to SH/SA could be partly explained by women with higher levels of income and/or education generally having a better understanding of their rights and being more able to identify situations which contravene them.

It is also important to remember that when FGDs were held with marginalised women as part of the GICP research, multiple factors were identified as contributing to lack of safety and exclusion which were not included in the street surveys. For example, homeless women stated that their vulnerability to SH/SA was increased when they slept outside. The nuanced and complex nature of oppression as it is experienced by a diversity of women cannot necessarily be captured in a street survey alone. Therefore, it is recommended that other research methodologies, such as FGDs, in-depth interviews and WSAs, be employed in order to collect detailed and specific information about how lack of safety and exclusion affects different groups.

Figure 8.4. The relationship between age, safety concerns and sexual harassment



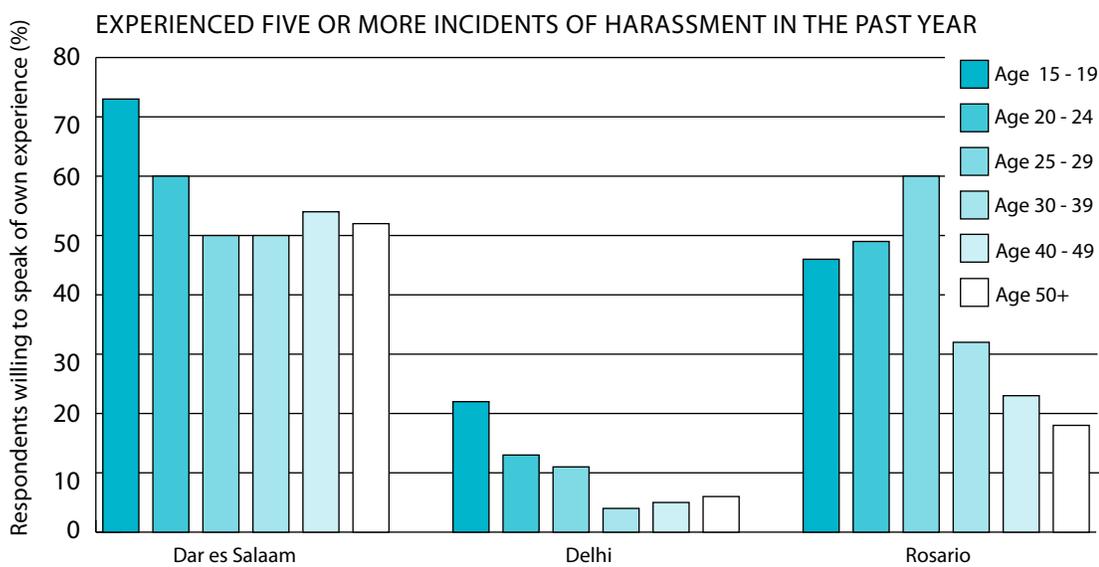
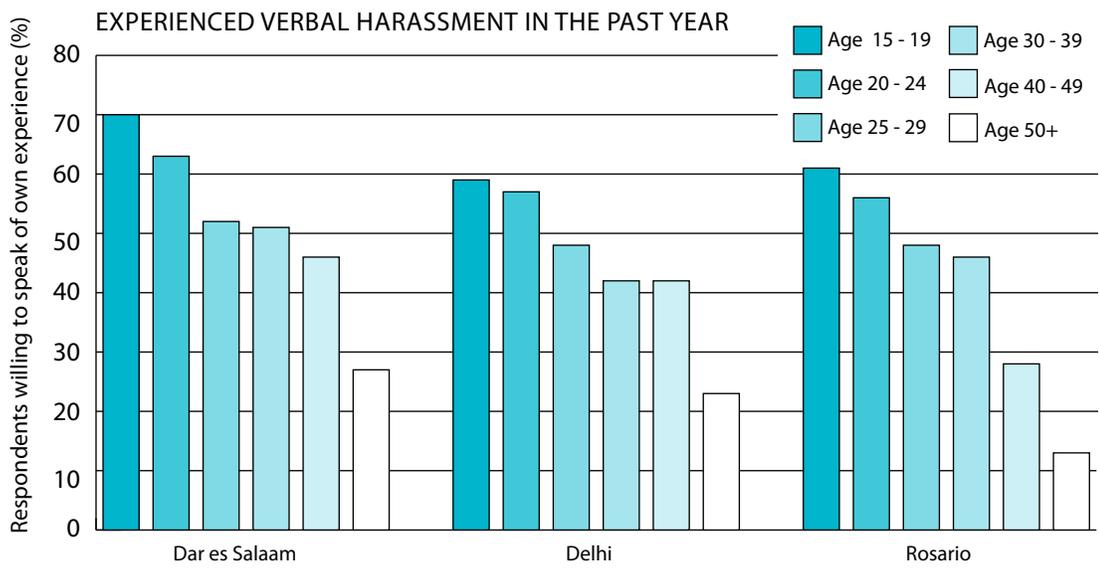
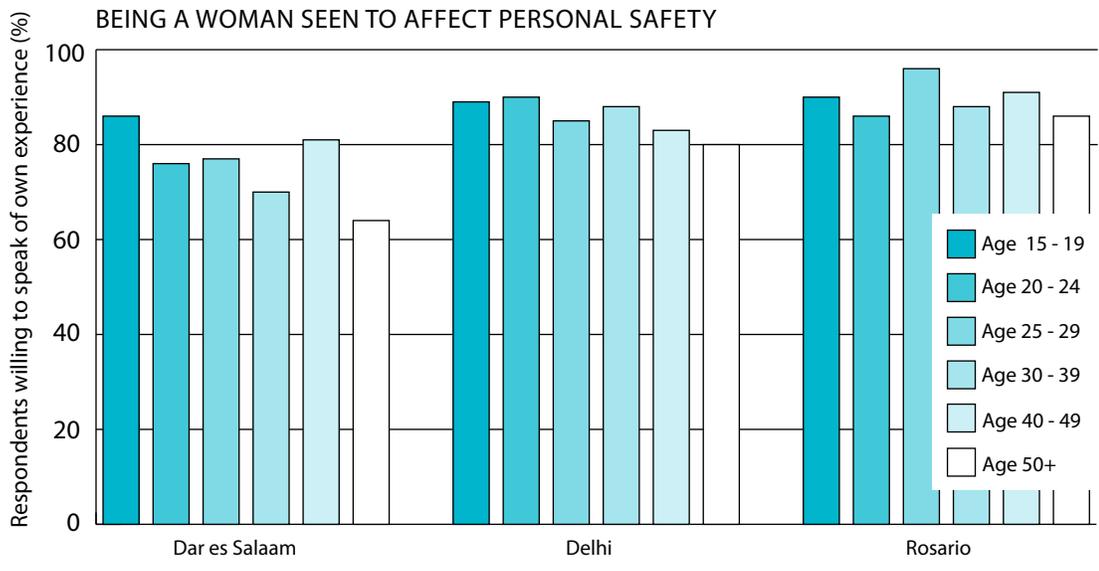
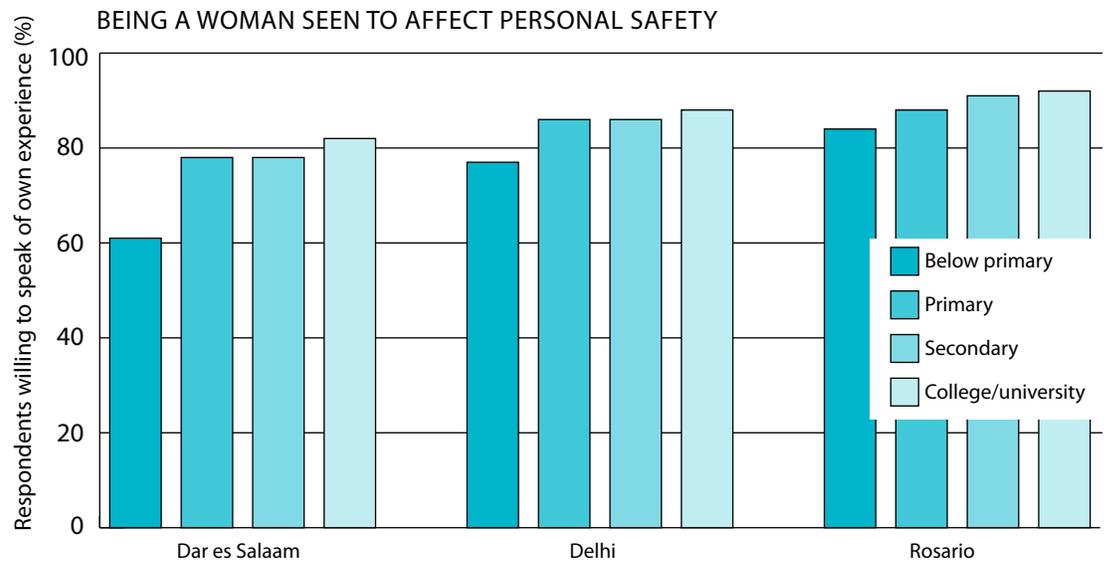
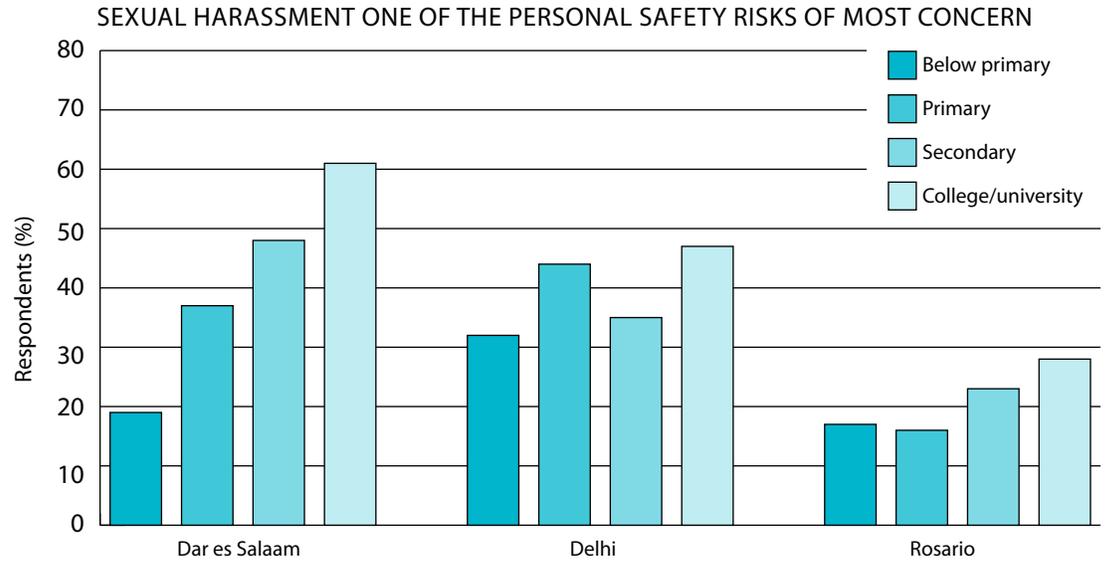


Figure 8.5. The relationship between education, safety concerns and sexual harassment



