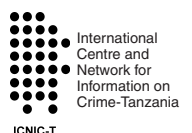


# LEARNING FROM WOMEN TO CREATE GENDER INCLUSIVE CITIES

**BASELINE FINDINGS FROM THE GENDER INCLUSIVE CITIES PROGRAMME**

**Women in Cities International**



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Baseline Findings from the Gender Inclusive Cities Programme**

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ISBN: 978-0-9736972-6-1

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Valna Inc. ([www.valna.ca](http://www.valna.ca))

The United Nations Trust Fund in Support of Actions to Eliminate Violence against Women (UN Trust Fund) is a multi-lateral mechanism supporting local, national and regional efforts of governments and non-governmental organizations to end violence against women and girls. Established in 1996 by General Assembly resolution 50/166, the UN Trust Fund is administered by the United Nations Development Fund for Women (UNIFEM) on behalf of the United Nations system.

The views expressed in this publication are those of the authors, and do not necessarily represent the views of the UN Trust Fund, UNIFEM, the United Nations or any of its affiliated organizations.

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Women in Cities International



# ACKNOWLEDGEMENTS

**W**omen in Cities International acknowledges the generous financial support it has received from the United Nations Trust Fund to End Violence against Women, which has allowed the Gender Inclusive Cities Programme to make this important contribution to research on women's safety and gender inclusiveness in cities.

In addition, WICI would like to express immense gratitude towards all of those who have contributed to the research and writing contained within this report. In particular, WICI would like to thank Dr. Kalpana Viswanath and Dr. Sohail Husain for their vision and dedication; the staff of its four incredible partner organizations and their leaders who have worked to implement our common vision: Elizaveta Bozhkova (Information Centre of the Independent Women's Forum, Petrozavodsk, Russia), Anna Mtani (International Centre for Network and Information on Crime – Tanzania, Dar es Salaam), Anupriya Ghosh (Jagori, Delhi, India) and Paola Blanes and Mara Nazar (Exchange and Services Centre, Southern Cone, Argentina - Coordinator of the Latin America Women and Habitat Network, Rosario); the monitoring and evaluation research associates who have supported the project and its implementing partners on the ground, the GICP Advisory Committee and the local project advisory committees in Rosario, Delhi, Petrozavodsk and Dar es Salaam who have offered sound and insightful advice since the inception of this programme; and the entire WICI Board of Directors and staff.





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## LIST OF ACRONYMS AND ABBREVIATIONS USED IN THIS REPORT

CAWC	Delhi Police Crimes against Women Cell (India)
CBO	Community-based organization
CISCSA	Exchange and Services Centre, Southern Cone, Argentina - Coordinator of the Latin America Women and Habitat Network
DCW	Delhi Commission for Women (India)
FGD	Focus group discussion
GBV	Gender-based violence
GICP	Gender Inclusive Cities Programme
GRC	Gender Resource Centre (India)
HDR	Delhi Human Development Report (India)
ICIWF	Information Centre of the Independent Women's Forum (Russia)
ICNIC-T	International Centre for Network and Information on Crime – Tanzania
JNNURM	Jawaharlal Nehru National Urban Renewal Mission (India)
LGA	Local Government Authority (Tanzania)
MKUKUTA	National Strategy for Growth and Reduction of Poverty (Tanzania)
NGO	Non-governmental organization
UN-HABITAT	United Nations Human Settlements Programme
UN Trust Fund	United Nations Trust Fund to End Violence against Women
VAWG	Violence against women and girls
WICI	Women in Cities International (Canada)
WSA	Women's safety audit



The growth of slums and urban poverty has had an effect on the quality of life for millions and has highlighted governments' inability and lack of political will to fulfill citizens' basic needs.

The poor face particular vulnerabilities based on where they live, their inability to approach the police and their lack of rights as workers, often within the informal sector.

# Chapter 1

## Introduction

*It was a crowded area, a main market area, and when that incident took place I was just really shocked - I mean what? Really everyone is watching, no one is asking why are you beating the window, why you are doing this, no one was questioning those persons, whatever they are doing that was fine with the crowd over there.*

*- GICP FGD participant from Delhi, India*

The safety and inclusion of women and girls is a priority issue across the globe. In every country and society, women and girls are subject to violence in both public and private spaces, simply because of their gender. Over the past thirty years, the international women's movement has generated research and action on different forms of violence against women and girls, including violence within the home and work places. In recent years, there has been research and action that has specifically targeted violence against women and girls in the public sphere as well<sup>1</sup>. The growing safe cities for women movement aims to eliminate all forms of violence against women and girls by simultaneously targeting the systemic societal factors that create gender inequality and empowering women and girls to make changes within their communities. At the core of the safe cities for women movement is the belief that violence and fear of violence restricts women's and girls' access to their cities, including to employment, health, education, political and recreation facilities. Thus, as a result of violence and fear of violence, women and girls are excluded from various aspects of city life and do not have the same rights to cities as men.

To date, little is known about the state of women's safety and exclusion as it is experienced in the public realm. Often, women's experiences of violence in cities are not reported or, if they are reported, are not recorded. Yet, it is an established fact that women experience urban life differently from men, including levels of fear and types of violence. These different experiences, if not acknowledged and addressed by society as a whole, can lead to exclusion.

As we move toward the goal of creating safer cities for women and girls, we must recognise the new realities women the world over are facing in relation to the nature of our cities. Over the past decade, the number of people moving to cities has grown rapidly and in 2007 the proportion of the world's population recorded as living in urban areas reached 50 per cent. The rapid pace and nature of urbanization taking place throughout the world has created new challenges for governments, social scientists and activists. It is estimated that 61 per cent of the world's population will be urban by 2030 (UN-HABITAT, 2007). Further, it is estimated that there will be at least 550 cities with populations of over one million by 2015. It is predicted that all future population growth will be absorbed by cities, with the world population reaching 10 billion by 2050.

The trajectory of growth of many modern cities, particularly in developing societies, has been unplanned and haphazard. Increasing population size has led to problems in ensuring adequate housing, transport, sanitation and provision of basic services to all citizens. The growth of slums and urban poverty has had an effect on the quality of life for millions and has highlighted governments' inability and lack of political will to fulfill citizens' basic needs. The poor face particular vulnerabilities based on where they live, their inability to approach the police and their lack of rights as workers, often within the informal sector.



Crime and violence are also becoming defining characteristics of modern cities. While crime may impact on the whole population, marginalised groups within the population are much more vulnerable – including migrants, the poor, the elderly, women and people with disabilities. In addition to the threat of violence associated with gender, women may also be vulnerable to violence for other reasons – perhaps because of their cultural, migratory, minority or economic status. The intersection of these different identities within the context of urban growth threatens to further marginalise and exclude women from city life.

## THE GENDER INCLUSIVE CITIES PROGRAMME

The goal of the programme *Gender Inclusive Cities: Increasing Women’s Safety by Identifying and Disseminating Effective and Promising Approaches that Promote Women’s Equal Access to Public Spaces* (GICP) is to enhance women’s inclusion and “right to the city”. In order to achieve this goal, the programme focuses on three aims:

- ▶▶ To identify and map the “geography” of public gender exclusion and its interaction with other marginalised identities such as race, religion, and economic status
- ▶▶ To identify the activities, tools and public policies that act as enablers of or barriers to greater gender inclusion and equality
- ▶▶ To identify and pilot good practices related to gender inclusion.

There are many factors that contribute to gender exclusion or inclusion in cities and it is not possible for the GICP to address all of these factors. Therefore, programme research and action has focused mainly on women’s safety and women’s experiences of gender-based violence (GBV) as key factors that contributes to levels gender exclusion or inclusion. In particular, women’s experiences of sexual harassment and sexual assault in public spaces have been central to GICP work.

The GICP is a three-year initiative (2009 – 2011) that is funded by the United Nations Trust Fund to End Violence against Women (UN Trust Fund). It is being coordinated by Women in Cities International (WICI) and is being implemented by four partner organisations working on the ground in different cities: 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; Jagori in Delhi, India; and Exchange and Services Centre, Southern Cone, Argentina - Coordinator of the Latin America Women and Habitat Network (CISCSA) in Rosario, Argentina. Each of these cities has had its own trajectory and history of addressing women’s safety and gender inclusiveness. The choice of these four cities is based on geographic distribution as well as size, social and economic circumstances and levels of violence. In all four cities, NGOs and women’s groups have already carried out some work on inclusion, safety and prevention of gendered violence.

In addition to the implementing partners from each city, key players involved in the GICP include the programme’s lead researcher/coordinator, the monitoring and evaluation consultant, the GICP Advisory Committee, and local advisory committees located in each of the four cities.





Activities within the GICP have been designed in three stages, each of which incorporates monitoring and evaluation mechanisms (Figure 1). In the first stage, implementing partners in each city have worked with each other, the GICP Advisory Committee and local advisory committees, the lead researcher/project coordinator, representatives from WICI and the monitoring and evaluation consultant to devise and use a set of tools to collect data on the

state of women’s safety in their cities. The result of these activities is a mapping<sup>2</sup> of women’s safety in Dar es Salaam, Delhi, Petrozavodsk and Rosario. Data collection methodologies used in this stage of the programme included street surveys, policy reviews, women’s safety audits, and focus group discussions.

The next stage of the programme focuses on the development of intervention plans to improve women’s safety in each of the four cities, using the locally collected data. Again, partners in different cities are developing these intervention plans collaboratively with each other, the GICP Advisory Committee and local advisory committees, the lead researcher/project coordinator, representatives from WICI and the monitoring and evaluation consultant. These organisations have also been engaging with different sets of stakeholders including local government representatives, community-based organisations, citizen groups, and the broader community in order to design and implement strategies and programmes that can bring about concrete and significant changes. The importance of engaging with local government, police and other municipal bodies has been a central theme of the programme. The aim has been to conduct research and plan interventions in partnership with government and non-government bodies in order to incorporate relevance, ownership, sustainability and the involvement of a wide set of stakeholders.

In the third stage of the programme, intervention plans will be implemented, resulting in evidence-based, locally-specific actions for the creation of safer environments for women and girls in each of the four cities. At all stages of the programme, the empowerment of local women and the use of local women’s knowledge as a basis for evidence on the state of community safety has been a priority. At the same time, efforts have been included to capture knowledge gained and to distribute the knowledge from this unique cross-cultural process to a wider international audience.

It should be noted that GICP research and intervention activity occurs at both the citywide level and at the specific project sites. Project sites were chosen in each city based on a number of factors, including women’s perceptions of lack of safety in the area and the regular use of the area by a diversity of women.

## ▶▶ THE PURPOSE OF THIS REPORT

The purpose of this report is to share the data collected in the first year of GICP on the state of women’s safety in each participating city. The information presented here gives the reader an overview of what kinds of safety issues affect women in their daily lives and how these issues lead to the exclusion of women from city life.

These findings will contribute to the global knowledge base on gender exclusion in cities in two ways. First, GICP findings extend our understanding of how data can be collected and analyzed to draw conclusions about women’s safety and levels of inclusion or exclusion in a given community. Second, GICP findings add greatly to our substantive knowledge of women’s lack of safety and exclusion in public spaces, which is still relatively limited everywhere in the world.