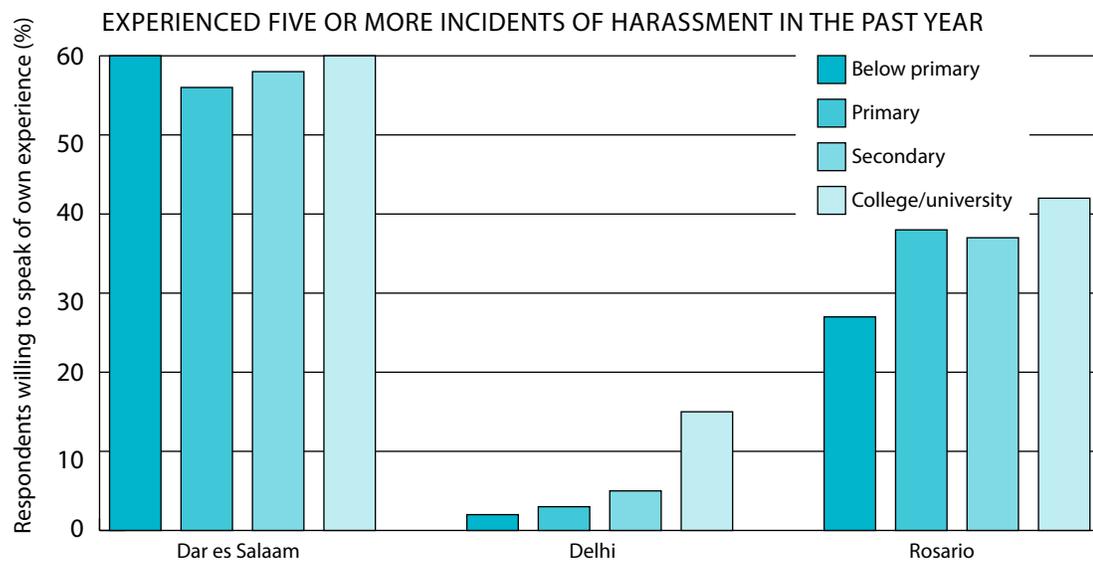
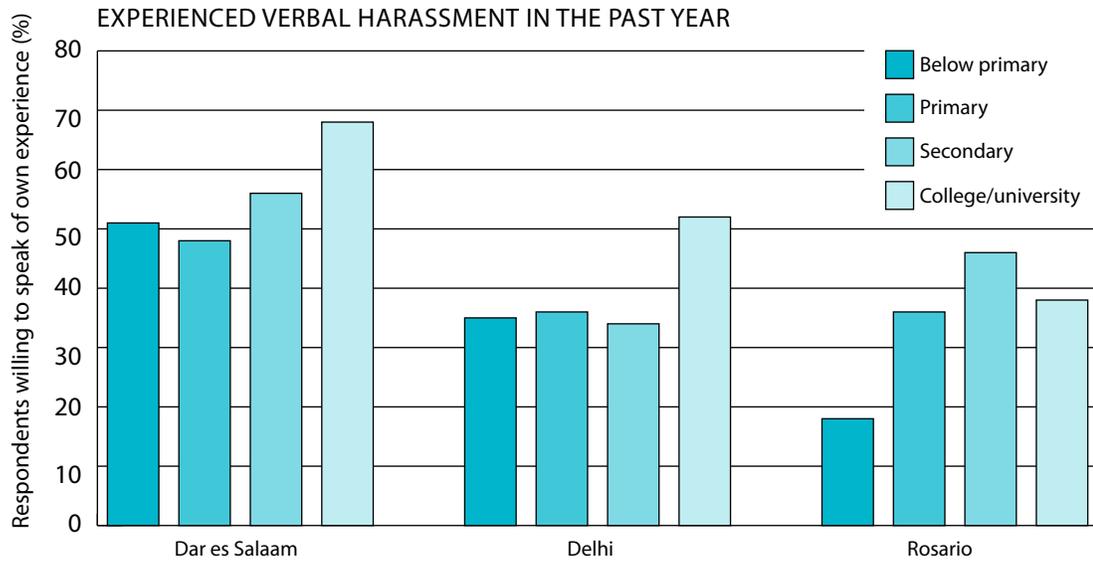
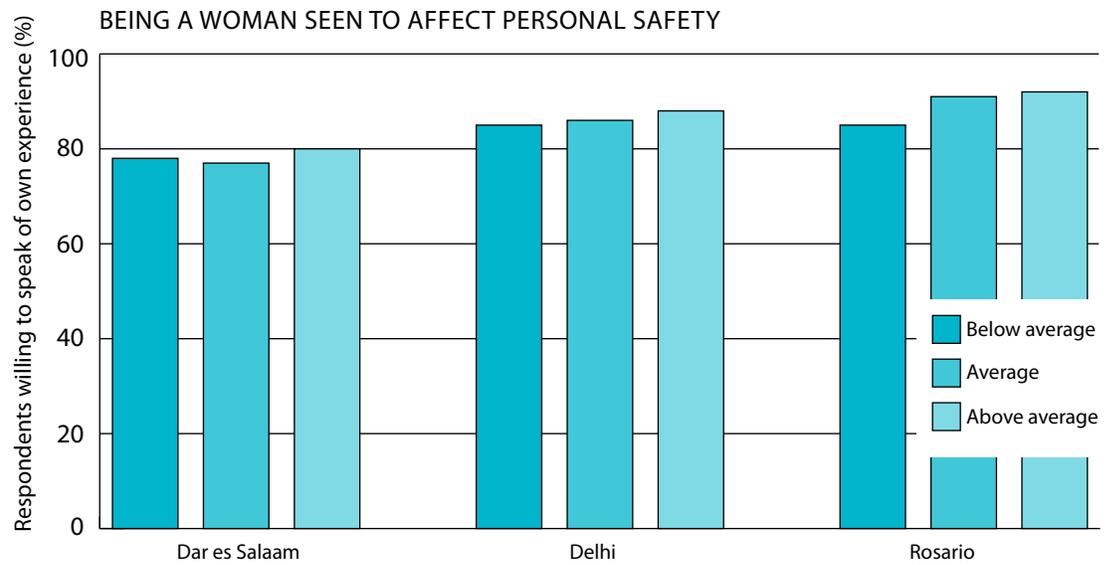
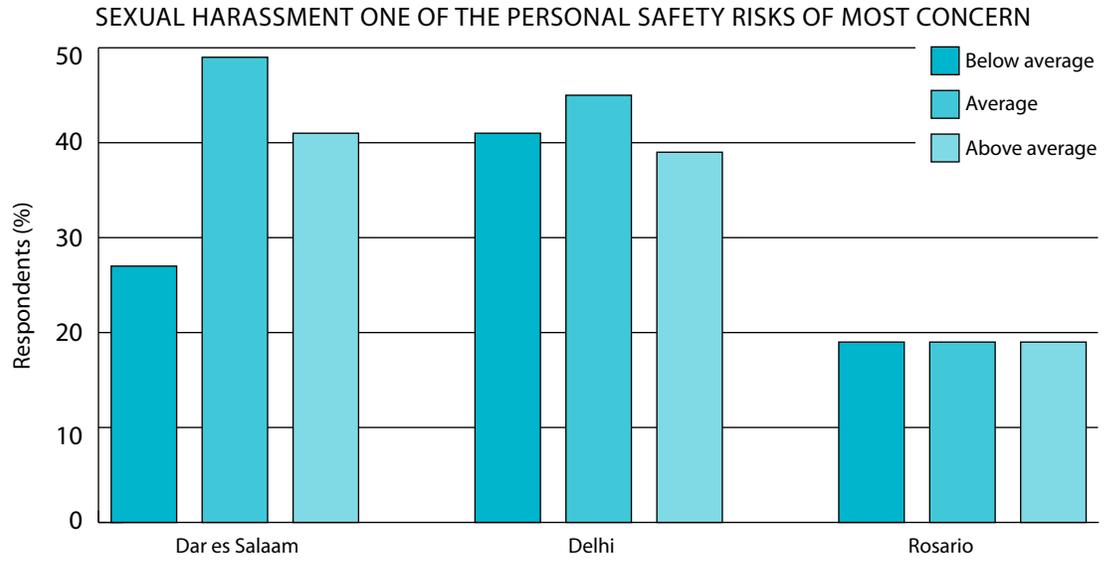
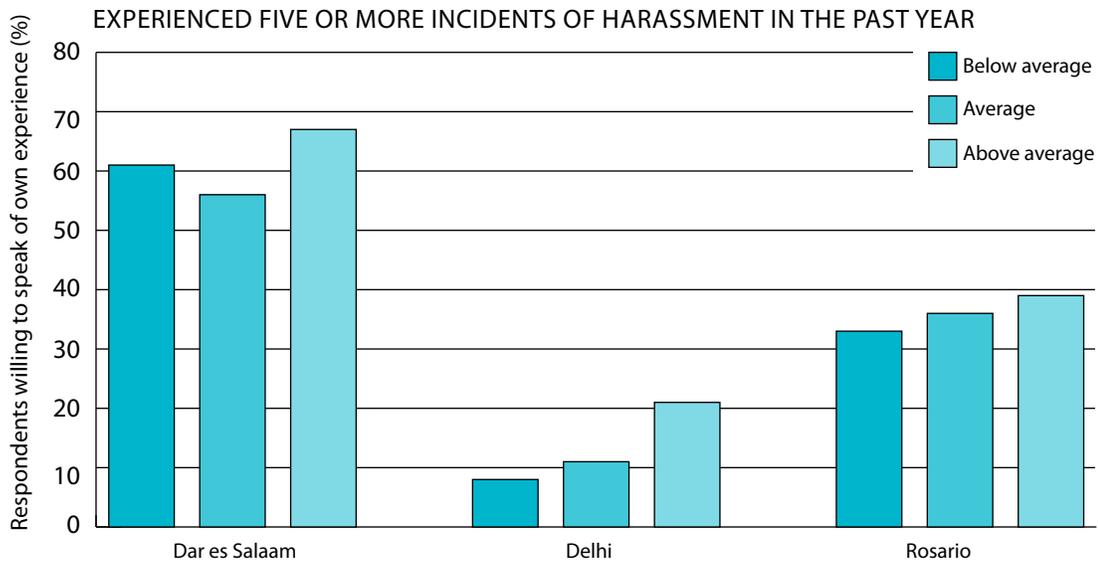
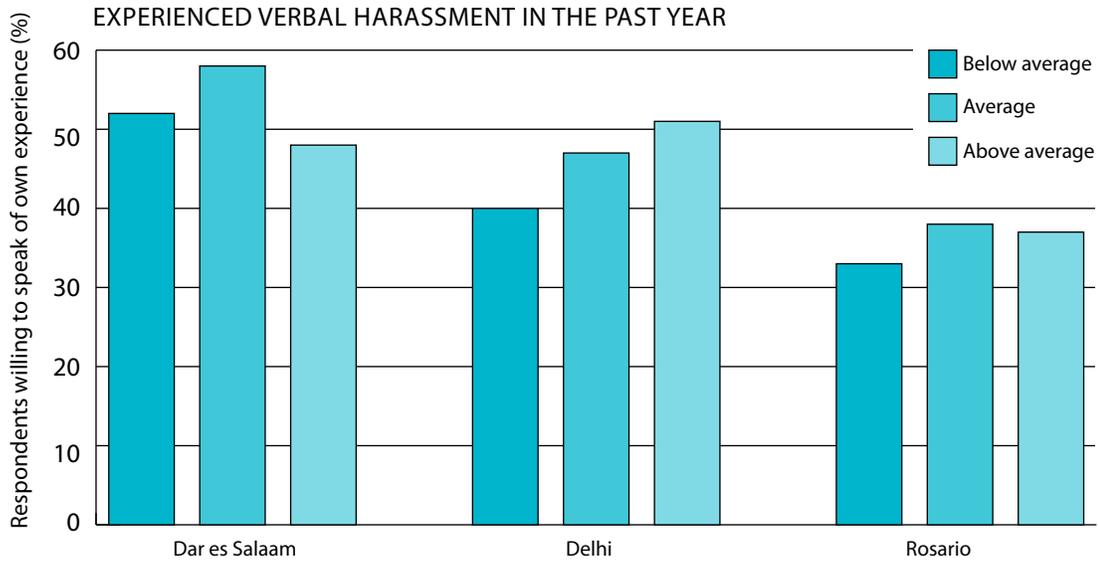


Figure 8.6. The relationship between income, safety concerns and sexual harassment





How women respond to their experiences and perceived risks

The survey confirmed that many women who experience SH/SA do nothing and tell no-one (Figure 8.7). This applied to three-quarters of respondents in Dar es Salaam and more than half in Rosario. Few reported their experiences to a police officer or municipal guard, or contacted a helpline or other service. Nor did they seek help from bystanders. FGD participants in Dar es Salaam, Delhi and Rosario felt this would be pointless as bystanders would be apathetic. They were more likely to tell, or ask for help from, a family member or friend. Only in Delhi did a majority take some action, most often by confronting the perpetrator, something that was rare in the other cities.

Most respondents did not report their experiences of SH/SA to the police because they did not consider them serious enough and/or did not feel the police would do anything about them (Figure 8.8). More disturbing, perhaps, is the proportion that did not do so because of the reaction they anticipated. One in six respondents in Dar es Salaam, Delhi and Rosario expressed fear of the police (or municipal guards in Rosario) or felt the police would blame them for what had occurred. Further dissatisfaction with the police was expressed in each city's FGDs; slow response times, indifference, corruption, collusion with criminals and involvement in drug dealing were mentioned in addition to the already listed issues.

In Delhi, where this was referred to as a 'trust deficit with law enforcers', women felt their problems would be compounded if they made allegations to the police, fearing perpetrators would be able to avoid any sanctions and then target women who reported them. Only in Petrozavodsk, did some women feel that the militia would try to address their problems,

though others complained that the police did not respond when called.

From the information collected, attitudes to the police may seem equivocal. Lack of confidence in, and even fear of, police officers was present in all cities and discouraged reporting. Yet in the FGDs the presence of police posts and guards was mentioned as making certain areas feel safe in Dar es Salaam, while participants in Rosario wanted to see a greater police presence in the project area. In all cities, the lack of police or guards was cited in surveys or FGDs as a factor contributing to women feeling vulnerable. What women wanted, however, was not simply more police or guards, but visible and effective officers whom they could trust. That was the deficit that they felt needed to be rectified.

In response to their safety concerns, women have developed multiple strategies to reduce risks. Survey responses indicated that a high proportion of women in all cities (more than three-quarters of those questioned) admitted taking some precautions (Figure 8.9). These were mostly avoidance measures, such as not going out alone after dark, not going to certain public places, not wearing jewellery and not using public transport. Some women however felt it necessary to be even more restrictive: more than one-third of respondents in Delhi reported not going out alone at any time. These women were in effect excluded from accessing public spaces.

A minority in all cities admitted to carrying items that could be used as weapons, a point reiterated in FGDs. Pins were mentioned in Delhi, knives in Rosario, gas and pepper sprays in Petrozavodsk. However, women in Delhi and Rosario recognised that this did not necessarily increase their sense of safety and could actually increase the risk of harm to themselves. They also recognised that they may face a moral dilemma if they felt the need to use a weapon.

Quite clearly, concerns, risks and experiences relating to women’s safety in public spaces resulted in women taking action that restricted their freedom. They self-imposed restrictions on their movement and/or had restrictions imposed on them by others, such as family members. This was perhaps well- illustrated by women in a Rosario FGD who described how a girl’s access to education was severely limited if a family member could not accompany her

to and from school, but this type of restriction was to be found in all GICP cities. The violation of women’s right to the city and consequentially their basic rights to education and mobility, as a result of SH/SA in public spaces, is a cross-regional phenomenon. There is therefore great value in research to uncover such data and gain a better understanding in order to address these exclusions in an effective manner.

Figure 8.7. Action taken by women after experiencing sexual harassment or assault

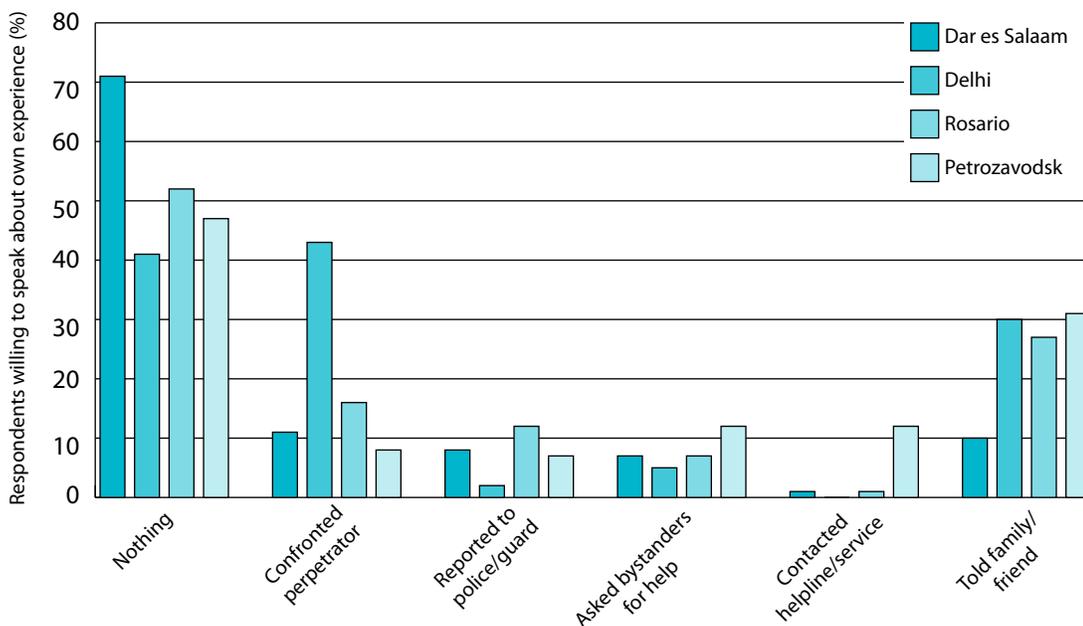


Figure 8.8. Reasons for not reporting incidents to the police

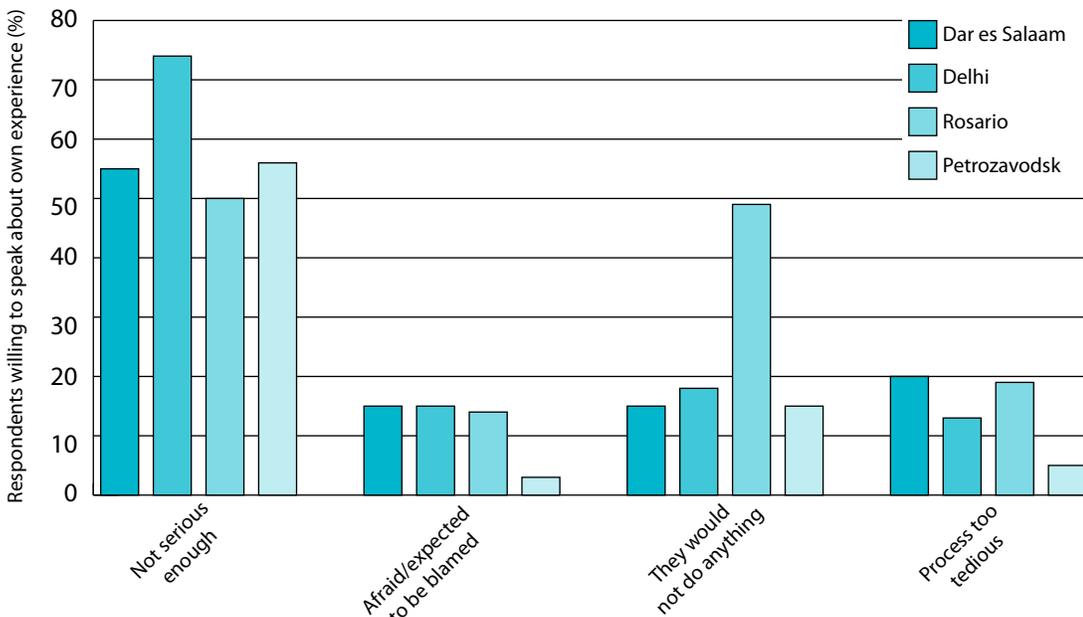
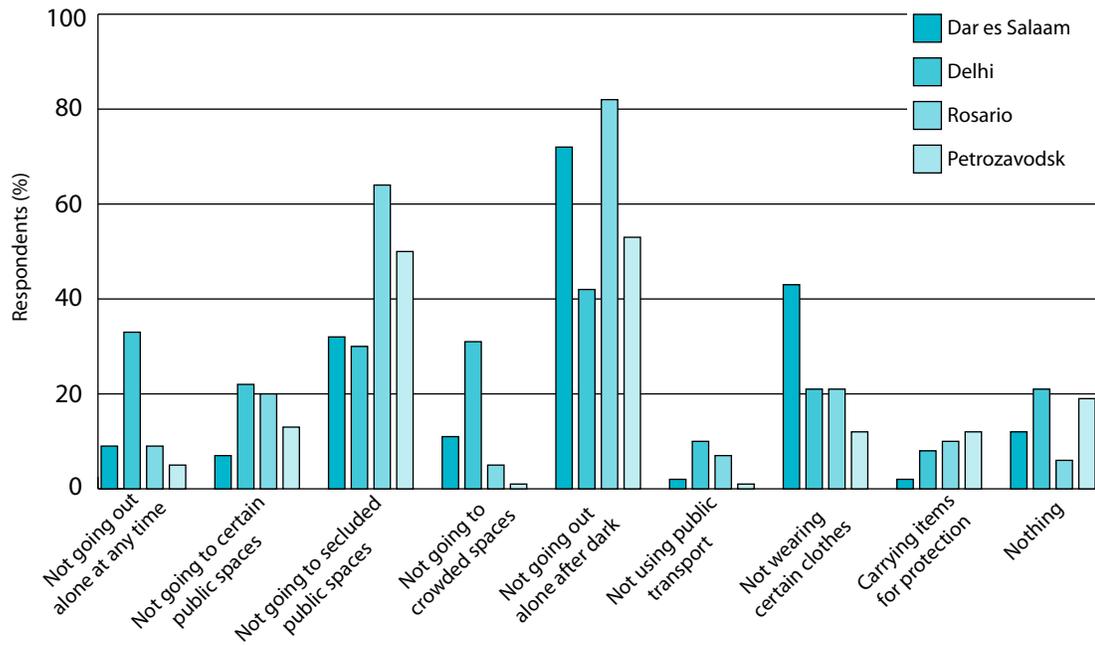


Figure 8.9. Actions taken by women to avoid sexual harassment and assault



CHAPTER 9

Empowering women and engaging institutional stakeholders

Introduction

Women in cities across the world live constantly with the risk and reality of sexual harassment and sexual assault in public spaces. In societies where patriarchal attitudes are deep-rooted, such behaviour has become normalised and many women endure it as part of their everyday lives. Even if they see SH/SA as an infringement of their rights, few women, especially those in more marginalised or vulnerable groups, feel sufficiently empowered to challenge this.

At the same time, institutional stakeholders, such as government and police, still rarely see sexual harassment in public spaces as a serious problem, even if they have recognised the need to tackle VAWG in private spaces. There is widespread official indifference and little understanding that SH/SA have wider repercussions on women's freedom to move around and enjoy what cities have to offer without fear, intimidation or violence.

Women, communities and institutions can all play important roles in changing this situation and bringing about sustainable gender inclusion. They can take practical action in their neighbourhoods, mobilise communities and exert pressure on politicians and local authorities. Local government and other public agencies are vital participants because their policies, decisions and actions exert such a powerful influence on the public realm. These bodies must also be able to provide appropriate spaces for women and girls to safely and confidently express their needs. Yet

in most cities both women and agencies need support to fulfil their roles.

How did the GICP implementing partners respond to this situation? How much emphasis did they place on empowering women *vis-à-vis* engaging institutional stakeholders? What methods did they use, what difficulties did they encounter and what did they achieve? This section of the report examines these questions. In fact, the response was very different in each city and was strongly influenced by the *raison d'être* of each implementing partner. Whilst empowerment of local women was the priority for CISCSA in Rosario, both ICNIC-T in Dar es Salaam and ICIWF/KNRC in Petrozavodsk placed much more emphasis on direct engagement with authorities, while Jagori made use of both approaches in its projects in Delhi.

Empowering women to be agents of change

Challenges and complexities

Empowerment usually begins with consciousness-raising by women coming together to understand the causes of violence and oppression and then challenging the causal structures. It involves development of their individual and collective capacities, and increasing exercise of influence or control over their own individual and collective situations. Women's groups have been a powerful catalyst for such activism. In GICP cities, empowering women to address SH/SA

required sensitivity to an array of challenges and complexities.

In the Rosario project districts, for example, a significant proportion of households lived below the poverty line and meeting basic survival needs was the priority. For many it was difficult to commit time on a regular basis to an issue that was perceived to be less urgent. In addition, finding resources for activities within the community was extremely challenging. Women dropped out of activities because of sickness, because they got a job and for other reasons. At Delhi University the constraints on engaging students were more logistical than economic, but nevertheless significant. Face-to-face activities could only occur during academic terms and even then certain periods, such as around exam time, had to be avoided.⁴⁰ This and the annual student turnover meant that building momentum and forming a stable, sustainable group was not easy here either.

It was necessary to contend with the view, held widely in some locations, that women were subjected to SH/SA because of the way they behaved or, more usually, the way they dressed. In Petrozavodsk, Dar es Salaam and Delhi, for example, some women and men suggested that, by wearing clothes considered provocative or culturally inappropriate, women sent out signals that encouraged attention from men who could not control their own behaviour. At the same time, however, in Dar es Salaam women and men acknowledged that many women, especially street traders, were harassed even though they were not 'inappropriately' dressed. Thus while some women and men believe that women were themselves to blame for SH/SA, it was also widely acknowledged that women experience SH/SA irrespective of the clothes they wear.

Even if the unacceptability and injustice of SH/SA were accepted, there was a need to

overcome scepticism that anything could be changed, particularly at a local level. Participants in FGDs in Delhi, for example, expressed resignation with the current situation and felt that nothing could be done about it in the short term. Whilst some here felt that this was an issue that required action at a higher level, attitudes were also coloured by a wider sense of powerlessness to bring about significant change.

Competing agendas and political divisions had to be recognised and understood. In each city there were very real and major concerns about wider crime and safety issues, such as drug abuse, robbery, gangs and police corruption. Not everyone, including many women, saw SH/SA as their priority. In Rosario feminist organisations working at the city level were focused on abortion and VAWG in private spaces, and were less enthusiastic about adding SH/SA in public spaces to their agendas. In Dar es Salaam, no significant partnerships with feminist organisations were forged during the initial phases of the programme, though towards the end, ICNIC-T did engage with WiLDAF (Women in Law and Development in Africa) and YWCA to work on a policy review of women's rights and safety.

Other tensions at times made it difficult to bring individuals and organisations together. Some feminist organisations viewed CISCSA with scepticism because it is based in Cordoba, known for its traditional rivalry with Rosario. CISCSA was also perceived as having close links with the local government, which created a problem for some groups who were placed in opposition to the government. Others were more concerned about 'turf issues' or competition for resources. Establishing good links with such local groups was seen as potentially advantageous but required considerable sensitivity.