## PROFILE OF ORGANISATIONS INVOLVED IN THE GICP

### WOMEN IN CITIES INTERNATIONAL (WICI)

WICI is a non-profit network organisation, based in Montreal, 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. The main objectives of WICI are:



- ▶ To develop an international exchange network on (a) women's participation in urban development and on (b) the inclusion of gender in municipal politics
- ▶ To facilitate the sharing of expertise, training, and good practices
- ▶ To encourage exchange between different actors (women's groups, nongovernmental organisations, cities and municipalities, academic institutions, private sector institutions, the media, international bodies, etc.)
- ▶ To promote exchange between local authorities on issues of gender equality and women's and girls' participation in urban development
- ▶ To advise local governments, and national and international bodies working in the fields of gender equality and urban development.

### INFORMATION CENTRE OF THE INDEPENDENT WOMEN'S FORUM (ICIWF)

ICIWF was established in 1994 and is based in Moscow, Russia. The organization 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 towards the inclusion of women in the development of local self-governance, the development of 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 newsletters, "Vestnik ICIWF"; and issued more than 600 issues of the e-mail newsletter, "Vestnichka ICIWF".





## INTERNATIONAL CENTRE AND NETWORK FOR INFORMATION ON CRIME – TANZANIA (ICNIC-T)



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 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. Both rural and urban communities benefit from the work of ICNIC-T.

ICNIC-T is a young organisation which was registered in August 2008. The organisation's activities to date have included:

- ▶▶ Training nine local government authorities on the implementation of the National Strategy for Crime Prevention Tanzania, in collaboration with the Prime Minister's Office-Regional Administration and the Office of the Local Government
- ▶▶ Networking and linking with different organisations through workshops and seminars
- ▶▶ Implementation of the GICP in two areas of Keko and Ubungu in Dar es Salaam
- ▶▶ Collaboration with the national police in the implementation police reforms which strengthen the capacity of the community to prevent and solve crime and strengthen the capacity of the police to work with communities.

## 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 regarding their legal rights, health issues, and other issues central to women s empowerment, such as livelihood, education and the rights of the girl child
- ▶▶ Production and distribution of creative material including publications and communication packages on various issues for different groups
- ▶▶ Establishment of a documentation and resource centre on issues related to women s rights, to meet the information and analysis needs of other women's groups, NGOs and the development sector
- ▶▶ Contributing to the Indian women s movement by adding to existing bodies of knowledge on women s status in India.



In pursuit of these objectives, JAGORI undertakes the following main activities:

- ▶▶ Training for women s empowerment and gender equality
- ▶▶ Building grassroots leadership for strengthening women s movements
- ▶▶ Research on issues that concern women and impact their status
- ▶▶ Preparation and distribution of advocacy and educational materials on a wide range of issues including women s health, education and legal rights
- ▶▶ Organization and participation in campaigns from the village to the national level on key issues of women s rights
- ▶▶ Conducting educational activities and organising seminars, discussions and workshops to increase public awareness on issues relating to women.

### RED MUJER Y HABITAT DE AMERICA LATINA - CENTRO DE INTERCAMBIO Y SERVICIOS CONO SUR ARGENTINA (EXCHANGE AND SERVICES CENTRE, SOUTHERN CONE, ARGENTINA - COORDINATOR OF THE LATIN AMERICA WOMEN AND HABITAT NETWORK)

CISCSA, a not-for-profit non-governmental organisation, was 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 holistic local development projects together with social organisations and municipalities. CISCSA carries out the following activities:



- ▶▶ Consulting
- ▶▶ Training and Skill Sharing
- ▶▶ Research
- ▶▶ Diagnosis
- ▶▶ Development.



The institution supports exchange and outreach seminars, bringing together varied civil society actors and local government representatives in order to share the results of studies, experiences, and to follow-up on actions. The organisation also disseminates information on its work through its many publications.

CISCSA works on national, regional, and international levels to strengthen bonds amongst those institutions committed to urban issues, life in cities, and human habitats in general. Specifically, CISCSA works with those who approach these issues from a gender perspective.



# Chapter 2

## Methodology - tools and techniques

**G**ICP collection methods for primary data were chosen to provide comprehensive and reliable data. This includes information on the geography of gender exclusion and its interaction with other factors to create marginality and denial of rights. Although there was little or no pre-existing “official” data on this issue in each participating city, varying amounts of information from civil society and other sources did exist. Consequently, the GICP was able to build on a well-established knowledge base in, for example, Rosario, but needed to start at a more fundamental level in, for example, Petrozavodsk.

As far as was practical, a consistent approach and common tools were adopted in all cities to facilitate comparisons and analysis. These were developed collaboratively, drawing on the expertise of the GICP Advisory Committee, local advisory committees, project partners and previous research. Different tools were selected to generate different types of information, some focusing on high-level city-wide issues and others on much more “local” situations. Tools were also selected so as to provide both qualitative and quantitative data<sup>3</sup>.

To provide a foundation for all other work, partners in each city first compiled a basic profile using available secondary data. This included summary statistics on the demographic, socio-cultural and economic structure; governance, and crime, although the available amount of even such basic information varied greatly. This was followed by four activities that used a range of tools to develop a more detailed understanding of levels of women’s safety and inclusion:

- ▶▶ a review of policy, legislation and initiatives
- ▶▶ focus group discussions (FGDs)
- ▶▶ street surveys
- ▶▶ women’s safety audits (WSAs).

### ▶▶ FOCUS GROUP DISCUSSIONS

The FGD is a valuable tool for exploring an issue with a defined group of people because it enables their collective opinions to emerge through a facilitated and structured interaction between group members. Each implementing partner organisation organised several FGDs in the first few weeks of the project in order to gather information about what makes women feel safe or unsafe in public spaces in their city and about how their safety and inclusion in public space can be improved.



To support the FGD process and promote consistency across the four cities, a FGD guide was developed. The guide suggested that a series of groups should be convened, each comprising 8-12 women who were likely to have concerns or experiences relating to safety in public spaces. Practical advice was provided about FGD preparation and implementation, which covered, for example, provision of childcare, travel assistance for participants, venue requirements and the possible use of audio or video recording. Detailed guidance was provided for facilitators on how to introduce and manage the discussion, which was structured around six question clusters:

1. Do you think that public spaces in the city are safe for women and girls of all ages to move about freely? Are there some specific places which you think are particularly unsafe? Why are these places unsafe? What has influenced your views – your own experiences, others' experiences, media reports, stories etc. Share some concrete experiences or stories of safety in public spaces.
2. Are there any places in where you feel particularly safe or unsafe? What is it about these places that make you feel so?
3. Do you take any precautions when you go out? For example, do you carry something for protection or avoid certain areas etc.
4. Have you ever asked for help with an unsafe or dangerous situation? Did you go to the police? Did you approach anyone else for help? Did you feel the response met your needs? Why or why not? If you haven't actually done this, who are you most likely to ask for help?
5. What do you think are the three most important women's safety issues in the city/this area? Why?
6. How could women's safety and feelings of safety in public spaces be improved? This could be by changes of policy, changes in design, changes in services, changes in (men's) behaviour, etc.

Thirty GICP FGDs were convened, with each implementing partner organisation selecting groups of participants whose concerns were considered particularly relevant to the local situation. This meant that the composition of groups varied considerably and some included men as well as women. The number and composition of groups in each city is summarised in Table 1.



## STREET SURVEYS

The street survey is a valuable tool for collecting data about perceptions of and experiences in public spaces, since the information can be gathered from people while they are actually using public space. This makes it easier for survey respondents to understand and think about the questions at hand. Given that most users of public space are busy doing other things, surveys need to be kept short and comprise mainly simple closed (multiple choice) questions. This is advantageous because it generates quantitative information that effectively complements qualitative information from FGDs and women's safety audits. As interviews take place in public where responses may be overheard, street surveys are not ideal for inquiry into sensitive topics, such as sexual assault and harassment. Nevertheless, given the centrality of these issues to GICP and given the importance of getting information from users of public space, street surveys were undertaken in each city and their usefulness in this context was tested (Appendix 1)<sup>4</sup>.

**TABLE 1**  
**GICP FOCUS GROUPS**

City	Number	Groups	Date	Comment
Rosario	12	<ul style="list-style-type: none"> <li>-Neighbourhood women</li> <li>-Sexual diversity</li> <li>-Older women</li> <li>-Participatory budget councilwomen</li> <li>-Female students</li> <li>-Community organisation representatives</li> <li>-Youth</li> <li>-Children</li> <li>-Workers in the community</li> </ul>	August – September 2009	Almost all FGDs were women-only meetings. Some groups had participants representing areas targeted for interventions, while other groups had participants representing the city as a whole.
Delhi	9	<ul style="list-style-type: none"> <li>-Domestic workers</li> <li>-Hawkers (street sellers)</li> <li>-Homeless people</li> <li>-Journalists</li> <li>-Transgender and gay men</li> <li>-University students</li> <li>-Call centre (night) workers</li> <li>-Visually disabled</li> <li>-Migrants from north east states</li> </ul>	April – July 2009	Drawn from many parts of the city, almost all FGD participants in Delhi were women.
Petrozavodsk	5	<ul style="list-style-type: none"> <li>-Public transport workers</li> <li>-Older women</li> <li>-Young mothers</li> <li>-Young women (students from the Education Centre of the Karelian Ministry of Internal Affairs)</li> <li>-Ethnic and cultural minority women</li> </ul>	June – July 2009	The FGDs in Petrozavodsk comprised only female participants from a range of demographic and employment groups.
Dar-es-Salaam	10	<ul style="list-style-type: none"> <li>-Grassroots local leaders (2)</li> <li>-Local women leaders (2)</li> <li>-Hospital and school staff (2)</li> <li>-Taxi and truck drivers (2)</li> <li>-Youth (2)</li> </ul>	May – June 2009	In Dar es Salaam, four FGDs were organised in each area identified for interventions. There were mostly women participants.



In each city, surveys were conducted in locations that were selected for detailed study and the delivery of interventions to create safer and more inclusive public spaces for women and girls. The main aim was to gather place-specific data about women's concerns, experiences and responses to safety-related issues, which would then inform the development of those interventions.

For some GICP partners, organising a street survey was a new experience which was very demanding because cross-city data comparison necessitated a high level of rigor and consistency. Comprehensive guidance and supporting materials were therefore prepared for the survey work. The guidance covered survey management, definition of the target population, selection of survey sites, survey timing, sampling, coding of responses, ethical issues, dealing with non-response, interviewer training, interviewer safety and other topics. As well as the guidance, an action point checklist for the survey manager was prepared, and 'choice cards' were also prepared to show respondents the possible answers to each question.

The design of a common methodology and questionnaire across four countries posed particular challenges for the GICP team. For example, precise translation of questions into local languages proved difficult because GBV-related issues are perceived and described differently in different places. However, a final questionnaire format was finally agreed upon and translated from English into Hindi, Russian, Swahili and Spanish. Legislation and views about the minimum age for interviewees varied across participating cities, but was eventually set at 15 years. Many other issues that emerged through the thorough questionnaire piloting process had to be addressed.

When designing the street survey, GICP partners debated whether or not to include men as respondents. It was finally decided that men would not be included, in order to focus limited capacities and resources associated on the primary research subjects, women themselves.

Each city committed to complete questionnaires with a minimum of 500 women, at least 250 in each area selected for interventions. Interviews were conducted at a variety of sites in each area, and at varying times of day, including after dark. The target of 500 responses was achieved by all implementing partner organizations, though in one city, Petrozavodsk, around three quarters of participants declined to answer the main section of the questionnaire on personal experiences of sexual harassment and assault.