Awareness of the political landscape was important. In neighbourhoods where even

40. Nevertheless, dialogues did continue through other media, such as social networking websites. At the time of writing, the *Be the Change* Facebook group has over 280 members.

individual soup kitchens are aligned to particular parties, CISCSA felt it was essential to avoid the project becoming linked to any political faction since this would inevitably divide the communities. Similarly, in Delhi University, even though the students' union was a potential ally, Jagori decided not to work in partnership with it because of its strong links to a political party. In both cities, shunning affiliation risked isolation, but this was seen to be the appropriate way to make the project truly inclusive.

How partners responded

How did implementing partners respond to these challenges and complexities? The emphasis placed on empowering local women in each city was very variable but none gave this a higher priority than CISCSA in Rosario. The CISCSA team saw building good interpersonal relationships, trust and credibility with local women as a prerequisite for any safe cities work. To prepare for this, a detailed 'community diagnosis' was undertaken in each district. The diagnosis involved a mapping of local organisations and institutions, which identified possible entry points and built an understanding of current relationships among different stakeholders. Initial contacts were made through intermediaries with good community links, and time and resources were committed to get to know local people. Considerable energy was invested in community events in public spaces to promote the message that women have a right to a life free of violence.

Where possible, the GICP team in Rosario built on existing structures, instead of creating new ones. The informal Thursday Group in the South District brought together several pre-existing organisations as well as individual women residents. Working with established groups not only validated and showed respect for what they had already been achieved, but

enabled more rapid progress. Nevertheless, this approach was not without difficulty, since some women felt GICP was taking them away from their core interests. It also proved difficult to interest women in developing proposals or plans; at least initially they preferred to participate in practical activities that offered clear and almost immediate benefits. In the North-West there was no comparable women's group and a new collective had to be formed, which took considerable time. A fragmented community, indifference to the project's agenda and hostility to anything perceived to be associated with the local authority made it difficult to bring women together and resulted in work initially moving forward very slowly.

To secure the interest and involvement of local women, CISCSA presented the issues in terms that were immediately relevant to women's everyday lives. Focusing on their inability to enjoy local green spaces or to walk to the bus stops without fear or harassment, provided a platform that could be used to introduce wider concepts of equality and women's right to the city, even if these precise terms were not used. Participation in the North-West was increased by shifting the location of meetings from a public building to a more accessible community soup kitchen.

The CISCSA team consciously adopted an enabling role. From the beginning local women were encouraged to play a lead role in the design, organisation and delivery of events, and to participate with CISCSA in meetings with local government to discuss women's safety issues and development of interventions, such as the *Safe Path*.

These activities and events organised in the community have had a significant impact on the community women and their groups. Individually, members have become more aware of their rights, acquired new skills and grown in

confidence. They benefited from the contacts that it created with other women and came to realise they could play an important role in the community, improving quality of life by improving spaces outside their homes.

Interacting for the first time in public buildings with officials and politicians to discuss problems and present demands further enhanced their sense of empowerment and a new approach. It was expressed in the notion that 'by helping others we were helping ourselves'. Women in the North-West group related how, as a result of their experiences, they had revised their own conceptions about being a woman, a mother, a wife or a daughter in their homes and in public spaces and, consequently, their capacity to have and express their own opinions and decide how to spend their time each day.

There were also benefits at a collective level. Members of the informal Thursday Group came to recognise the complementary expertise of partner organisations and the advantages of collective action. In both districts the groups gained skills in, for example, communication and preparing action plans, which they have transferred to other activities. They became aware of the strategic importance of the participatory budgeting and election processes in furthering their ambitions. They won recognition in their neighbourhoods as a result of their visible socio-cultural activities. In both Districts the groups gained confidence and competence, and came to own the agenda. The best evidence of how far this progressed was their involvement in development of the *Women's Agenda* and its presentation to political leaders during the 2011 elections, an achievement unimaginable at the start of the project.

Whether there has been enough progress to ensure that the women's groups continue their work for gender inclusion after GICP is

less certain. In the South District of Rosario the member organisations of the Thursday Group have many interests and safety has to compete for their time and resources with other urgent issues. In the North-West, despite the difficult start, there is now more momentum and more commitment to continue, since the group was formed to address women's safety. There is a strong feeling in both areas though that more individuals and (in the South) more organisations need to be recruited to pursue the GICP agenda if activity is to be sustained. There is also a demand for an independent coordinator and training for participants. CISCOSA hopes activity will continue in both Districts but recognises that empowerment is a process that takes time and extended support, perhaps for longer than has been possible through GICP.

A similar approach characterised some of Jagori's work in Delhi University. Having brought together interested students (the *Be the Change* group), the establishment of a good rapport with and within the group was seen as an essential foundation for consciousness-raising that would lead to sustained commitment. Here too, in the initial months, group members looked to Jagori for leadership and guidance but, as they became more knowledgeable and confident, dependence diminished. Not only did they start to set the agenda themselves, but they created their own identity (adopting the name *Be the Change*), started representing themselves in platforms like Area Security Meetings and discussion forums in university departments. Again, though, it is uncertain whether this group would sustain itself if Jagori's support were to end.

A very different model was adopted by ICNIC-T in Dar es Salaam and ICIWF/KNRC in Petrozavodsk. Local women were involved and kept informed in these projects in a variety of ways, but empowerment *per se* was not a priority, so

there was much less emphasis on consciousness-raising and little or no on-going work to nurture the development of women's groups to focus on this issue.⁴¹ In Dar es Salaam, for example, grassroots women participated in WSAs, FGDs and local meetings where SH/SA in public spaces was the main topic of discussion. However, in all such activities, local women were part of larger groups of participants that included officials and a significant proportion were men. That is not to say that the women were disappointed by the process or what was eventually implemented. On the contrary, participants reported that they became more aware of their rights in the community, better able to articulate issues related to women's safety in ward committee meetings and there was widespread approval by women of the resultant action.

In all cities, irrespective of the priority given to empowerment by local partners, the information-gathering activities during GICP's first year were instrumental in raising consciousness. This applied in particular to the street surveys and WSAs for which local women received training and which brought them into contact with community members and local officials. They reported that it gave them new ways to make contact with other women and exposed them to different experiences of the city. In Rosario, women reported that their involvement as survey interviewers gave them a sense of empowerment. Interestingly, the view was expressed that the anonymity of street interviews gave interviewers and interviewed a freedom to talk that they could not have enjoyed in the home.

Having roles in the information gathering activities also raised the women's self-esteem, giving them a feeling that their work was being recognised and validated, that they were able to achieve things for others. The sense of achievement was reinforced by the outputs from

their work, such as reports, data tabulations and maps, which they were then able to use to present their case to community members and officials.

In Delhi, women commented positively on the value of the WSA orientation they had received and found the audit 'sensitising'. It made them more conscious of things that they otherwise took for granted on a daily basis. In Dar es Salaam women reported that it had increased their readiness to act as a pressure group to get things done at ward level. This was vividly illustrated in Ubungu where women confronted police about youth gangs who harassed women as they passed an open area. The willingness of officials, police and community representatives to attend the feedback meeting and commit to take note of the findings further increased their confidence. In Petrozavodsk, WSA participants also found the experience empowering. Even though they knew what and where problems existed, the walks had enabled them to gather detailed information and provided opportunities to present specific recommendations to city officials.

Whether these benefits can be sustained is more questionable. Women interviewed in both Ubungu and Keko wards in Dar es Salaam, for example, reported that, whilst they felt empowered and motivated during the FGDs and WSAs, there was nothing that would 'bind' them together in the longer term. There was no forum or group that could meet, discuss and formulate community activities for women's safety. They also felt in need of support in the form of regular visits or awareness raising meetings if they were to continue contributing to neighbourhood safety in innovative ways.

41. Developing the capacity of partners to address SH/SA and work with a women's rights and empowerment perspective is also crucial.

Engaging stakeholders on sexual harassment and assault in public spaces

Challenges and complexities

SH/SA in public spaces can only be effectively addressed once it becomes a shared responsibility by a range of stakeholders, including institutions such as local government and police services. For this to happen stakeholders must first acknowledge that a problem exists and recognise this problem is directly related to a violation of women's rights. Stakeholders then have to accept that they have a role to play in resolving the problem. Finally, they need to be motivated to take appropriate action. In most cities around the world, progress towards this shared responsibility has been extremely limited. The challenge for those concerned is therefore to find ways to engage stakeholders and encourage them to move in this direction.

This was the task facing all the GICP implementing partners. It was a significant task because, as small civil society organisations, they were not in a strong position to exert influence over large powerful institutions, such as local government, or major service providers such as transport corporations. Simply getting an appointment to meet with the right people can be extremely difficult for NGOs as senior managers may have busy schedules and meeting with representatives of a small interest group is unlikely to be a priority. The situation can be further exacerbated when the NGOs' agenda is citizen safety, security or rights, since the organisations may hold views that are critical of the government.

What partners did and what they were able to achieve was influenced by the interaction of three factors:

1. The strength of political commitment by stakeholders to advance gender equality and tackle the wider problem of VAWG. Where this commitment was strong and supported by practical action, engaging stakeholders inside and outside government was much easier.
2. Stakeholders' openness to being engaged by implementing partners. Where input from NGOs into policy, programmes or service development was normalised, the opportunities for engagement on SH/SA were much greater. It was particularly advantageous if stakeholders already had an established and constructive relationship with the implementing partner.
3. The usefulness of the information that implementing partners collected in the first phase of GICP and were able to present to stakeholders. Good information, especially statistical data, proved to be extremely effective in getting stakeholders' attention and acknowledgement that a problem did exist.

How partners responded

ICIWF/KNRC faced the greatest challenge. as gender had slipped down the Russian political agenda in the years before the GICP. In Petrozavodsk policing and welfare initiatives for women's safety had been introduced from the late 1990s, but progress had slowed and these issues were not seen as a priority by most officials. Indeed, there was a reluctance even to acknowledge that sexual violence in public spaces was a problem. ICIWF/KNRC's task was made more difficult by public sector stakeholders not normally seeing civil society having any role in setting policy agendas or developing initiatives in areas like GBV prevention. The task was further complicated by division of responsibilities

between Petrozavodsk City Administration and the Ministry of Internal Affairs of the Republic of Karelia.

ICIWF/KNRC's advantage was that it already had a good relationship with supportive individuals in both administrations, who were involved in the women's movement and were able to create opportunities to engage with a wider stakeholder group. ICIWF/KNRC also had established links with the local (Petrozavodsk) police and the Republic's Commission on the Status of Women. Nevertheless, it was necessary to tread gently in trying to influence other stakeholders, such as professionals in the City Administration Transport Department. They had no prior connection with ICIWF/KNRC and little consciousness of SH/SA as a problem, which it was anticipated they would reject or trivialise. ICIWF/KNRC therefore approached this challenge by wrapping the GICP's core interest in SH/SA in public spaces within a broader agenda about safety, especially on public transport. This still responded to the priorities articulated by the women who had expressed strong feelings about wider safety concerns, including driving standards and vehicle maintenance.

The aim was to introduce stakeholders to the problem of SH/SA in a way that would not cause political discomfort and prompt an unthinking denial, but this was not easy because women had generally been unwilling to speak about their experiences and the fieldwork had not produced a convincing dossier of evidence as intended. It was a process that had only limited success. A number of stakeholders, notably the Public Relations Department of the Ministry of Internal Affairs of the Republic of Karelia and the Public Relations Unit of the Petrozavodsk City Administration, did become involved in the GICP and committed to problem-solving. However, they were the institutions that had

previously-established relationships with ICIWF. More generally, while other stakeholders made an appropriate formal response, they failed to engage with the issue in any meaningful way, a problem that ICIWF/KNRC attributes to the lack of political leadership and frequent changes of personnel with whom ICIWF/KNRC was working.

The situation in Dar es Salaam was much more propitious. As well as having equality legislation in place at national level, gender issues were mainstreamed in most national policies and sexual harassment in workplaces and public spaces had been criminalised. Various policing reforms were underway, Gender Desks had been established, a Women's Police Network had been formed and the national re-introduction of community policing was starting. Safety and Security Committees at regional, district, ward and *mtaa* levels had been established. Crime, violence and security were high on the public agenda and various officials had obligations to address this. There was also a realisation that previous preventive efforts had failed partly because there had been insufficient community involvement.

The most important institutional stakeholders, including the council, the police and Safety and Security Committees, were to some extent already sensitised to the problem of VAWG and their responsibilities in addressing it. The Dar es Salaam Safer Cities Programme, which started in 1998, was predicated on local government, police and other partners sharing responsibility for preventive action, and a women's victim survey in 2000 had highlighted the scale of the VAWG problem. Despite this, practical initiatives to increase women's safety were mostly in their formative stages at the start of GICP. National arrangements to improve coordination between service providers were being developed. Urban design guidelines were under discussion. A GBV Victim Support Unit was being piloted.



Members of *sungusungu* meeting in Dar es Salaam. Photo credit: Sohail Husain

In addition to these opportune circumstances, ICNIC-T was ideally positioned as it was closely linked to the city council, being based in the municipal offices, and to the national Safer Cities Programme, since ICNIC-T's Executive Director was also Coordinator of that Programme. Under these conditions it had no difficulty engaging local stakeholders. Moreover, the information gathered in the first phase of the project proved influential in securing their commitment to making women's safety a key component of the previously planned programme to improve neighbourhoods. The data about the prevalence of SH/SA in public spaces, the impact it had on women's lives and what women wanted done about it fed into a range of initiatives ranging from police training, to community meetings to council support for naming of streets. Stakeholders themselves started using the

GICP evidence to cascade messages to a wider audience.

The conditions in Delhi were also favourable and distinctive in three important ways. First, the city government has shown long-term commitment to women's equality and advancement with a track record that now extends over nearly two decades. Second, the government has long recognised that prevention of crime and violence in public spaces is not only important from a safety perspective, but that lack of safety infringes women's rights and is a collective responsibility. The Safe Delhi Campaign, initiated in 2004, continues to raise public awareness around this topic, while the 2006 Delhi Human Development Report highlighted this as a problem for society as a whole, not just women.⁴² Third, the government has shown tremendous willingness to work closely with civil society. Prior

42. Government of NCT of Delhi (2006). *Delhi Human Development Report 2006. Partnerships for progress*. Delhi: Oxford University Press. http://planningcommission.nic.in/plans/stateplan/sdr_pdf/shdr_del06.pdf.

to GICP, Jagori already had a strong relationship with government and was able to influence policy and service development. The political profile of the agenda, Jagori's credibility and its recognised experience and expertise, were advantageous in building positive relationships with other stakeholders. Indeed, prior to GICP it had already been engaged for some years with sections of Delhi University, DTC and Delhi Police. GICP was able to build on this platform. At the university it provided the opportunity for a planned, more sustainable, intervention and a wider focus on an inclusive campus. It pursued this by engaging at various levels through, for example, the Women's Development Cell, the EOC and the Area Security Committee Meetings.

That is not to say that engagement was always easy. Delhi University is a huge institution and Jagori needed to develop multiple contacts to reach into its different parts and to engage both strategically and tactically. DTC arguably had a clearer simpler structure and was more hierarchical, which meant that support from the highest level was essential to bring about significant change. However, changes of personnel at the helm and in other senior posts not only meant that work was interrupted, but that relationships needed to be rekindled. And in both the university and DTC, SH/SA was not the priority of any individual or the institution, so there was a need for patience and doggedness to make progress.

In Rosario too the work took place against a backdrop of national/provincial laws and municipal ordinances covering equality, violence against women, family violence and sexual harassment dating back almost 20 years. In 2003 the city elected a socialist Mayor supportive of participatory processes and active citizenship, who did much to improve public spaces. He was succeeded in 2011 by Argentina's first

elected socialist female mayor, who endorsed the *Women's Agenda* in her election campaign. The City Administration has had a Women's Desk in its Social Work Department for several years which has informal links to individuals in other departments with an interest in gender issues.

Having worked in the city over an extended period, CISCSA was well-known to officials at city level and through them was able to make contact with members of the South and North-West District Cabinets. The local context was therefore seemingly favourable for development of the GICP project. However, government commitment to women's safety at all levels fluctuated with changes in the political and administrative make-up. At city level there was a diminution of official support that CISCSA linked to its criticisms of certain government policies. At district level there was also resistance in the final year, when some officials argued that a lot of work to improve safety for the whole population had been completed and that any remaining matters related to women's safety were the responsibility of the Social Work Department.

Such resistance was not a new experience for CISCSA and its response was to use a variety of approaches, develop contacts with different actors, if necessary engage at higher levels, and to explore alternative access points if doors were closed. In this way it was possible to make progress, albeit sometimes slowly. Relations between officials and representatives of the women's groups, who accompanied CISCSA to meetings, initially were also problematic. The women perceived that officials did not take them seriously and saw local government as an adversary. But the women's sustained commitment, determination and organisation did result in growing recognition. This was well-illustrated by the local authority's allocation of resources to the Thursday Group to print

brochures, by speeches made by officials acknowledging the women's work and by invitations to women's groups to participate in the Women's Council of the Women's Area and development of the *Equal Opportunities Plan*.

As in other cities, the data collected in the early phase proved useful in convincing officials that SH/SA in public spaces was a serious problem that justified an appropriate response from the authorities. In the North-West District it proved advantageous to repeat the WSA through the planned *Safe Path* route with the participation of officials so that they could see for themselves the need for action. Nevertheless, there was some distrust of the statistics because of other on-going debates about the use of figures for political purposes, and concern that media coverage of the findings would further stigmatise the districts.

Conclusions

The GICP experience demonstrates that small civil society organisations can be effective catalysts in mobilising women and engaging institutional stakeholders so as to increase their awareness of how SH/SA affects women's right to the city and prompt them to take action that improves women's safety in public spaces. However, they will almost certainly have to overcome a wide range of obstacles to achieve this. Women and women's groups, especially in marginalised communities, need persuasion, encouragement, capacity-development and support over an extended period to get involved and sustain commitment. This was the role that WICI, the Advisory Committees and implementing partners were able to play. Participative activities, including information gathering, communication, discussion, negotiation and development of interventions can play a vital role in the empowerment process. For those women and women's groups that are motivated to participate,

there can be multiple individual and collective benefits that have an impact across a wider range of activities.

The ease with which institutional stakeholders can be engaged on the GICP agenda is likely to depend heavily on the level of political commitment to equality and gender issues at national and city levels. Their attitude to working with civil society organisations generally and to the individual implementing partner specifically will also be powerful influences. Where there is strong political commitment to women's advancement and a willingness to engage with civil society, the prospects for practical action to address SH/SA are relatively good, especially where actions can be integrated into existing work programmes. Where neither is present, the task will be more difficult, sights will need to be set lower and the indicators of success will be quite different. Sensitisation and recognition of a problem may be a major step forward, but lacking the visibility of an initiative on the ground.

In every city, though, NGOs can expect to have to deal with resistance, setbacks and a range of other challenges. It may be advantageous to present issues in different ways or use different approaches so that they are more readily understood or acceptable to different stakeholders. Having high quality information to support the arguments will be extremely beneficial. Developing contacts at multiple levels and along different institutional pathways may be essential, especially in large and hierarchical organisations, both to circumvent resistance and ensure buy-in by operational and strategic actors. The importance of investing time in building credibility and relationships should not be underestimated. Above all, the GICP shows that winning and sustaining stakeholder engagement in gender inclusion is an on-going process that requires great perseverance and persistence.

CHAPTER 10

Working in partnership with institutional stakeholders for sustainable change

Introduction

The aim of GICP was to promote change that would enable women to enjoy equal access to public spaces and exercise their right to the city. Gathering information about the problems that prevented this and using this to raise consciousness about the issue was an important project component that implementing partners were able to take forward. But the ultimate objective was to stimulate practical and strategic interventions by local stakeholders. It was further envisaged that these interventions should not only influence individual attitudes and behaviours, but also the way the cities were planned, managed and serviced. Such stakeholder ownership and systemic reforms were considered pre-requisites for mainstreaming gender inclusion and sustaining the momentum for change. This section of the report examines how well partners were able to do this and the lessons to be learnt from their experiences.

As described earlier, in each city considerable progress was made towards this objective. A variety of interventions was agreed and implemented. But equally clearly, achieving it proved extremely challenging. Although a range of stakeholders had been sensitised to the issues and had acknowledged the problems, they did not always have the motivation or expertise to do anything. Even if they had good intentions and the way ahead was clear, this was rarely seen as a priority. Indeed, it is unlikely that many, perhaps any, activities would have commenced

without the implementation partner taking the initiative to facilitate design of interventions and then supporting their delivery. At the same time, partners needed to continue to build the motivation and capacity of stakeholders and avoid dependency, so that activities would continue beyond the life of the project with much less or no external support.

Securing support for action

Implementing partners consequently found that they had to take the lead in intervention planning. However, by adopting a supportive, participative and inclusive approach, they were usually able to draw stakeholders into the process, progressively building relationships, growing commitment and, to varying degrees, instilling a sense of ownership. This often involved engaging at several levels with larger institutions to secure strategic and operational support. The specifics of how this was done varied between cities.

In Dar es Salaam, for example, ICNIC-T first consulted women who had participated in the FGDs and WSAs, ward officials, community members and others about the research findings, and together they identified a number of possible actions. Institutional stakeholders were then individually consulted about the feasibility of contributing to such actions, taking into account their available resources and other commitments. Decisions were jointly taken at a strategic workshop, convened by ICNIC-T, which brought these stakeholders together with community

representatives, NGOs and the media. Through its extensive preparatory work, ICNIC-T ensured that each stakeholder's views had been heard and realistic proposals developed that stakeholders were able to endorse.

CISCSA's role in intervention planning in Rosario was equally crucial, although much more emphasis was placed here on enabling local women to take a prominent role. At CISCSA's instigation and with its guidance, the Thursday Group in the South District drew up plans for a series of public events and measures to increase safety, such as moving bus stops and improving signage. CISCSA then arranged meetings with officials where they co-presented these ideas with local women. Following some negotiation, an agreement was reached on a list of interventions that officials were willing to support. In the North-West District, where a women's group was slower to emerge, CISCSA had to be more proactive in the initial planning and discussions with officials. Over time, with growing engagement and confidence, local women began to take the lead, especially in planning the *Safe Path* and consulting with officials on the feasibility of their proposals. At the same time, officials gradually came to see the women's group as having a legitimate voice in the process of planning the *Safe Path* and eventually committed their support.

The circumstances for intervention planning were quite different in Petrozavodsk. Here there was minimal involvement of local women and most officials were reticent to acknowledge a problem. ICIWF/KNRC had to take much more responsibility, both in representing women's interests and persistently nudging the process forward. Nevertheless, ICIWF/KNRC were able to develop a good working relationship with individuals in key institutions and, in February 2010, four partners agreed to work together to produce a formal Agreement to plan interventions.

That Agreement was drafted by ICIWF/KNRC after a multi-agency seminar in June 2010, but the details were then discussed for a further two months before it was finally signed in September 2010, seven months after it was first conceived. The process required great perseverance by ICIWF/KNRC, but the resultant document was tangible evidence of a commitment by the signatories and demonstrated a sense of shared responsibility.

In Delhi too, the push for change came largely from the implementing partner. Jagori started from a much more advanced position, having worked previously with both the DTC and Delhi University for several years prior to GICP. With established relationships and experience, Jagori was able to pursue more strategic objectives alongside short-term practical measures. Jagori already had good contacts with DTC at management and operational levels, and had piloted a gender awareness training programme in 2007. It was able to build on this and reach agreement with DTC in early 2010 to expand the training of instructors programme and produce material resources, so that induction and refresher courses on women's safety could be routinely provided for all DTC staff as early as May 2011.

Jagori's strategic ambition at Delhi University was to ensure that gender inclusion became fully integrated in the university's governance and administrative agendas, especially for more marginalised female students. Jagori fostered relationships with the Area Security Committee, the EOC, WDCs and individual colleges, and facilitated the *Be the Change* group. It presented the findings from the initial research to key stakeholders and offered them ideas for the way forward.

These efforts resulted in partnerships to institutionalise activities to increase women's safety. The EOC agreed to organise sessions in

colleges on gender and disability with a focus on women's safety in public places. The university-level WSDC also committed to renew its policy on sexual harassment. However, the multiplicity of stakeholders, plus interruptions caused by the Commonwealth Games, striking staff, introduction of a semester system and university vacations, meant that this was a complex and protracted process. As in all the cities, not all avenues led to success and not all the proposed initiatives won support. Nevertheless, the GICP secured new commitments from institutional partners and the success of GICP helped Jagori strengthen its relationship with the Delhi Government through a tripartite Memorandum of Understanding to take forward work on women's safety.

Building and sustaining partnerships

Crucial to success in each city was partnership working between implementing partners and key stakeholders. This did not necessarily mean negotiating a formal agreement, although that did occur in Petrozavodsk. Rather, it involved building good relationships with, and working alongside, stakeholders to encourage and assist them to move forward. Quite clearly though, the balance of power between them was unequal, Implementing partners were aware that they had little influence in the institutions of the stakeholders and depended on them being open-minded and willing to listen to persuasive argument.

For the implementing partners this meant working with sensitivity and skill. At times they needed to act like a pressure group, cajoling stakeholders to take decisions and act, with the attendant risk of becoming an irritant. On other occasions they had to be consummate supporters able to offer ideas, advice and practical help to

solve the problems. This included playing a major part in delivering interventions, something that is discussed further below.