For reasons of consistency, capacity and cost effectiveness, it was decided that data processing would be carried out in Delhi. Copies of all completed questionnaires from the four cities were sent there for coding, data entry and analysis. As the questionnaires were in languages not understood by the data handlers, it was essential that the layout in each language was identical, so that questions and responses could be identified by their position on the page. Those questions that received free-text answers, such as 'occupation' had to be translated in the country of origin and lists of these responses were then grouped into broader categories. Each city's survey work is summarised below (Table 2).



**TABLE 2**  
**GICP STREET SURVEYS**

City	Areas surveyed	Interviews		
		Total	Daytime	After dark
Dar-es-Salaam	Total	600	528	72
	Keko	300		
	Ubungu	300		
Delhi	Total	1006	802	204
	Ajmeri Gate - Delhi gate area	151		
	Delhi University and neighbourhood	518		
	Lajpat Nagar, Bhogal, Nizamudin	337		
Petrozavodsk	Total	500	387	113
	Golikovka	249		
	Kukkovka	251		
Rosario	Total	718	536	182
	Northwest District	338		
	South District	380		

## ▶▶ WOMEN'S SAFETY AUDITS

WSAs offer a practical and participative means of understanding perceptions about safety in particular areas and developing proposals for action to address safety concerns. They involve a group of women walking around an area to observe, consider and record views about safety-related issues as they appear. The walk is followed by a meeting to discuss results, decide on the necessary changes for creating a safer space and formulate recommendations for relevant agencies. The experiential nature of the tool and its use in a familiar physical environment makes it a particularly effective means of empowering “ordinary” women to participate in community development, while the interaction between them helps develop ideas about key issues and the way forward. It can also be a powerful tool for change, bringing women together to work for and inform the direction of change.



GICP WSA team in Dar es Salaam, Tanzania, speaking to a woman vendor doing business alongside her house.

Photo: CISCSEA

WSAs were organised by GICP partners in each city in areas selected for detailed study to gather information about concerns, priorities and preferred actions. This information then informs the development of interventions. Following a growing body of international experience on the WSA methodology, guidance on the process was prepared for use in each city.



The guidance recognised that different women have different perceptions and experiences of vulnerability, often related to personal circumstances, such as age, ethnicity, disability or status. It therefore specified that WSAs should involve women from diverse groups. It also acknowledged that many “external” factors can contribute to perceived lack of safety including:

- ▶ physical characteristics – such as lack of lighting, escape routes and signage
- ▶ usage of space – such as the presence of crowds, vendors or drug dealers
- ▶ lack of shared norms and values – such as a lack of sense of community or informal surveillance by citizens who would provide help, if needed and
- ▶ inadequate policing – such as the lack of trusted police officers or security guards.

These factors informed the preparation of a checklist for participants to use during the safety audit walks. It included a series of questions to prompt participants to consider which factors might affect their feelings of safety at any particular point. As the relevant questions were dependent on the type of location, the checklist was divided into five broad types of environment: streets, residential areas, parks, markets and bus stops.

WSAs were conducted in five stages: preparatory work, the walk itself, recording information, developing recommendations and follow up action. GICP partners agreed that each walking group should comprise four to six women community members, but decisions were taken locally about whether additionally to include any men, officials or local policy makers and, if so, whether as active participants or only as observers. The walking group was encouraged to speak to people, such as shopkeepers, residents or shoppers, during the walk to explain what they were doing and to understand others’ experiences and opinions on safety. It was also agreed that walks needed to be undertaken in each area during the day and after dark, since there were likely to be specific safety concerns related to lighting (Table 3).



GICP WSA team in Rosario, Argentina assessing a neighbourhood street.

Photo: CISCASA



**TABLE 3**  
**GICP WOMEN'S SAFETY AUDITS**

City	Area	All walks	Walks after dusk	Group composition	Date
Dar-es-Salaam	Keko	2	1	6 female community members, 4 project team members, 3 male officials, 1 female mapping expert	November 2009
	Ubungu	3	1	6 female community members, 4 project team members, 2 male officials, 1 female mapping expert	
Delhi	Ajmeri Gate	3	1	Jagori team, members of INTACH (group working on redesigning urban spaces), members of Delhi Foundation for the Deaf.	October – November 2009
	University	3	1	2 female students and 4 males students, plus Jagori team members	
Petrozavodsk	Golikovka	3	1	3 local women and officials and 3 students	December 2009
	Kukkovka	3	1	3 local women and officials and 3 students	
	Klyuchevaya	3	1	3 local women and officials and 3 students	
Rosario	North east	3	3	3-5 female community members or students, plus children on some walks	November 2009
	South	2	1	Walk 1: 5 female community members and 4 officials Walk 2: 4 women from Southern Women's Network (non residents but with family living in area)	







Image source:  
[http://upload.wikimedia.org/wikipedia/commons/d/d7/Argentina\\_location\\_map.svg](http://upload.wikimedia.org/wikipedia/commons/d/d7/Argentina_location_map.svg).



# Chapter 3

## GICP Baseline Findings from Rosario, Argentina

### CITY CONTEXT

**R**osario is located in the southeastern part of Santa Fe province on the Parana River. It is the largest city in the province and the third largest city in the country, with a population of 909 000 in 2003. The Metropolitan Area of Greater Rosario had a population of 1.6 million residents in 2001, when the population density in the city was 13,680 inhabitants per square kilometre. It should be noted that the city receives a remarkably high number of immigrants in highly vulnerable social conditions. According to the last census, 71 per cent of the population was born in Rosario, 9 per cent came from other parts of Santa Fe, 16 per cent came from other provinces and the rest was of foreign origin.

The City of Rosario is divided into six administrative districts. Each has its own cabinet presiding over specific areas of decentralised urban governance.

#### Rosario's Districts

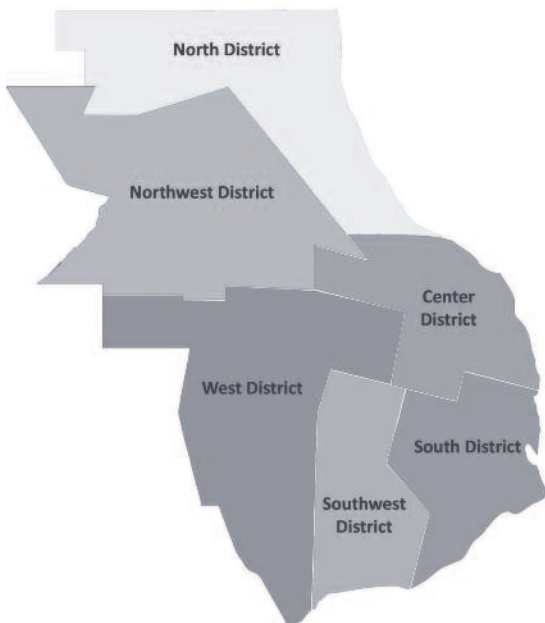


Image source:  
[http://upload.wikimedia.org/wikipedia/commons/5/56/Districts\\_of\\_Rosario\\_\(noted\)\\_\[en\].svg](http://upload.wikimedia.org/wikipedia/commons/5/56/Districts_of_Rosario_(noted)_[en].svg)

#### ECONOMY

Rosario is one of the most prosperous cities in Argentina, contributing more than half of Santa Fe's GDP and about five per cent of the national GDP. Economic activities are based in services and industry, including a successful agribusiness sector. However, not everyone in the city enjoys prosperity. In 2008, the unemployment rate in Greater Rosario was approximately 8 per cent while the underemployment rate was approximately 8 per cent as well. It was estimated in 2007 that 18.3 per cent of the population of Greater Rosario lived beneath the poverty line and living conditions in the city were considered to be deteriorating, while it was estimated that 15 per cent of households in Greater Rosario have unmet basic needs.

#### POLICIES AND PROGRAMMES ADDRESSING WOMEN'S SAFETY

Women enjoy a relatively high level of political representation in Argentina. In the Chamber of Deputies (the lower parliamentary house), 38.5 per cent of representatives were women in 2009. In the Senate, 35.2 per cent of representatives were women.



Four major programmes in the city of Rosario deal directly with women's safety and VAWG. The Gender Care and Violence Prevention Programme was established in 1995. The programme offers the following resources:

- ▶▶ green phone (a hotline)
- ▶▶ psycho-socio-legal advice
- ▶▶ the "Alicia Moreau de Justo" temporary shelter
- ▶▶ Casa Amiga (a battered women's shelter)
- ▶▶ a social, institutional, and community care network
- ▶▶ advice for district municipal centres.

Since 2002, a participatory budget programme has been in place in Rosario. This programme is designed to increase community participation in government decision-making and planning. There is also a Women's Active Citizenship component of the programme, which specifically facilitates women's involvement. In the participatory budget process, citizens are able to define priorities (including women's safety) and distribute resources through debate and approval of neighbourhood-level budgets.

Since 2004, Rosario has also had a Municipal Urban Guard (GUM) programme. This mission of the GUM is to represent the municipal government in public spaces, and to increase safety through crime prevention, education, and the enforcement of municipal norms. The "Municipal Urban Guard Action Protocol to Prevent and Care for Situations of Violence and Mistreatment of Women in the City" was instituted in December 2008. This protocol provides an action guide for urban guards dealing with cases of violence against women. The protocol was created by the Women's Department and the GUM, based on work done by the Regional Programme "Cities without Violence against Women, Safe Cities for All" developed by CISCSA - Women and Habitat Network.

Finally, the Second Plan for Equal Opportunity and Treatment among Women and Men was created in order to enable women to effectively co-design and benefit from policies that transform the structural and cultural conditions that give root to discrimination. This plan allows women to confront the disadvantages they face while placing the topic of gender equity on the public agenda. Here, there are six categories of municipal action, including one category which focuses on the use of the city from a gender perspective.

In addition to programmes, there are several significant policies addressing women's safety and VAWG at both the national, provincial and local levels. Some important national policies in effect at this time include:

- ▶▶ The Prohibition of Sexual Harassment in Public National Management Law, 1993
- ▶▶ The ratification of the Inter-American Convention to Prevent, Punish and Eradicate Violence against Women (Belem Do Para), 1996
- ▶▶ The ratification of the Optional Protocol to the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), 2007
- ▶▶ Integrated Protection of Women Law, 2010.

At the provincial level, Santa Fe instituted the Provincial Family Violence Law 11.529 in 2001.



At the municipal level, Rosario has adopted Ordinance 7899, which addresses workplace violence. In addition, the Municipality of Rosario has a Women's Department, which is located under the Secretary of Social Promotion. This Department develops projects that promote women's citizenship and appropriation of women's rights, with a specific focus on educating the public about these rights. The Women's Department implements programmes and conducts research from a gendered perspective. It also offers support and training to women's social organizations. Some programmes and plans developed by this Department include:

- ▶▶ Gender Violence Care and Prevention Programme
- ▶▶ Equal Opportunity and Treatment Plan
- ▶▶ Participatory Budget and Women's Active Citizenship Programme
- ▶▶ Rights Promotion Activities
- ▶▶ Educational Equality for Mothers and Pregnant Women Programme
- ▶▶ Infant Care with a Gender Perspective Project
- ▶▶ Trades Training Programme.