Institutions' readiness to engage in partnership working was strongly influenced by their familiarity with the implementing partner and its perceived credibility. Previous positive contacts resulted in institutions viewing collaboration more favourably and this allowed partnerships to be formed and to move forward with less delay. Even where such goodwill existed, implementing partners found they needed patience and persistence to overcome resistance and ensure that the work advanced. Their approach was at times challenging but not confrontational, and it necessitated responding positively to problems and roadblocks. Partners found it difficult to get contact time with senior officials, expended a lot of energy 'progress-chasing' to ensure agreed actions were completed and had to contend with turnover of personnel that almost always resulted in slowing of activity and relationships having to be rebuilt.

Partnership with local government and the police was crucial for some projects. In Dar es Salaam, for example, ICNIC-T believed that working through official structures and forums enhanced its capacity to disseminate research findings and sensitise both communities and the police to the concept of building gender inclusive cities. But it is also important to note that beneficial partnerships did not just develop with government and its agencies. Implementing partners found that collaboration with other non-profit organisations could also be highly advantageous. In Petrozavodsk, for example, the linkage between ICIWF (based in Moscow) and the KNRC gave the project a local delivery capacity and a network of local contacts. In Delhi, the training of DTC instructors was delivered by Jagori jointly with other gender-focused

NGOs who added capacity and complementary expertise. In Rosario, working with the Southern Women's Network and other organisations in the South District enabled the project to draw on their extensive community connections and established organisational infrastructure. Involving organisations not focused on gender issues, as in Petrozavodsk, also helped spread understanding of gender inclusion more widely through civil society.

Intervention choices

It is pertinent to ask what types of intervention were selected and on what basis they were chosen. To maximise benefits, interventions should ideally not only be intended to address prioritised problems, but also be wanted by the beneficiaries and have a good chance of being successful. There are likely to be many conceivable responses to most problems, not all of which would be welcomed by local women or necessarily effective, so making the right choice was vital.

Generally, chosen interventions were intended to tackle issues highlighted by the research, which had been presented to and discussed with local stakeholders. In Petrozavodsk safety on public transport emerged as a widespread problem. In Rosario women's freedom to use green spaces and safety along routes to and from services was highlighted. In Delhi particular concerns relating to young people and students with disability were identified. In Dar es Salaam women's concerns were linked to wider problems of crime and violence.

Beyond this, however, decisions about how to respond to the problems appear to have been made intuitively or pragmatically rather than systematically. In some cases this involved taking forward suggestions made by local

women in the FGDs or subsequent discussion. Generally though, FGD participants identified problems rather than solutions and the preferred interventions appear to have been strongly influenced by the preferences and previous experiences of implementing partners, as well as the opportunities in the local context. Within this overall picture, communication in various forms and for a variety of purposes was a part of the work in each city.

The green space events proposed for Rosario, for example, replicated what CISCSA had promoted in other parts of the city and in other cities to raise consciousness and mobilise women. In Dar es Salaam, community meetings convened to inform citizens about community policing provided an ideal opportunity to communicate messages about women's safety to local women, the attending police officers and *mtaa* Safety and Security Committees. In Petrozavodsk and Delhi it was decided to launch poster campaigns on public transport to raise awareness and inform passengers about safety-related services, effective communication being an area in which Jagori had previously excelled.

Some of these proposed activities aimed to develop skills as well as awareness. This applied to the training of DTC instructors, the sessions with students at Delhi University, the driver training in Petrozavodsk, which were all intended to impart practical advice on how individuals can promote gender inclusion. Only a few interventions focused on physical environmental changes, some of which had been stimulated by the WSAs. Improvements at bus stops in Petrozavodsk, signage in Dar es Salaam and various neighbourhood improvement measures in Rosario exemplified such choices. Uniquely in Dar es Salaam, the main intervention proposed - neighbourhood patrols - developed from a crime prevention perspective and built upon the

existing institution of community policing.

While the selected interventions tended to be short-term and practical, most were also intended to lay the foundations for longer-term gains. The benefits of consciousness raising and capacity building could be expected to continue well beyond the duration of the interventions. It was hoped that *ad hoc* awareness and training sessions, perhaps initially delivered by implementing partners, would be mainstreamed into institutional programmes in order to ensure sustainability. Other planned initiatives were wholly focused on systemic change. Efforts to secure more effective implementation of Delhi University's harassment policy, the adoption of a medium-term *Action Plan* in Petrozavodsk and, above all, the promotion of the *Women's Agenda* in Rosario were clearly directed towards this type of transformation.

There were therefore reasons that can explain why certain choices were made. However, there was little evidence that these were the result of a systematic process that, for example, might have involved identification of alternative options, consideration of how they might bring about the desired changes (the intervention logic) and assessment of experience elsewhere, especially any evidence of effectiveness. It must also be acknowledged, though, that there are few impact evaluations of interventions in the area of women's safety, so the knowledge base of proven practices is thin.

This does not, however, mean that intervention choices were ill-informed. On the contrary, it is likely that the choice was informed by experience and research evidence, and many choices were undoubtedly appropriate. Nevertheless, a more deliberate and transparent selection process is likely to have increased the probability of optimal allocation of resources available and might also have highlighted gaps in

what was being proposed. For example, possible omissions include the lack of any interventions specifically directed at changing the behaviour of men and boys.

Implementation of interventions

Securing stakeholder agreement to do something was an important first stage in bringing about change. The translation of those ideas into action was the next, and one which one might assume would follow automatically from that commitment. In fact, as documented earlier, some activity did take place, delivered enthusiastically and without delay with good stakeholder involvement. In Dar es Salaam, women's safety was speedily incorporated into the agenda of community meetings and the installation of street name signs also got under way quickly. In Petrozavodsk, timetables were posted at bus stops and the illumination of route numbers on buses was improved.

More generally, however, implementation depended heavily on the energy and expertise of implementing partners. In most cities, continued steadfastness was required to get institutional stakeholders to move forward and honour their part of agreements reached. It took many weeks of progress-chasing by Jagori to get instructor training sessions scheduled by DTC and many months to get a meeting in Petrozavodsk to discuss the findings from the bus passenger safety audit. Even when stakeholders did initiate action, too often their commitment dissipated. In Rosario, work by the district administration to improve signage and prune shrubbery came to a halt and was only completed after follow up by CISCOSA. Without the tenacity of the implementing partners, action here and in other cities would have been much slower and it is questionable whether some of it would ever have happened.

Indeed, some agreed measures did not get implemented or were delayed during the life of the programme. The display of women's safety information in buses in Delhi was agreed in principle by DTC and the Delhi Government in early 2010, but 18 months later this still had not appeared, seemingly because of bureaucratic difficulties in getting it finally signed off by the relevant authorities. In Petrozavodsk, despite an initial burst of activity, commitment to the formally-signed medium-term Action Plan waned following political change. It was only towards the very end of the GICP that there was a training day for drivers and heads of public transportation providers organised by the Department of Transportation.

There is no single reason that explains why some actions were readily implemented, while a much greater push was required for others. However, initiatives that fitted well with existing policies or programmes were obviously easier to accommodate. That was certainly the case in Dar es Salaam, where safer cities and police reforms (including community policing and Gender Desks) were being rolled out nationally and the naming of streets was a city-wide initiative only held up by lack of resources. Gender sensitisation activities could piggyback on already planned community meetings, while the project's resources enabled erection of street name signs to go ahead. To a lesser extent this applied in Rosario too. Part of the negotiation involved aligning neighbourhood improvement measures proposed by local women with the Districts' existing plans so that resources could be allocated to them.

Elsewhere, as with implementation planning, changes in senior personnel, lack of political interest, displacement by higher priorities and other intervening events caused implementation delay that implementing partners had to work hard to overcome. In Delhi, for

example, the former Chairman and Managing Director of DTC suggested that safety audits be conducted at its depots and that a course is provided for the first women conductors, who had been recently recruited. However, these ideas were not taken up by his successor. Perhaps the biggest single obstacle was that for most stakeholder institutions gender inclusion was not a high priority.

The reliance on implementing partners was not just related to holding institutions to account. Stakeholders also needed the partners' expertise to deliver interventions that they could not, or did not want to, take on themselves. In some cases the implementing partner assumed lead responsibilities. For Delhi University, Jagori delivered awareness sessions to students; produced safety information booklets; and was invited to co-design a training module for the staff on the university's harassment policy with the Women's Study Development Centre. For DTC, Jagori (with other organisations) delivered instructor training. In Dar es Salaam, ICNIC-T made the women's safety inputs at all the community meetings and took responsibility for installation of street name signs. Similarly in Petrozavodsk, ICIWF/KNRC delivered gender-awareness and safety training to bus drivers and conductors, as well as public transportation company managers. Only CISCOSA in Rosario managed to empower the women's groups and mobilise the institutional stakeholders so that it could act more as a supporter than a deliverer.

Effects of local interventions

Evaluation of the impact of interventions was not part of the planned GICP research. With the first significant actions being implemented half way through a three-year programme and most initiatives commencing in the final year, the

timescale was too short. Regardless, it is possible to make some assessment of what was achieved. In doing this it is essential not simply to compare the achievements of each of the cities, but to take account of distance travelled, since their starting points were very different.

In each city steps were taken to improve gender inclusion. Building on the increased awareness of problems, made possible by the evidence collected in the first phase of the GICP, practical actions were agreed and delivered. In cities where there was very little prior recognition of, or political commitment to, gender issues in public spaces, securing stakeholder support for any action, as in Petrozavodsk, was a significant advance. A willingness to respond was arguably at least as important as what was actually done and indicative of a changing perspective.

There is evidence too that the actions taken did actually bring about positive changes in attitude, perceptions and experiences amongst both stakeholders and beneficiaries. The in-training discussion and post-training feedback from DTC instructors in Delhi, for example, showed that it had had a profound effect on around half of them, who were highly motivated to cascade their learning to other staff. Women in Rosario felt that measures to improve signage, lighting and sightlines had improved their safety.

In Dar es Salaam, police officers and community leaders started speaking about women's safety in meetings and started using GICP project data in their own presentations. Members of neighbourhood patrols reported putting into practice more gender-sensitive policing. With much increased awareness of the Gender Desks and knowledge that they could report GBV in a dignified and confidential way, women said they felt some of their concerns were being addressed. Women in Keko reported that the patrols were doing a good job and that

harassment of women, including sex workers, had reduced. Similarly, in Ubungo it was perceived that watch groups were sensitive to gender issues and safeguarded women traders when they were being harassed by men in the market or on the street where they sold their wares.⁴³ The erection of street name signs was favourably received and the names were reportedly increasingly used by men and women in their contacts with emergency and other services.

These beneficial effects are important but should be seen as the first steps in a process that has a long way to go. More activity and longer-term evaluation, for example, is needed to make and assess the impact of such interventions on women's use of public spaces. Whether gender inclusion work will continue after GICP ends is however less clear. Implementing partners have been instrumental in securing stakeholder commitments, facilitating delivery of agreed actions and capacity-building. They have sought to ensure that these actions were not just short-term *ad hoc* initiatives but that they stimulated systemic change that would have an enduring effect. They also raised consciousness amongst local women and built their capacity to be future agents of change. Undoubtedly, therefore, they laid the foundations for sustainability.

Prospects for sustainability seem greatest in Delhi. The university and the police are taking gender inclusion seriously and are poised to mainstream it in policies and operations. In Petrozavodsk, meetings at the end of the project with recently elected city council deputies evoked an encouraging response, raising hopes that they will support further gender inclusion initiatives.

In Rosario there has been progress in building the capacity of local women, but much will depend on whether the *Women's Agenda* finds political traction and whether the women's groups remain actively engaged with safety in

43. However, the women expressed concern about the auxiliary police who were seen as not gender sensitive or aware that they should ensure safety of women in public places. On the contrary, they sometimes were the ones who harassed the women traders for money.

public spaces. In Dar es Salaam there have been encouraging signs with local women responding supportively to rights-based messages on posters, and interest in women's safety being expressed by new networks, such as an organisation representing small banks/micro-finance. A Memorandum of Understanding between the police and ICNIC-T to collaborate on building the capacity of police colleges on women's safety issues has been signed and women's safety is to be mainstreamed into national police training. Some of the practices introduced with the project, such as encouraging women to keep the mobile telephone numbers of neighbourhood patrols, have been taken up in other areas.

Nevertheless, institutional support remained fragile at the end of the GICP, often dependent on a few committed individuals, whose relocation to other posts could slow down the work or even stop it in some cases. There remained a heavy reliance on implementing partners to keep the

agenda of gender inclusion moving forward. Some stakeholders still needed convincing; others still needed pushing and most needed technical assistance. Effecting strategic institutional change still required efforts to meet senior officials, explain the issues and then follow-up. Women's groups, where they had been established, also wanted on-going support. Work in some other areas has barely started. Little attention has been given, for example, to changing the attitudes and behaviour of men and boys through education and sensitisation, nor to challenging the view that women are themselves to blame if they are subjected to sexual harassment or assault.