## INFORMATION ON VIOLENCE AGAINST WOMEN AND WOMEN'S SAFETY

Reliable statistics on crime and violence against women are difficult to collect in Rosario; there is little public confidence in official sources. Moreover, the crime statistics which are collected are not systematized by location or other characteristics. Information on the gender, age and socio-economic status of victims and aggressors is not collected.

According to a study by the Research Laboratory on Crime, Institutions, and Policies at the Torcuato Di Tella University, 44 per cent of households interviewed cited insecurity as the most important problem afflicting the nation, 67 per cent affirmed that crime is a very grave problem in their city, and 94 per cent declared that the level of crime was the same or greater than the year before. However, in general, Rosario is considered relatively safe compared to other Argentinean cities.

It appears that few crimes against women are reported to the state, when comparing estimated numbers of crimes and actual crimes reported. In 2007, there were 383 "crimes against sexual integrity and honour" reported. Of these crimes, 161 were reported as rapes.

Supplementary information on gender-based violence and women's safety is available from the Urban Gender Indicators Survey conducted in 2003 by CISCOSA. The survey results indicated that the majority of the population of Rosario (84.1 per cent) feel unsafe, especially in neighbourhood streets and at night. For women, this percentage is slightly higher than for men (86.6 per cent versus 81.2 per cent). Another interesting finding from this survey is that 3.4 per cent of women alter their routines due to security concerns, as compared with 59.2 per cent of men.





## CONTEXT – PROJECT SITES

The two interventions sites where the GICP is taking place are in the South District and in the Northwest District. Both sites are predominantly residential areas, with low income households and high levels of unemployment and under-employment. In the Northwest District, in particular, there are many families from other Argentinean provinces. Municipal employees have indicated that both areas are characterised by high levels of social disadvantage with a large proportion of people living below the poverty line. Both sites include small commercial areas and the Northwest District has some vacant lots and factories.

The South District represents 10.5 per cent of the total area of the municipality. Its population is approximately 153 467.

The Northwest District represents 24.7 per cent of the total area of the municipality. It has a population of approximately 155 769. There are approximately 32 000 people located within the selected project site. The area was selected because it hosts numerous community organisations and institutions working on human rights, especially those associated with young people and issues of violence against women. Also of note, public spaces in the area are known to be hazardous or unsafe for women.

Criteria for choosing the intervention sites within these areas were as follows:

- ▶▶ Population of at least 5,000 people
- ▶▶ Population with low socio-economic status
- ▶▶ Presence of informal settlements<sup>5</sup>
- ▶▶ Existence of locations identified as hazardous or unsafe by women's groups or organisations
- ▶▶ Presence of public spaces that can be appropriated and improved (e.g. public squares or vacant lots)
- ▶▶ Presence of well-designed or natural border (e.g. streams or railways)
- ▶▶ Presence of community organisations that understand the issue and/or are interested in taking action against GBV
- ▶▶ Availability of technical staff from the Women's Department of the Municipality of Rosario.



## FOCUS GROUP DISCUSSIONS

In Rosario, FGDs were conducted in the South District and in the Northwest District. Groups were chosen based on their ability to represent the perspectives of different actors who regularly inhabit or use the sites selected for intervention. Groups in each area were organized with the aim of representing the following:

### South District:

- ▶ diverse sexualities
- ▶ women from local social organisations
- ▶ representatives from government social service organisations
- ▶ elderly women from the Health Center N°24 women's group
- ▶ young women from a local secondary school

### Northwest District:

- ▶ youths
- ▶ children
- ▶ women councilors for the participatory budget
- ▶ female students from a local night school

## SAFE SPACES

Participants from the group representing sexual diversity reported that for them, safe spaces are spaces where they can maintain anonymity. This group also reported that there are certain spaces occupied by sex workers which are safe because the sex workers look out for one another. Some participants from other groups said that busy places, where there are public meeting places and where people can recognise one another, are "safer".

*"There are people you run into... people that like you and recognise you..."*

– Participatory Budget Councilwomen FGD Participant

*Youths said that parks can be pleasant and safe public spaces in which to spend time. Young women also said that spaces where certain community organizations operated were considered safer. Participants from a community organization in the South District also reported that commercial areas with police surveillance are safe, as are neighbourhoods which have already undergone changes to create safer spaces*

for women, based on recommendations from a related project (i.e. lighting improvements). In addition, certain police stations and schools were identified as safe by female night school students.

## UNSAFE SPACES

Generally, participants agreed that lack of safety in Rosario is not a problem in certain spaces, but rather that "insecurity is everywhere". In addition to this almost universal sentiment, many groups identified specific spaces which they felt are particularly unsafe. For example, participants from the group representing sexual diversity reported that their neighbourhood area is one of the spaces in which they feel most unsafe. This group also mentioned that a local park, Independence Park, is unsafe during the day when many park users discriminate against lesbians and transvestites. Conversely, it was reported by the group that the park was a safe space during the night, when people are not able to give discriminatory



looks. Adolescents pointed out that football fields and other spaces dedicated to sports are not spaces in which girls are welcome. Female students reported that dance clubs are not safe spaces for women. Railway areas, shanty towns, vacant lands, plazas, public housing, bridges and bus stops were all identified as other unsafe spaces by participants in different FGDs.



*"This is a girl named Cecilia. She's 8 years old. It's night time in Green Point [a vacant land]. She snuck out of her house and she's there alone. You shouldn't sneak out of the house. It's night time. And when she's not looking a thief comes up behind her. The thief wants to rob her. The girl is afraid. And the thief robs her."*

– Children's FGD Participant

## FACTORS ASSOCIATED WITH LACK OF SAFETY

### GENERAL FACTORS

Gender was widely cited as a factor which increases women's risk of violence. Rape was a concern among many participants and, as two women pointed out, women face an added vulnerability to rape in situations of robbery and mugging in public spaces.

*"The issue with women is that any attack can be more sexual."*

– Public Service Employees FGD participant

*"Of all the times I've been robbed, I was much more scared when they touched me to see where the money was. They frisked me and I realized they had other intentions, and I started to think it was more than a robbery and I was much more frightened."*

– Public Service Employees FGD participant

### DRUG USE AND DRUG TRAFFICKING

Some participants, particularly those from the Northwest District, mentioned that the perception of the area as dangerous is connected to drug trafficking. They also said that criminal acts stigmatised the local people, limiting their possibilities of finding work. Speaking generally about insecurity in their neighbourhoods and the surrounding area, participants felt that the problem of poverty and drug usage becomes self-perpetuating.

*"...they rob to get drugs and the more drugged up they are the more they rob ... and they can kill...I don't know, they'll do anything."*

– Southern District Technical School Students FGD participant

Others pointed out that residents feel unable to do anything to challenge drug trafficking or usage in their neighbourhoods.

*"When you go to a square and you see a group doing drugs, and your kids... unfortunately you have to take them back to your house. It happened to me a thousand times: 'Mum, they're doing drugs!' 'Okay son, let's go.'"*

– Participatory Budget Councilwomen FGD participant





## PRESENCE AND BEHAVIOUR OF MEN

Places occupied by groups of men were also flagged as unsafe by participants. Young students admitted that they avoided going near certain places, such as street corners occupied by young men. Participants from different groups expressed concern about purse-snatching and robbery, activities which are perceived to be mainly associated with young men. Participatory councilwomen reported that men often yell obscenities or intimidating remarks at women in public spaces.

*“They’ve shouted horrible things to pregnant women that I can’t believe... there are guys that shout at you, there’s all kinds of stuff!”*

- Participatory Budget Councilwomen FGD participant

## AGE

All of the participants felt that young women are the most vulnerable group, especially when it comes to sexual harassment. It was also pointed out by some participants that although they often face unsafe situations, young women are the women with the least amount of experience to manage risks associated with harassment and violence. Adolescent girl participants recognised and affirmed that they experienced repeated sexual harassment in the neighbourhood and identified rape as the greatest risk they face as they move about.

*“Dirty old men say things to you. One day one showed me his genitals.”*

- 13-year-old Adolescent FGD participant

*“When they’re in a car it’s worse, it scares you more. They follow you and they invite you for a drink...”*

- 12-year-old Adolescent FGD participant

Along with young women, elderly women were also identified as a particular group which is at risk of experiencing greater violence. The risk of robbery or purse-snatching was repeatedly mentioned by this group as a concern. Elderly women spoke about having to pay a “tax” extorted by criminals in order pass through certain streets without being robbed or assaulted. Older women also expressed very strongly that their fear greatly restricts their movements, especially at night when many feel that it is impossible to go out alone.

*“You always say, ‘They stole my purse, but at least they didn’t kill me’. But it shouldn’t be that way...”*

- Health Care Centre 24 Elderly Women FGD participant

*“When you go out with your purse in the neighbourhood they say that you went looking for it.”*

- Health Care Centre 24 Elderly Women FGD participant



## SEXUALITY

Transgendered and gay people are among the more vulnerable in the city because of biases and discrimination they experience related to their sexual orientation. Participants from this group stated that they find all public spaces hostile and that in these spaces they have to face staring, negative comments and even violence. Participants from this group also said that people make a direct association between sexual diversity and the night, drugs, sex, and crime.

*"The looks might be the worst, the looks and the comments. Obviously they're never going to say anything to your face. But, you feel uncomfortable all the same..."*

– Gay Sexual Diversity FGD participant

*"It's happened to me, for example, when we go out as a group of transvestites, that they laugh at you when you pass by, or they come up beside you and do whatever they want to you..."*

– Transvestite Sexual Diversity FGD participant

This group also mentioned that they feel that they must restrict expressions of affection towards their partners in public, and dress a certain way in order to go unnoticed and remain safe.

*"I enjoy the city when there's no one around... because no one looks at you, no one... I do my own thing, but I also watch myself... that is, I can walk with my hand on my partner's back, but I can't kiss her. That bothers me a lot."*

– Lesbian Sexual Diversity FGD participant

*"Something I've always done is look for clothing more butch than transvestite, you know? Because a butch lesbian is more accepted than a transvestite. And covering up a bit, you know, so people kind of... well, it's less shocking, you know? I used to go out in low-cut tops, but now I go out more covered up and there's no problem."*

– Transvestite Sexual Diversity FGD participant

Finally, this group reported that they had difficulty finding adequate and appropriate housing. As a result, they have difficulty establishing relationships and networks of trust in their neighbourhoods.

## POOR INFRASTRUCTURE AND LACK OF URBAN PLANNING

Issues about poor city infrastructure and planning were repeatedly brought up in relation to women's safety. Lack of public street lighting, lack of public phones and poor maintenance of streets and pavements were mentioned as factors that increase insecurity. Participants groups also spoke about the how public spaces are covered with refuse and subject to blackouts, issues that were attributed to "abandonment" by the state.

*"It's a shame because with so many pretty green spaces in the neighbourhood you can't spend time here. South Park for example can't be used."*

– Health Care Centre 24 Elderly Women FGD participant

*"There are no sidewalks, and with all the abandoned cars you can't walk."*

– Southern District Community Organization FGD participant



Young women mentioned that desolate industrial areas with poor visibility, dead-end streets and parts of neighbourhood with no houses were particularly unsafe areas.

*"... a factory and on this side there was a house and it was all walled off, almost the whole block was a long wall. Nobody was waiting for the bus at that stop. And cars passed and honked their horns, or somebody stopped to say something to me, some slime ball... it seemed like the bus would never come. I was desperate. And walking, I wasn't going to... because I had to cross La Tablada, and no, it's even worse..."*

– Southern District Technical School Student FGD participant

## POOR PUBLIC TRANSPORT AND WAITING PLACES

All groups expressed that they feel concern about their safety while using public transport. Common public transport-related issues included the infrequency of service, the distance between bus stops and the lack of visibility whilst at bus stops. Participants also spoke specifically about mistreatment by bus drivers, mostly directed towards elderly people.

*"A girl is waiting for the bus, but it arrives very full and doesn't even stop and a man invites her to drink a coffee and she says no. The guy tells her that it doesn't matter if she doesn't want to, she has to go with him anyway. The girl yells that she's going to call the police but the guy takes her away and rapes her anyway."*

– Comic strip written by a 13-year-old girl, Northeast Adolescent FGD participant

Women highlighted daily situations on public transport in which men rub their bodies against them and that, if they call attention to this, women are blamed for the situation,

*"Well, it's unbearable on the bus because... more than anything when there are a lot of people, if you're standing they lean against you here and if you're seated they throw themselves on you while you're sitting there."*

– Southern District Technical School Student FGD participant

*"Sometimes you're standing on the bus and they stand behind you touching you... that's happened to me."*

– Northwest District Women FGD participant

Bus stops were also identified as unsafe.

*"There aren't many shelters at bus stops. The problem here is the lighting. After 9:00 at night... the problem is that there's so little illumination. I don't know if all the businesses shut down and that's all the light. There's such darkness!"*

– Participatory Budget Councilwomen FGD participant

*"One of the bus-stop shelters has such a terrible smell that you can't even wait inside... and there's always someone there... it scares you."*

– Southern District Technical School Student FGD participant



## EXPERIENCES WITH POLICE

Many participants recognised that the police exercised a particular form of violence against women. While for men police abuse implies arbitrary detentions and beatings, for women it is exercised through insults, verbal aggression, disrespect and sometimes groping. The police were seen as indifferent to women's safety problems and as often complicit with those who rob or sell drugs. Participants in different groups stated that the presence of police in public spaces causes them to feel more unsafe, not safer.

*"In Shanty Town 35 the kids smoke crack and grass, and they're huffing glue and robbing. They can't get a decent job, and they rape women, and the police don't do anything. They rob, hit, rob, and mistreat a 15-year-old girl... They rob old and sick people"*

– Comic strip written by a 12-year-old boy, Northeast Adolescent FGD participant

*"Here the cops already know them; the patrol car doesn't even pass by here. There's no car, we don't have personnel' they tell you when you file a report, so you have to suck it up."*

– Health Care Centre 24 Elderly Women FGD participant

*"It makes you feel less safe because of how the police might react."*

– Southern District Public Service Employee FGD participant

## STRATEGIES AND RESPONSES

Participants reported that safety concerns cause restrictions to their rights to move about, participate in, and enjoy the city fully, and that they have developed strategies to avoid situations where they are vulnerable. This includes, for example, not taking the bus at night, accompanying others and being accompanied when going to the bus stop, changing routes used regularly in the neighbourhood or waiting at bus stops where there were other people waiting.

Parents and others stated that they tried to avoid letting young girls and adolescents move about the neighbourhood alone. As a consequence, when they cannot accompany them, they often do not attend school.

Also, when they go out at night for leisure, younger participants reported that they do it as a group of girls or with boys (they feel safer when they go out with boys their age), and that they make sure they have credit on their cell phones so as to not lose communication with their parents,

*"Yes, but always with caution, being careful. When we go out every weekend we always have to be careful."*

– Southern District Technical School Student FGD participant

Young women shared that they are made to feel responsible for being unsafe situations because if anything happened, others would think that they had not taken sufficient precautions. Going out with a bag or walking down the street at a certain hour or in certain places, is seen as reckless and in some cases as provoking violence,

*"You tell someone and they don't get mad at the other person, they get mad at you."*

– Night School Student FGD participant

Middle-aged women reported taking numerous precautions such as walking in the street and not on the pavement, hiding money or valuable possessions, not answering their cell phone in public, choosing particular clothing or underwear, looking around while walking and going out accompanied by another person. In addition, the women reported that they try to use streets where friends or relatives live or work, or where they recognise important organisations. One woman admitted that she carried a small knife to defend herself if something happened,

*"I always carry a little thing, a little knife I have, a pocket-knife... no, it's not a pocket-knife, it's a dagger, with a big grip, firm, you see?"*

– "El Viejo" Organization FGD participant

One participant mentioned a positive experience in her neighbourhood which occurred when her neighbours noticed a group of people in front of the house using drugs. Rather than shutting themselves up in their homes, they took benches out to the pavement and started to drink *mate*<sup>6</sup> there. Soon after, the drug users left. On the same note, participants felt that taking walks in groups can contribute to a safer neighbourhood by increasing the presence of people on the streets.

## RECOMMENDATIONS

Suggestions for improving safety provided by participants from the different groups included:

- ▶▶ Organising cultural, sports, and recreational activities in neighbourhood public spaces (for example, swap meets, craft fairs, soccer competitions and festivals)
- ▶▶ Working with young people and with the community in general to promote youth access to regular work and to end discrimination against young people
- ▶▶ Demanding that the municipal government maintain streets and plazas (for example, fix potholes and pavements, prune trees, make plazas more attractive and provide municipal guards in these areas)
- ▶▶ Working with local residents to raise consciousness about the need to keep the local area clean and improve relationships between neighbours.

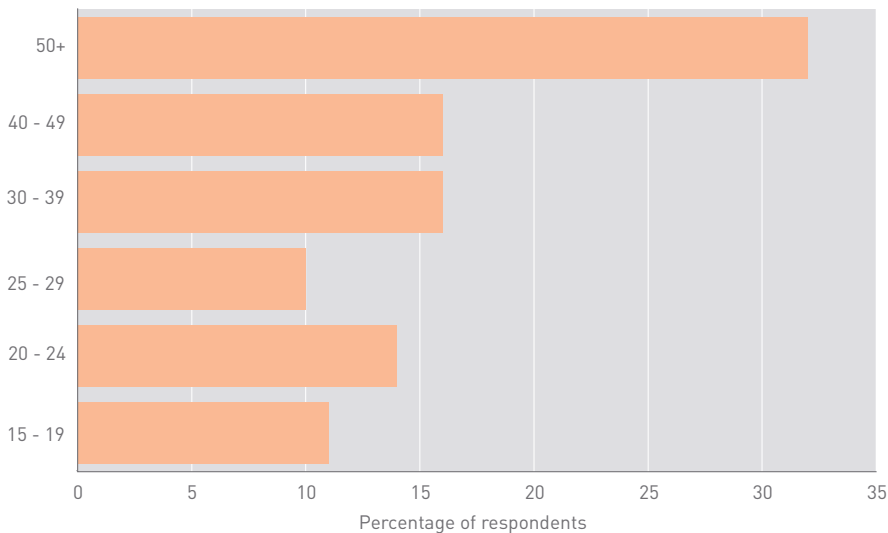


## STREET SURVEY

In Rosario, 718 street survey interviews were conducted in the South District (380) and in the Northwest District (338). One hundred per cent of street survey respondents agreed to answer personal questions. Surveys were conducted in August 2009 by members of the Women's Non-Violence Network and the Promoters of Non-Violent Cities women's group.

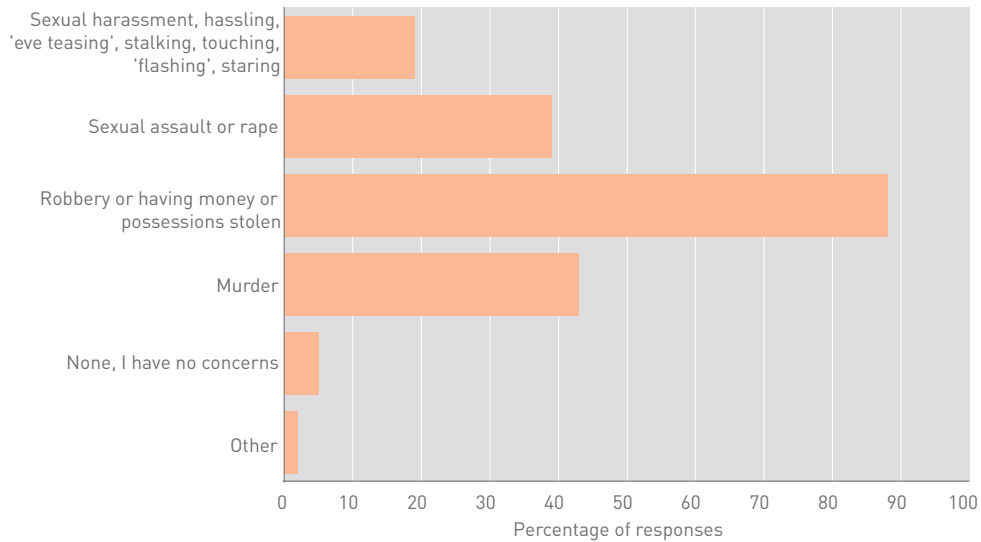
The majority of respondents (80 per cent) had lived in the city for more than five years and 77 per cent were residents of the survey area. Eighty-eight per cent of respondents reported being in the area on a frequent or daily basis. Nine per cent of respondents reported completing university or college, while 30 per cent reported completing secondary school and 41 per cent reported completing primary school. The most common occupations reported among respondents were "housewife" (32 per cent), "manual/supervisor -skilled/unskilled" (25 per cent), "other" (13 per cent) and "student" (12 per cent). Almost half (44 per cent) of respondents reported below average monthly income, 35 per cent reported an average income and 17 per cent reported an above average income. Almost one third of respondents were over the age of 50 (32 per cent). The rest of the respondents were approximately equally distributed between age groups (Figure 2).

**FIGURE 2**  
**ROSARIO STREET SURVEY - AGE OF RESPONDENTS**



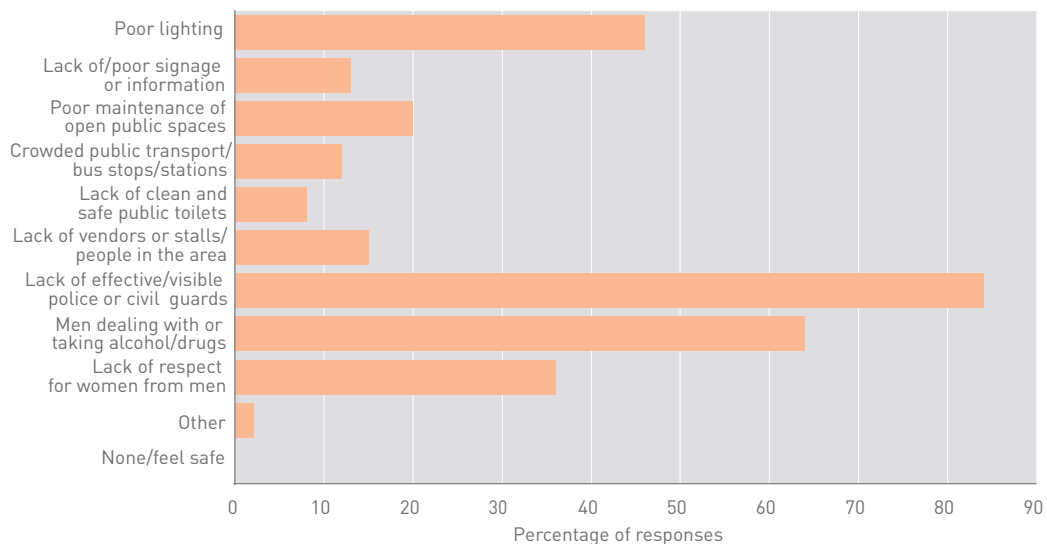
Almost all respondents reported being concerned about being robbed or having their possessions and/or money stolen. Forty-three per cent reported that they feared being murdered, while 39 per cent reported that they feared being sexually assaulted/raped. Nineteen per cent of the survey sample reported being concerned with sexual harassment. Only 5 per cent stated that they had no safety concerns (Figure 3).