The process has at times been arduous. The challenge is to get over "the peak" of public awareness and buy-in, so that action will assuredly continue under its own momentum. None of the GICP projects got to that point, but they made progress and reached a place from where the route to the summit should be easier.

CHAPTER 11

Conclusion

Introduction

As the first cross-regional programme directly targeting women's safety and inclusion in public spaces, the GICP represents a milestone in the safe cities for women field. Working from key principles such as treating women as experts on their own safety, building partnerships and women's empowerment, the programme was designed to achieve:

1. The development of comprehensive and reliable data on gender inclusion and exclusion in cities, with a particular focus on sexual harassment and VAWG in public spaces.
2. The enhancement of public and stakeholder awareness of, engagement with and advocacy for women's rights, access and inclusion in the city.
3. The creation and testing of evidence-based pilot interventions aimed at decreasing SH/SA in order to achieve greater gender equality and inclusiveness in cities.

The GICP was designed to respond to certain knowledge gaps within the safe cities for women field. More specifically, it aimed to collect information about women's safety and exclusion from a diversity of women living in different socio-political and geographic contexts. Further, in order to avoid the issue of women's safety being relegated to a special interest silo, or inviting protectionism, the GICP aimed to develop the concept of women's safety, as it pertains to SH/SA, beyond a discourse of security and into

a discourse of inclusion. Programme actors also tried to convince the public and stakeholders alike that women's safety and inclusion in public spaces should be seen as a priority that is closely related to other forms of VAWG, thus strengthening links between safe cities for women work and other forms of VAWG work. The programme also sought to expand the safe cities for women discourse to engage with urban governance and demonstrate how interventions to achieve women's safety and gender inclusion could be mainstreamed into city planning and management. Finally, the GICP was designed to increase knowledge about strategies and approaches that work in different contexts to improve women's safety and inclusion in cities.

Key accomplishments

Between 2009 and 2011, GICP partners accomplished much of what they set out to do. Working together on a regular basis, they formed a community of practice which contributed to the design of data collection tools; public and stakeholder outreach strategies; and intervention activity planning and execution. Opportunities for sharing approaches, priorities and experiences across different socio-political contexts provided a rich environment for learning how women's safety and inclusion could be developed as an institutionalised priority in Dar es Salaam, Delhi, Petrozavodsk and Rosario. In particular, the different mandates and skill sets possessed by WICI, ICNIC-T, Jagori, ICIWF and CISCOSA offered an unusual breadth of strengths and interests to draw upon throughout the programme.

Learning from these processes has been shared with stakeholders and international practitioners through the media; through local, national and international presentations and workshops; through publications; and through targeted knowledge transfer activities, including a two-week online seminar and a university course. At the same time, the international nature of the programme enhanced the influence of each GICP partner as they worked to raise awareness and generate change; the fact that work occurring in each city was being shared with others doing similar work in different cities offered partners the opportunity to disseminate their results to a wider audience, all the while reminding stakeholders of the global importance and relevance of the issue at hand.

Some of the most significant data generated within the GICP came from baseline research on women's safety and inclusion, which was collected by implementing partners in the first phase of the programme. This information not only provided evidence that women's safety and inclusion in public spaces is a major issue across cities with very different socio-political contexts, but also a baseline of quantitative and qualitative information in each participating city, which did not previously exist. This data was effectively used by programme partners to raise awareness about women's safety and inclusion among the public (including, in some locations, awareness-raising activities targeted at women) and among key stakeholders to advocate for change. This data was also used by implementing partners as leverage in the development of partnerships with key stakeholders, such as local government officials and the police. It also provided a solid basis from which planning for effective and appropriate interventions to improve women's safety and inclusion could start.

The GICP baseline research was significant

because it incorporated the experiences and knowledge of women from different social and economic groups. For example, FGDs in Rosario and Delhi were designed to reach out to vulnerable populations, such as transgendered persons and women street hawkers. FGDs in Dar es Salaam and Petrozavodsk gathered insights from groups with specific needs and duties in public space, such as public transport staff and young mothers. It was notable that the act of collecting data functioned as a first step towards raising awareness about women's safety in public spaces, especially among women themselves. All implementing partners reported that participants in GICP research, particularly those who contributed to WSAs and FGDs, became more conscious of their right to access public space without fear of violence through the research.

The tools developed to collect baseline data proved useful in other phases of the GICP and indeed beyond the programme. In Petrozavodsk, WSAs were adopted and used to assess the public transport service. FGDs were also used here to gather additional data about women's experiences of safety when more information was needed to plan future activities. WSAs were used to gauge changes in women's safety which occurred as a result of developments associated with the Commonwealth Games in Delhi. Partners shared them with organisations, institutions and women locally, nationally and internationally.

In all four cities, significant partnerships were created or expanded between implementing partners and key stakeholders, including, in some cases, women themselves. The nature of each partnership varied according to the organisation's mandate, experience and pre-existing network. It was also determined by social and political conditions in each city, which sometimes created opportunities (as in the case of Delhi, where public pressure made women's safety a priority)

and sometimes created challenges (as in the case of Petrozavodsk, where little public discussion of women's safety or VAWG existed). In all cities, implementing partners were able to engage public officials and government authorities in discussions about women's safety and policy, programme, infrastructure and/or service changes followed. In Rosario, Delhi and Petrozavodsk, implementing partners also worked closely with other CBOs or women's organisations to share knowledge about women's safety, inclusion and the GICP concepts, thus broadening the civil society support base for this issue. In Rosario and Delhi especially, the generation of civil society partnerships extended directly to local women themselves. Partnerships were formed between implementing partners and women, through capacity development and empowerment activities, prior to partnerships with local authorities and decision-makers.

In some cases, the partnerships developed as part of GICP work were with civil society or government/public bodies that work on VAWG, though not specifically on SH/SA in public spaces. In these partnerships, GICP actors were able to broaden stakeholder understanding of what constitutes VAWG and to make links between women's experiences of violence and their ability to freely access and use public space. For example, in Dar es Salaam, ICNIC-T engaged with police Gender Desk staff who previously saw their responsibility primarily to be dealing with domestic violence or rape. By using GICP research and involving the officers in the programme, ICNIC-T was able to make the case for extending the scope of VAWG issues dealt with by Gender Desks to include sexual harassment in public spaces. In other cases, partnerships formed within the GICP resulted in VAWG being considered part of certain stakeholders' responsibilities for the first time – putting the issue "on the map" as it were. For example, in Petrozavodsk, public transport

service providers had not considered the impact of drivers' personal behaviour as affecting passengers' feelings of safety or comfort. The *Safety Standards on Public Transport* intervention and driver training initiated a discussion with administrators, government officials, media and drivers themselves about how the delivery of this public service was connected to women's feelings of safety and inclusion.

Finally, GICP partners also managed to plan and implement many practical interventions. While their character varied widely, from the development of neighbourhood watch groups in Dar es Salaam to improving public transport service delivery in Delhi and Petrozavodsk to creating opportunities for women's safe and engaged enjoyment of public spaces in Rosario, their ultimate goal remained the same. As mentioned above, through the forging of significant partnerships, activities were developed which led to concrete changes in policies, programmes, infrastructure and/or services. Moreover, the delivery of these interventions led to the generation of a great deal of knowledge about what kinds of implementation approaches work well or less well in different contexts, when executed by different actors. At the same time, the experience gained through data collection and intervention activities led to several "ripple effects" whereby GICP actors were able to influence change beyond their planned project activities. For example, in 2010 Jagori was invited by the Delhi government to collaborate on the development of a strategic framework on women's safety. In Petrozavodsk, the inclusion of safety as a category within a local public space design competition occurred after the city's Chief Designer attended a presentation on GICP research and was inspired by the idea of safe and inclusive design.

Lessons learned

The GICP experience yielded a great deal of learning specific to each implementing partner's approach and interventions. In Dar es Salaam, members of ICNIC-T took advantage of their backgrounds in government and policing to develop working relationships with the local police and ward-level actors involved in community policing. ICNIC-T was also able to exploit the fact that a nationally-directed community policing initiative was scheduled to occur, and secured the initiative's early implementation in GICP project areas, where women's safety was incorporated directly into programme training. These actions illustrate how already-existing strengths, opportunities and networks can be effectively mobilised, as well as the circumstances which enabled safe cities for women actors to approach and collaborate with the police – a partner sometimes perceived intimidating and often resistant to change. At the same time, ICNIC-T's approach did not directly engage women as change agents in Dar es Salaam. This meant that partnerships between women and local decision-makers were not developed, and the sustainability of the programme within civil society remained largely the responsibility of ICNIC-T. Efforts were made to involve women as volunteers in the community policing initiative, which would have been an opportunity for them to become more actively involved in creating safe public spaces. During the GICP, however, few women felt comfortable or able to participate in this way. Other forms of empowerment and mobilisation of women seem to be needed.

Ill-founded attitudes about women's responsibility for SH/SA are still evident among the public and key stakeholders in Dar es Salaam. These no doubt interfere with the implementation of beneficial programmes and policies and

evidence a need for campaigns directed towards building greater understanding and support for women's rights. While ICNIC-T began this work late in the GICP, an earlier and more concerted effort in this regard could have contributed favourably to other intervention activities.

In Delhi, Jagori was able to build on its pre-existing experience in the ending VAWG and safe cities for women field and take advantage of an already-existing public interest in women's safety. The organisation pooled GICP resources and political momentum with other work it was doing on the issue in partnership with actors such as UN Women and UN-HABITAT. As a result, a high level of positive change occurred in this city – both in terms of planned interventions and “ripple effects”. However, it is also important to note Jagori's difficulty in sustaining the partnerships that evolved during the GICP, even in relatively favourable conditions, due to power imbalances. Jagori found that they and their civil society partners needed to use a great deal of resources to keep key stakeholders, such as government authorities, interested and engaged. While the central involvement of key decision-makers was certainly a goal across GICP cities, the involvement of these stakeholders may fundamentally change the nature of an initiative, depending on the values, priorities and reputations involved. Work by the *Be the Change* group at Delhi University demonstrates this; since the group was not diverse nor did it have significant influence, its activities mostly impacted on the student population. At the same time, a strength of the group was that its message and activities were accepted and taken up by the student population, something which might not have occurred if other stakeholders, such as the police, were in a leading role.

Like ICNIC-T, Jagori was able to intervene and add women's safety to the agenda of already-occurring initiatives. For example, Jagori

contributed GICP baseline data to infrastructure planning in the Ajmeri Gate-Delhi Gate area. Jagori was also able to broaden the scope of women's safety work at Delhi University to include the concerns and participation of women with disabilities. This represented an important bridge between special interest groups working for safer environments and created a broader platform from which to engage key stakeholders in change.

In Petrozavodsk, ICIWF formed valuable partnerships with government agencies and with a local NGO, the Karelian NGO Resource Centre, through the development of an official Memorandum of Understanding and an Action Plan which outlined the responsibilities of multiple stakeholders in creating a safer and more inclusive city for women. These agreements were a significant achievement, representing an unusual collaboration between civil society and government authorities. Further, they put both women's safety and collaborative, bottom-up working methodologies on the government agenda. While some of the activities outlined within the Petrozavodsk Action Plan were completed, it remains to be seen whether or not sustained commitment to women's safety will continue beyond the GICP. Certainly during the programme, the experience of ICIWF and the Karelian NGO Resource Centre was similar to that of Jagori; a substantial amount of resources were expended to ensure that more powerful partners, such as the Karelian Ministry of Internal Affairs, honoured agreements and collaborated. While ICIWF did have a working history with the Karelian Ministry of Internal Affairs, there was little public impetus to address the issue in Petrozavodsk and so less pressure on authorities to take action. Unlike Delhi, no other initiatives focusing on women's safety existed alongside the GICP so it was not possible for ICIWF to develop a network

of support and visibility with other like-minded actors. Thus, in Petrozavodsk it appears especially essential that sustained support be given for more "ground work" on women's safety before significant and sustained partner commitments can be expected.

Like ICNIC-T, ICIWF focused at the beginning of its GICP intervention work on developing partnerships and activities within policy and programme areas, reflecting the mandate and experience of the organisation. The lack of public and stakeholder awareness and acceptance of SH/SA as a significant problem was not addressed within the GICP. It may be that, had this issue been targeted by ICIWF and the Karelian NGO Resource Centre, not much would have been accomplished within the constraints of existing capacities, resources and time; given the context, ICIWF's approach was strategic. At the same time, it is important to note that increased public and stakeholder awareness and mobilisation around the issue would have lent greater weight and significance to ICIWF's activities and could have perhaps contributed to the public pressure needed for sustained stakeholder commitment.