**FIGURE 3**  
**ROSARIO STREET SURVEY - WHAT PERSONAL SAFETY RISKS CONCERN YOU MOST WHEN YOU ARE IN THIS AREA?**



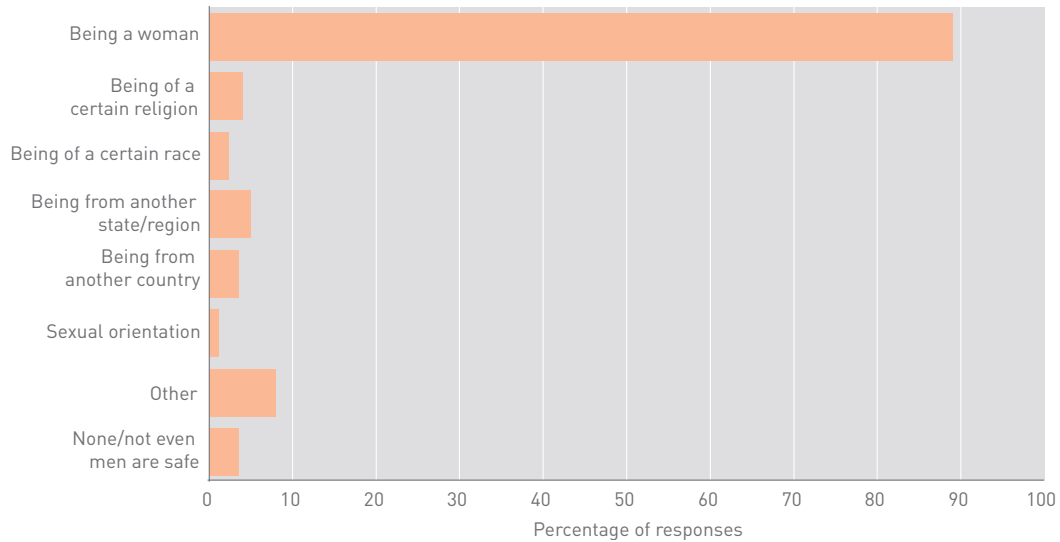
In terms of the environmental factors that respondents reported as contributing to their feeling unsafe, “lack of effective/visible police or civil guards” topped the list at 84 per cent. “Men dealing with or taking alcohol/drugs” (64 per cent), “poor lighting” (46 per cent) and “lack of respect for women from men” (36 per cent) were also notable factors. It is significant that no survey respondents reported that they feel safe and that there are no factors that make them feel unsafe (Figure 4).

**FIGURE 4**  
**ROSARIO STREET SURVEY - IN THIS AREA, WHICH FACTORS CONTRIBUTE TO YOU FEELING UNSAFE?**



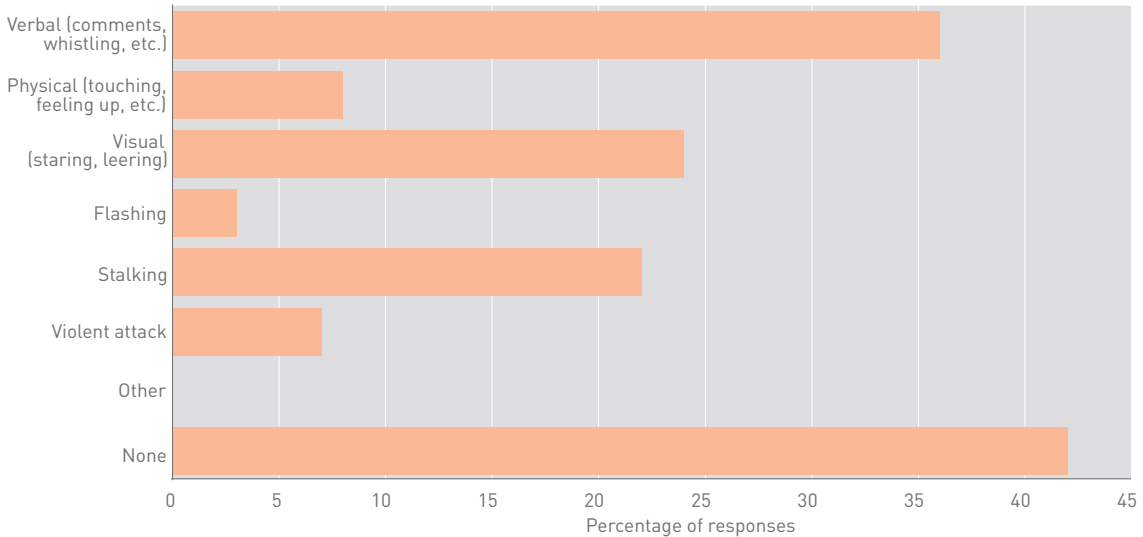
Among the personal attributes that respondents reported affecting their personal safety, being a woman was the most common response (89 per cent) (Figure 5).

**FIGURE 5**  
**ROSARIO STREET SURVEY - DO ANY OF THESE FACTORS AFFECT YOUR PERSONAL SAFETY IN THIS AREA?**



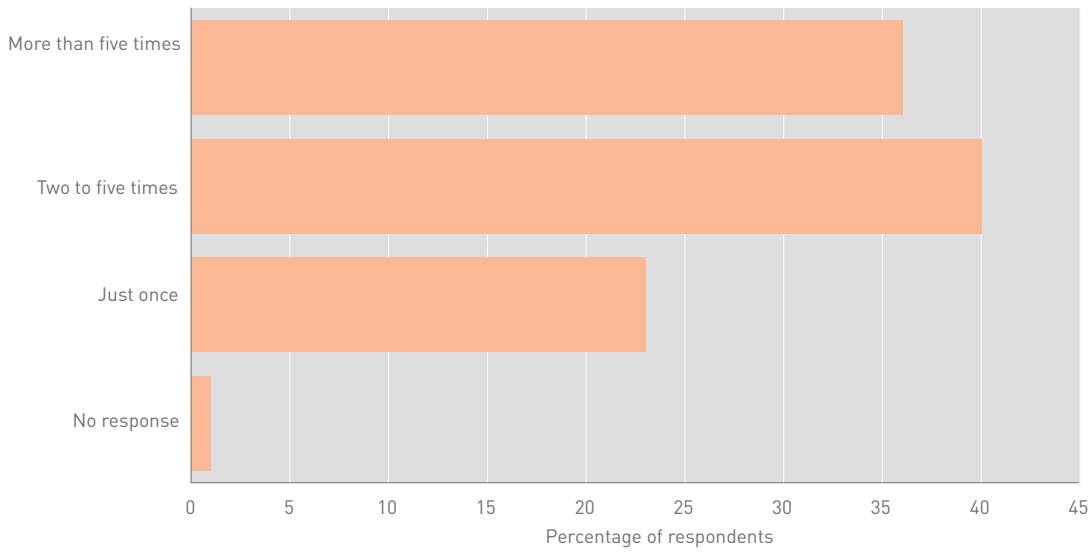
Forty-two per cent of respondents reported that they had not faced any kind of sexual harassment/assault in the past year. Of those who did report experiencing harassment/assault, verbal (36 per cent) and visual (24 per cent) forms of harassment were most common. Also 22 per cent of respondents reported being stalked in the past year (Figure 6).

**FIGURE 6**  
**ROSARIO STREET SURVEY - WHAT KIND(S) OF SEXUAL HARASSMENT/ASSAULT HAVE YOU FACED IN PUBLIC PLACES IN THE LAST YEAR?**



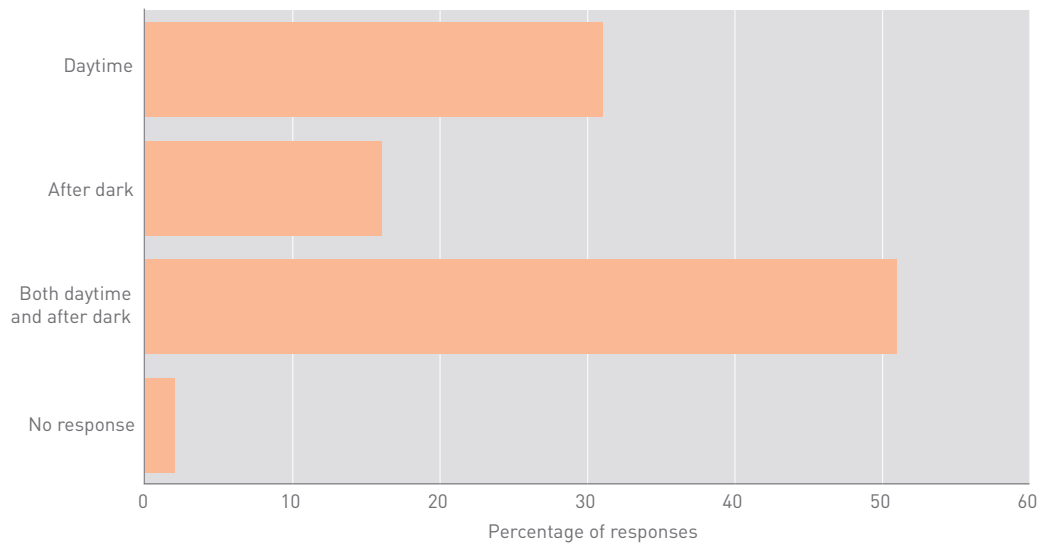
The majority of respondents who had experienced some form of sexual harassment/assault in the past year reported multiple incidents: 40 per cent said it had happened two to five times and 36 per cent said it happened more than five times (Figure 7).

**FIGURE 7**  
**ROSARIO STREET SURVEY - HOW OFTEN HAVE YOU EXPERIENCED INCIDENTS OF SEXUAL HARASSMENT/ASSAULT IN THIS AREA IN THE PAST YEAR?**



Most respondents (51 per cent) reported experiencing incidents of sexual harassment/assault during both daytime and after dark (Figure 8).

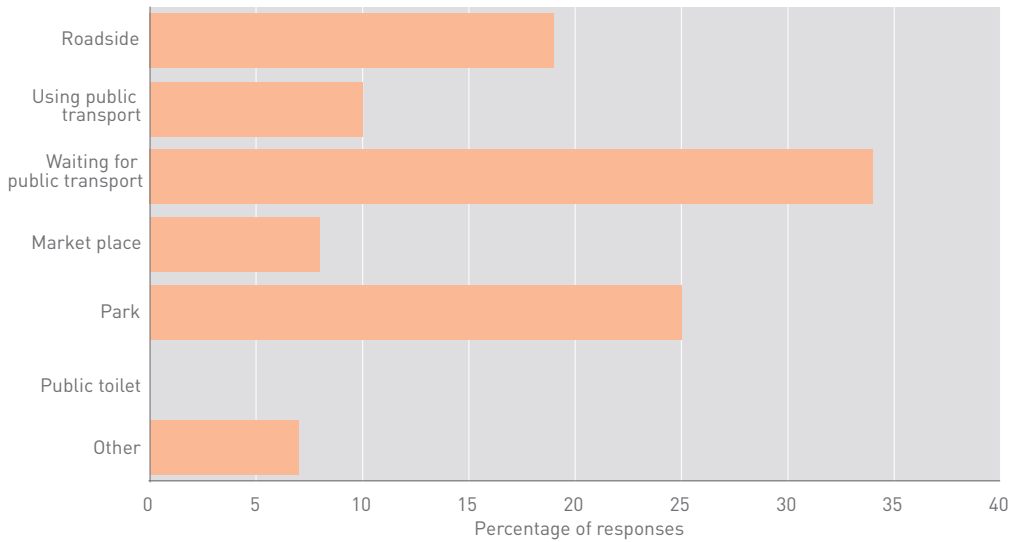
**FIGURE 8**  
**ROSARIO STREET SURVEY - AT WHAT TIME A DAY DID THE INCIDENTS OF SEXUAL HARASSMENT/ASSAULT OCCUR?**





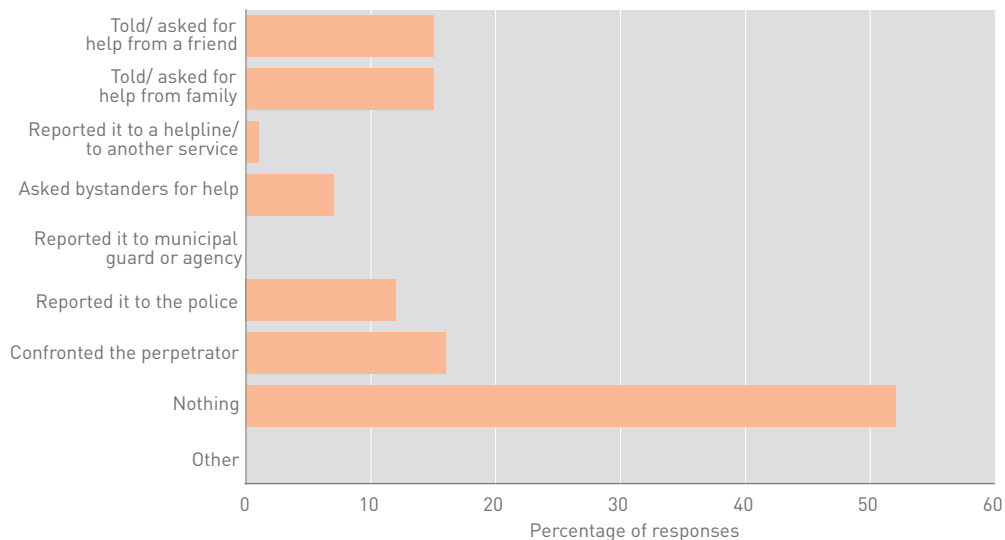
Most reported incidents of sexual harassment/assault took place on the roadside (79 per cent), while waiting for public transport (21 per cent) or while using public transport (15 per cent). Fifteen per cent of reported incidents also took place in a park (Figure 9).

**FIGURE 9**  
**ROSARIO STREET SURVEY - IN WHICH SPECIFIC PUBLIC SPACES HAVE YOU FACED SEXUAL HARASSMENT/ASSAULT IN THE PAST YEAR?**



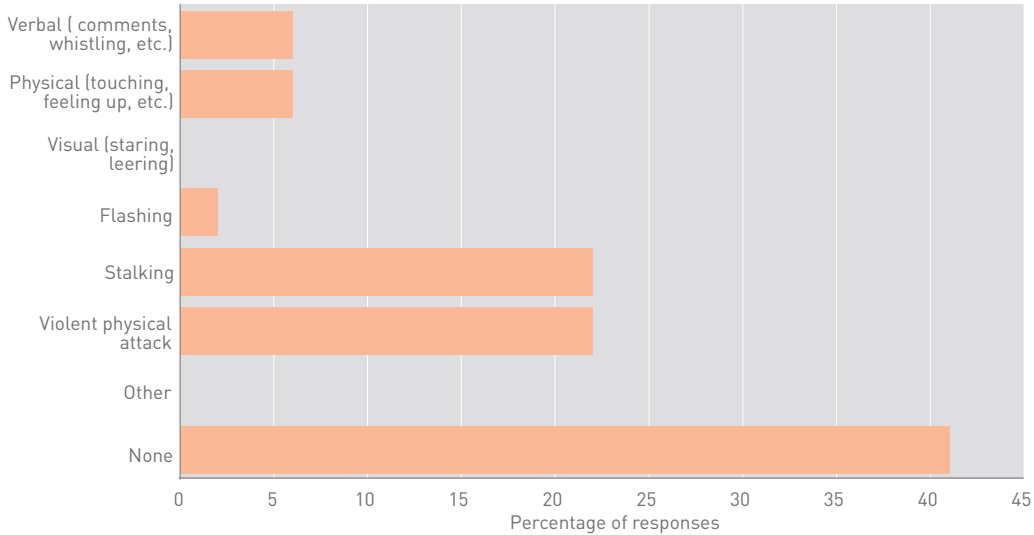
More than half (52 per cent) of respondents reported that they took no action in response to their experience of sexual harassment/ assault, while 16 per cent of respondents confronted the perpetrator and another 12 per cent reported the incident to the police. Fifteen per cent of respondents chose to tell/ask for a help from a friend or from family (Figure 10).

**FIGURE 10**  
**ROSARIO STREET SURVEY - ON THE OCCASIONS IN THE PAST YEAR WHEN YOU WERE SEXUALLY HARASSED/ASSAULTED, WHAT DID YOU DO?**



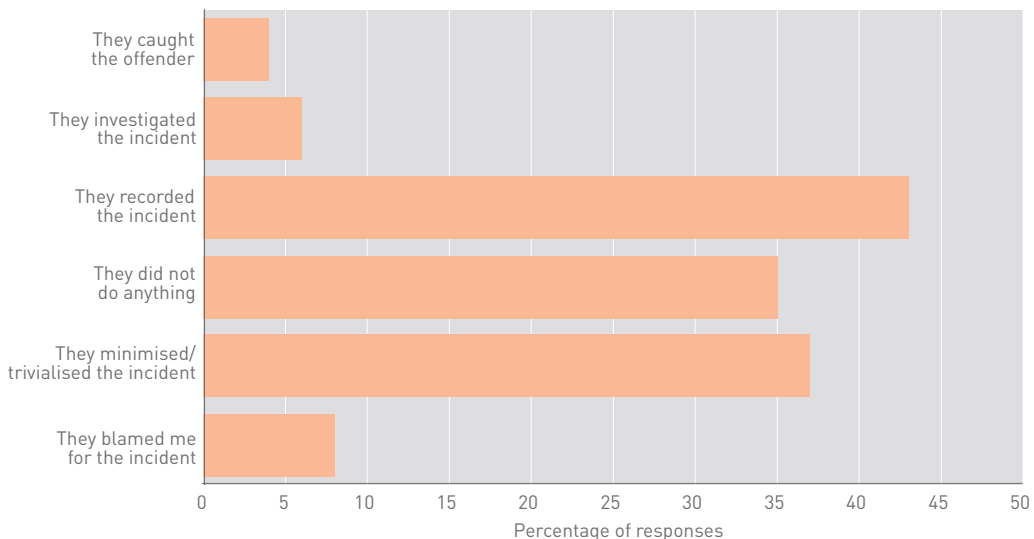
Respondents stated that when they did report an incident of sexual harassment/assault to the police, the most common response (43 per cent) was that the police recorded the report. However, more than one third (37 per cent) reported that police minimised or trivialised such occurrences. Thirty-five per cent of respondents stated that the police did not do anything when they reported an incident of harassment/assault (Figure 11).

**FIGURE 11**  
**ROSARIO STREET SURVEY - WHAT WAS THE NATURE OF THE MOST RECENT INCIDENT YOU REPORTED TO THE POLICE?**



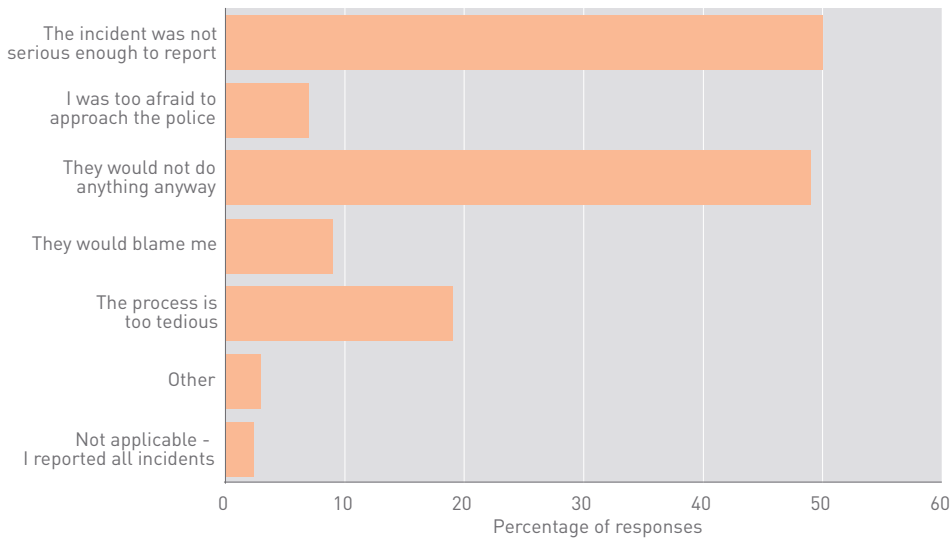
Half of the respondents who stated that they did not report some/all of the incidents of sexual harassment/assault in the past year claimed that the reason was that “the incident was not serious enough to report”, but 49 per cent said that they did not report because they felt the police “would not do anything anyway” (Figure 12).

**FIGURE 12**  
**ROSARIO STREET SURVEY - WHEN YOU REPORTED THIS INCIDENT TO THE POLICE, WHAT WAS THEIR RESPONSE?**



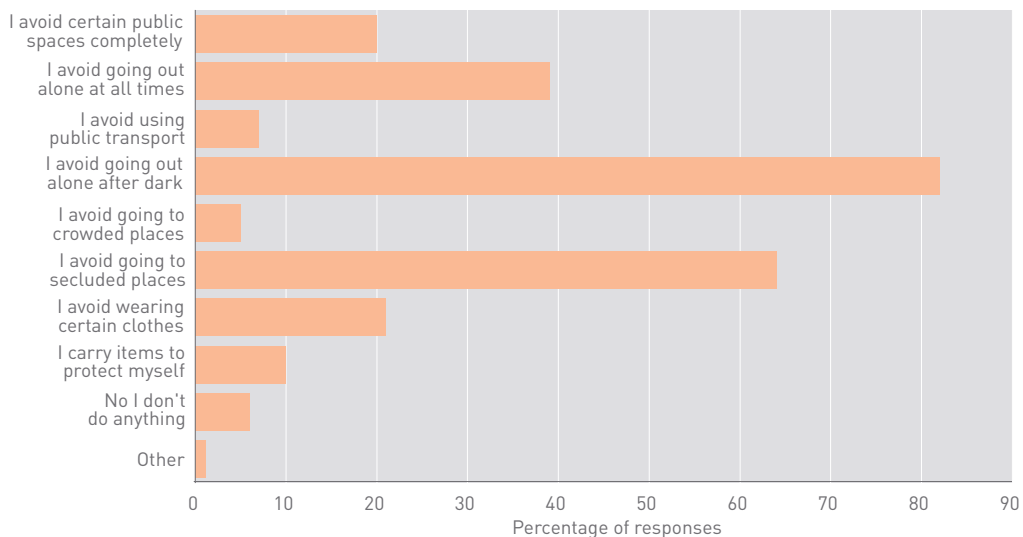
Half of the respondents who stated that they did not report some/all of the incidents of sexual harassment/assault in the past year claimed that the reason was that “the incident was not serious enough to report”. Also, 49 per cent of respondents said that they did not report incidents of harassment/assault because they felt the police “would not do anything anyway” (Figure 13).