In Rosario, CISCOSA was able to capitalise upon pre-existing work in the region and synergies between the GICP and the Regional Programme *Safe Cities without Violence against Women, Safe Cities for All*. Thus, there were some similarities in the context and approach used by CISCOSA and Jagori. In both cities some success was achieved in mobilising women and the public to support safe and inclusive cities for women, something which, as discussed above, will likely contribute to sustained pressure on authorities to make change. One of the greatest lessons has been about the challenge of maintaining a women's empowerment approach in the face of programme schedules, political agendas and everyday social obligations. In Rosario,

intervention activity proceeded according to the capacities and schedules of women themselves, taking into account women's obligations and duties as well as the time needed for them to process their own difficult personal experiences of violence. This approach, which was respectful of women's needs and supportive of their abilities, was a necessary step in building women's confidence to engage with stakeholders such as urban authorities. However, it required time and resources which were not always well-matched to the short timeframe and budget of the GICP. At the close of the programme, though a number of important changes occurred within Rosario, it was not clear if enough time and resources had been provided for the women in the South and North-West Districts to take ownership of the issue of women's safety in a way which would allow them to confidently take forward the work without the support of CISCOSA. Thus, it is important to remember that the women-centred approach often advocated in the safe cities for women field is an approach which requires considerable time, flexibility and resources – particularly in contexts where community relations are strained and where women already face multiple socio-economic challenges in their lives.

A second important lesson can be learned from the work CISCOSA and other local feminist groups did on the *Women's Agenda*. While in some ways municipal elections posed a challenge for GICP activities in Rosario (and indeed in other cities), programme actors did not simply pause their planned activities and wait for campaigns to be over. Rather, they took advantage of the situation, putting pressure on political candidates to commit to the issue of women's safety. As part of this political pressure, women working within the context of GICP partnered with women working on other gender-related issues throughout the city, simultaneously building

a broader support and resource network and mainstreaming women's safety in public spaces as a key concern alongside other topics, such as equal opportunity policies and femicide.

Lessons were also learned within the GICP pertaining to the programme as a whole. In terms of coordination, it was important for WICI to allow implementing partners enough space and flexibility to take advantage of their own strengths, respond to their own mandates, and react to local opportunities and challenges as they arose. This meant that programme activities sometimes had to unfold in several different directions at once, making it difficult to keep work in each city on track. This also meant that the learning documented during the GICP was limited mostly to qualitative accounts of processes in each city as they unfolded. Over the course of the programme, however, it also became apparent that this approach was necessary to respect local contexts, organisations and women within an international learning process.

Also, in terms of coordination, it was evident that regular communication among partners, programme-level staff and the Programme Evaluator was necessary for knowledge- and skills-sharing, and for the development of mutual support and encouragement. While VOIP calls formed the basis of most GICP communication, face-to-face meetings between programme partners were invaluable. In face-to-face meetings, programme partners engaged in in-depth conversations about values, approaches, strategies and experiences that were not otherwise possible, especially considering time and language differences across the programme. GICP experience indicates that, in any future similar programmes, an initial face-to-face meeting of partners specifically to understand local contexts and to share and debate key concepts would be hugely beneficial in the

development of consistent programme messages and priorities across cities. Moreover, these initial conversations could indicate what capacities needed to be developed in each implementing partner, and what kinds of knowledge-sharing between partners would be most relevant. For instance, within the GICP, such a meeting may have indicated that an overall media outreach strategy for all partners would have been useful, as would skill-sharing between partners with media outreach experience and those without.

Remaining questions

In spite of the many accomplishments of all GICP partners, some questions remain about the future of the work that was started and its response to the overall goals of the programme. Firstly the sustainability of the work in each city, beyond the continued efforts of CISCSA, ICNIC-T, ICIWF and Jagori, is not absolutely secure. While agreements have been signed with key stakeholders (for instance, the Memorandum of Understanding in Petrozavodsk), continuous pressure from NGOs will still be needed to ensure that they are honoured. Where civil society groups have been formed to exert this pressure (for instance, the *Be the Change* group at Delhi University), further support from expert organisations seems necessary to develop capacity and share knowledge.

In a second and related point, it is difficult to say whether or not a broad enough base of stakeholders and the general public is supporting women's rights to safety and inclusion in public space in any of the four cities. A broad support base contributes legitimacy and assists on-going civil society work on the issue, while putting political pressure on key stakeholders to act. Given that GICP intervention activities occurred over only 12-18 months (following the period of in depth data collection) and were largely focused

on neighbourhoods or small areas within each city, attaining this level of support was not realistic or envisioned as possible. Considering these factors, it is not surprising that commitments and capacity for action in some cases developed towards the end of the project period among the various partners, organisations and institutions with which programme actors worked. Thus, it seems that in each city a public dialogue about women's safety and inclusion was begun (in Petrozavodsk and Dar es Salaam) or built upon (in Rosario and Delhi). Steps were taken to ensure the sustainability of work on women's safety and inclusion among different actors, which certainly contributed in important ways to public/stakeholder support and to sustainable action, even though they did not fully meet these goals.

Another key point that was not fully addressed by the GICP was the meaningful inclusion of the full diversity of women and girls in programme activities. It could be said that the range of GICP cities and programme sites within each city offered the opportunity for a diversity of women's needs to be represented, particularly in the data gathering phase. This was especially true of FGDs in Rosario and Delhi, which were designed to solicit the opinions and ideas of women who were typically under-represented in public activities and decision-making. However, on the whole, there were few efforts within the programme specifically to reach out to and work with many different groups of women. Part of the reason for this was that work in Dar es Salaam and Petrozavodsk did not stem from a women's empowerment approach, and thus did not specifically include women as change agents. In Rosario, this stems from the fact that, while the work was women-centred, the number of women who were able to participate in regular activities was limited and therefore not necessarily representative of many different groups (although

ages within the groups varied considerably). In Delhi, women with disabilities were included in some intervention work, as were women taxi drivers.

Finally, GICP work was not able to provide impact-level assessments about the effectiveness of interventions or make comparisons within or between cities. While this information would be extremely useful to the women's safety movement, it would require research over a longer period. Also, for cross-city comparison, a more rigorous approach to programme design would be needed to ensure the execution of similar activities in relatively similar project sites among similar populations. As mentioned above, GICP coordinators did not enforce strict timelines or activities on implementing partners for the intervention phase as it was deemed more important to respect the varying mandates, capacities and socio-political factors that implementing partners were working with and respond to local priorities. Thus, the learning generated within the GICP is restricted quantitatively to the information which was collected during baseline research, while qualitative learning has been accumulated through close observation and reflection on processes. It should be noted that in cities where safe cities for women work continues over a longer period of time, GICP baseline data could prove useful to assess impacts in the future.

The way forward

Based on GICP learning, several areas for future work in the safe cities for women field are apparent. Firstly, it is recommended that future local, regional or cross-regional initiatives be provided with sufficient resources to operate within a timeframe which allows for:

- the collection of baseline data on women's safety and inclusion in cities;
- the development of public awareness and mobilisation activities (including a media outreach campaign);
- the development of stakeholder awareness and mobilisation activities;
- the empowerment and capacity development of a representative diversity of women to act as change agents;
- the capacity development of key stakeholders such as community organisations, police, government authorities, public transport authorities and urban planners;
- the formation of partnerships between women, civil society groups and other key stakeholders;
- regular meetings between programme actors to discuss values and priorities and to share skills;
- the careful planning and execution of targeted interventions aimed at changes in infrastructure, policies, programmes and services;
- an appropriate communications strategy, with time and resources to planning and implementing its evaluation;
- the collection of qualitative data on an on-going basis to gather learning about different strategies; and
- the collection of endline data to assess the impact of the above activities on women's lives.

Secondly, it is recommended that strategies be developed and shared to ensure that a diversity of women and girls are represented in

the safe cities for women field, both in work on the ground and at the policy level.

Thirdly, it is recommended that future safe cities for women work situate itself within the context of a growing global movement. It must respond to a need for more widely-disseminated information about when, where and how different strategies and approaches are effective.

Finally, it is recommended that academic and action research continue to create links between women's safety and inclusion in cities and other forms of VAWG, as well as to larger structures of power which contribute to inequality, violence and exclusion.

As mentioned in the Introduction, the field of women's safety is still new and much cross-regional and in-depth data is needed to

strengthen it. The field needs to incorporate the voices of a diversity of women and girls' experiences in order to address all aspects of exclusion. Further the discourse around women's safety and gender inclusion needs to be located within the wider discourses of ending VAWG and of urbanisation and governance. Within the ending VAWG discourses, greater understanding of the linkages between all forms of violence and the continuum of violence in public and private needs further strengthening. At the same time, gender inclusion needs to be mainstreamed in the wider debates around the nature of urbanisation and governance, so that gender is an essential component of this. The aim is to build gender inclusive, equitable and safer cities and the GICP has provided valuable knowledge towards this.

Appendix 1

Presentations of GICP findings and experiences

| TITLE AND AUDIENCE | PRESENTED BY | TIME AND PLACE |
|---|--|--------------------------------|
| "Creating Gender Inclusive Cities" at <i>Visions and Challenges for a Women Friendly City: The Second Metropolis International Network Forum</i> (Seoul Foundation of Women and Family and Metropolis Women International Network) | WICI | 2009 Seoul, South Korea |
| "Are Cities Safe and Inclusive for Women?" at <i>UN Habitat World Urban Forum 5</i> | WICI, Huairou Commission, Red Mujer y Habitat de America Latina, UN Habitat, UN Women, Espacio Feminista, REDEH, F Rio Women's Coalition | 2010 Rio de Janeiro, Brazil |
| "Building Safer Cities for Women and Girls" at <i>54th Session of the Commission for the Status of Women</i> | WICI, ICIWF, CISCOSA | 2010 New York, USA |
| "Gender Aspects of National Policy" | ICIWF | 2010 Petrozavodsk, Russia |
| "Gender Inclusive Cities: Emerging Findings from a Multi-National Project to Improve Women's Safety in Public Spaces" at <i>12th United Nations Congress on Crime Prevention and Criminal Justice</i> | Programme Evaluator, WICI | 2010 Salvador, Brazil |
| "Gender Inclusive Cities: Increasing Women's Safety by Identifying and Disseminating Effective and Promising Approaches to Promote Women's Access to Public Spaces" at <i>Gender, Cities and Local Governance in the Arab and Mediterranean World</i> | WICI | 2010 Cairo, Egypt |
| "Gender Inclusive Cities Programme Activities in Petrozavodsk" at <i>Thematic Group on Gender Issues under the UN System in Russia</i> | ICIWF | 2010 Moscow, Russia |
| "Information as a Tool for for the Construction of Public Policies for Everyone" at <i>Forum on Citizen's Safety</i> | CISCOSA | 2010 Rosario, Argentina |
| "Delhi: No City for the Weak" at <i>Information session, Delhi University School of Planning and Architecture</i> | Jagori | 2010 Delhi, India |

| TITLE AND AUDIENCE | PRESENTED BY | TIME AND PLACE |
|---|---------------------|---|
| "Stakeholder Consultation" at <i>Meeting regarding Women's Safety in the City</i> (Chief Minister's Office) | WICI, Jagori | 2010 Delhi, India |
| Untitled at <i>Discussion and Debate Forum: Second Equal Opportunities Plan</i> | CISCSA | 2010 Rosario, Argentina |
| Untitled at <i>Presentation and Orientation Workshop on Women's Safety for United Kingdom Department for International Development</i> | Jagori | 2010 Delhi, India |
| Various at <i>Third International Conference on Women's Safety: Building Inclusive Cities</i> (WICI, Jagori) | WICI, Jagori | 2010 Delhi, India |
| "Women's Safety on Public Transportation" at <i>Sustainable Urban Transport: The People's Perspective</i> | Jagori | 2010 Delhi, India |
| "Building Inclusive Cities" at <i>Thinking About the Future: The Prevention That Mexico Needs</i> | WICI | 2011 Mexico City, Mexico |
| "Findings from the Gender Inclusive Cities Programme" at <i>2º Congreso Internacional: Vivienda Social Gestión del territorio urbano y ciudadanía</i> | WICI | 2011 Cordoba, Argentina |
| "Findings and Lessons from the Gender Inclusive Cities Programme" at <i>Action Aid: The Safe Cities Initiative Workshop</i> | WICI | 2011 Copenhagen, Denmark (via Skype) |
| "Findings, Lessons and Challenges to Programming Safer Cities for Women and Girls: Experiences from Delhi and Kerala Conference" | Jagori | 2011 Trivandrum, India |
| "India: Safety Walks" at <i>Putting Safety First for the Urban Poor on the Local Agenda</i> (CITYNET, UN-Habitat, UN-ESCAP) | WICI | 2011 Marikina, Philippines |
| Untitled at <i>Must Bol Campaign Forum</i> | Jagori | 2011 Delhi, India |