**FIGURE 13**  
**ROSARIO STREET SURVEY - IN THE PAST YEAR, WHY HAVE YOU NOT REPORTED SOME/ALL INCIDENTS TO THE POLICE?**



Eighty-two per cent of respondents reported that they avoided going out alone after dark in order to avoid sexual harassment/assault. In addition, 64 per cent reported that they avoided secluded places and 39 per cent reported that they avoided going out alone at all times (Figure 14). These figures demonstrate that the fear of sexual harassment and sexual assault in Rosario shapes women’s access to different city spaces and thus, to city life.

**FIGURE 14**  
**ROSARIO STREET SURVEY - WHEN IN THIS AREA, DO YOU DO ANY OF THE FOLLOWING TO AVOID SEXUAL HARASSMENT/ASSAULT?**



# WOMEN'S SAFETY AUDITS



Example of a map which documents findings from a GICP WSA in the Northwest District. This map visually documents safety problems, such as areas where there is a lack of proper signage. Photo: CISCSA

WSAs were carried out in the South and Northwest districts in November 2009. In all, five audits took place: one in the morning, one during siesta time and three at sunset. Routes were chosen taking into account the results of previous diagnostic work (surveys, focus groups, interviews) and the views of those participating in the walk.

Between three and nine people participated in each safety audit. These included women of different ages, some belonging to neighbourhood organisations; one transvestite; one man and children. Additionally, local government officials accompanied two of the audits (during WSAs, officials only listened to participants and observed. They did not intervene).

During the WSAs in Rosario, teams recorded information such as date, time, etc. Although this information was not reported with the WSA results from the other cities, it is included here to provide readers with additional contextual information about the very specific context in which the analysis on women's safety was made.

## SOUTH DISTRICT

Two audits were conducted in the South District in the areas surrounding Patricios Street, Fonavi Public Housing and Corrientes Plaza.



GICP WSA team in the area around Corrientes Plaza. Photo: CISCSA



## PATRICIOS STREET

The safety audit began at 10:30 am on Friday 12 November. During the morning and afternoon audits, there were many women and children in the area.

### WSA FINDINGS

Participants in the WSA walks identified the following features in the environment as problematic:

- ▶▶ Street lighting is poor (especially at bus stops)
- ▶▶ Lack of bus stops and shelters
- ▶▶ Lack of signage
- ▶▶ Lack of pavements
- ▶▶ The area floods during heavy rain
- ▶▶ There are few police officers in the area. WSA participants expressed surprise when they saw a police officer.

On the corner of Bermudez Avenue and Patricios Street a new Provincial Health Centre 24 is being built and rubble, weeds and machinery made it difficult to pass.

It was also noted that many women and children use the area during the day. Further, participants remarked that a positive factor in the area was its cleanliness – no trash was lying around.

### WSA RECOMMENDATIONS

- ▶▶ WSA participants recommended that the following changes be made in the area around Patricios Street.
- ▶▶ Street signs should be put up.
- ▶▶ Signs should be included at bus stops.
- ▶▶ Trees should be trimmed so that they do not obstruct visibility.
- ▶▶ Pavements should be fixed so they are easy to use.
- ▶▶ Potholes should be fixed so that the streets are easy to travel on.
- ▶▶ Improperly parked vehicles should be removed.
- ▶▶ New bus routes should be provided service to more areas.
- ▶▶ More activities should be organised for youth in the area.
- ▶▶ There should be more police presence in the area.
- ▶▶ A health dispensary should be built in the area.

## FONAVI PUBLIC HOUSING AND CORRIENTES PLAZA

The WSA started at 19:00 on Friday 19 November. Because of the time of day and year (sunset in late spring), area residents were out on the sidewalk, businesses were open (until 21:00), and the operation of street lights could be observed.

### WSA FINDINGS

WSA findings in the physical environment included:

- ▶ Trees and shrubs cover street lights
- ▶ Lack of signage
- ▶ Pavements are missing or broken
- ▶ Residents reported frequent blackouts and brownouts
- ▶ A resident reported that when street lights are repaired, they are broken shortly afterwards

WSA findings in the social environment included:

- ▶ No regular police surveillance
- ▶ Neighbours circulate but are not concerned if others are in trouble
- ▶ Shoes were hanging from electric lines. Participants reported that this can signal that there is a place nearby where drugs are sold. They also said that this could signify that the area is a territory free of police or territory run by a gang.
- ▶ During day time, the plaza is used by many children and adults. As it gets darker, more groups of young men occupy the plaza.

### WSA RECOMMENDATIONS

- ▶ Women should be able to go out walking safely in their neighbourhood.
- ▶ Public spaces should be maintained better (including tree trimming).
- ▶ Neighbours should agree not to litter.
- ▶ Abandoned plaza spaces need to be reclaimed and brought back to life.
- ▶ There should be creative activities to engage children in the area.
- ▶ Local authorities should listen to resident's suggestions about how to improve the area.



Derelict play area noted in the Fonavi Public Housing area.  
Photo: CISCSA





## NORTHWEST DISTRICT

In the Northwest District, audits were conducted in the areas around Green Point, Juan Jose Paso Street, Juana Blanco School and Plaza Wesley.

### GREEN POINT

The WSA was carried out in this area at 20:45 on Friday, 12 November. The audited area included the Magallanes, Velez Sarsfield, Campbell, Pasaje Pitagoras and Junin Streets. In this particular WSA, the participation of government officials was very useful as they shared information about prior municipal interventions in the area. Green Point was formed in 2006 as part of the Rosario Municipal Landfill Intervention Programme. The programme's objective was to reclaim six mini-landfill sites<sup>7</sup> for public use. The project has stopped functioning, the site has been abandoned and waste has re-accumulated in the area.

At the time of the audit, many people were moving about the street and near their homes. Some residents approached the government officials who accompanied the audit team in order to point out problems and/or make requests regarding infrastructure improvements needed in the neighbourhood. The officials received the demands and shared them with the women undertaking the audit.

Children's participation in this WSA was reportedly very enriching because they pointed out issues that older women did not notice, such as the abandonment and disuse of a poorly maintained playground.



Two women and a young girl audit the Green Point Area.  
Photo: CISCSA

### WSA FINDINGS

Participants noted the following factors in the physical environment around Green Point:

- ▶▶ Poor lighting and broken lights
- ▶▶ Lack of signage
- ▶▶ Presence of trees and bushes obscures visibility
- ▶▶ Trash, debris, parked cars and loose horses block the sidewalk, forcing pedestrians to walk on the street
- ▶▶ Lack of public telephones
- ▶▶ Police station is located far away (9 blocks)
- ▶▶ A factory on Campbell Street can serve as a hideout.





Additionally, participants noted these factors of insecurity in the social environment:

- ▶ Irregular police patrolling
- ▶ The area feels abandoned
- ▶ More men than women circulate in the area at night; equal amounts of men and women circulate in the area during the day.

Audit participants noted that the contrast between the Green Point area and the nearby Junin Street area was stark. On Junin Street, there were better street signs, better lighting, and better-maintained pavements. Pasaje Pitagoras, the transition area between the two locations, was described as a dark space with scant visibility that opens on to a blind corner and an unlit house. The women shared the positive change made by the design and creation of Campbell Street in mid-2009 after the murder of a worker in the Green Point area. Although there are no pavements or lighting, the creation of the street is recognised as a safety improvement that increased possibilities for moving about in safety.



The GICP WSA team in Green Point navigates around a horse, tethered close to a pedestrian path.

Photo: CISCESA

### WSA RECOMMENDATIONS

As a result of the WSA conducted in the Green Point area, participants made the following recommendations:

- ▶ Broken lights should be fixed and brighter lights should be installed.
- ▶ Pavements should be fixed on Magallanes Street.
- ▶ A multi-use sports complex or soccer field with good lighting should be built in the area.
- ▶ Initiatives should be developed with residents to address the cleanliness of the neighbourhood.
- ▶ A communication channel should be established among neighbours so that residents can get help when they need it.

### JUAN JOSE PASO STREET

In this area, a WSA was conducted between at 16:00 on Thursday, 11 November. The route included Angelis, Juan Jose Paso, Felipe More, and Carrasco streets. Participants decided to carry out the audit in the afternoon during siesta, because few people move around the area and businesses are closed then, factors which contribute to women's lack of safety.



## WSA FINDINGS

In this area, participants noted the following:

- ▶▶ Lack of signage indicating where bus stops are located
- ▶▶ Lack of lighting/poor quality lighting
- ▶▶ Lack of pavements, poorly maintained pavements, pavements that are obstructed by weeds and debris, and pavements that are too narrow
- ▶▶ Poorly maintained streets
- ▶▶ Lack of gutters and sewers leading to flooding (residents reported that they have demanded that the municipality install gutters and sewers)
- ▶▶ Overgrown trees
- ▶▶ Lack of public phones
- ▶▶ Insufficient taxi service in the area
- ▶▶ Lack of traffic lights
- ▶▶ Groups of men reported by residents to be located on corners and in recreational spaces.



The GICP WSA team notes the lack of proper drainage along Juan Jose Paso Street.

Photo: CISCASA

## WSA RECOMMENDATIONS

- ▶▶ Gutters and sewers should be installed.
- ▶▶ Streets should be cleaned.
- ▶▶ Trees should be trimmed.
- ▶▶ Green spaces should be enlarged.
- ▶▶ Plazas and playground equipment should be installed.
- ▶▶ Activities that focus on gender should be held in public spaces.

## JUANA BLANCO SCHOOL AND WESLEY PLAZA

This WSA was carried out from 19:30 on Tuesday 23 November. It began at the school entrance and continued down Gorriti Street to Felipe More Street, Velez Sarsfield Street, Camilo Aldao, returning to the plaza on Gorriti Street as it was getting dark.

This area was chosen because many women use it on a regular basis. It is a place where female students move about daily and where the students use various strategies to stay safe. For example, some have their mothers come to collect them from school/college. Others buddy up with classmates to wait for each other or travel in groups. Others are accompanied by to and from their homes. However, these strategies can be problematic because if one girl does not go to school, another is often also absent.



During the walk, some residents asked what was happening and showed interest in the problem of women's safety, but were sceptical that anything could be done that would make a difference.

## WSA FINDINGS

In this area, participants felt that the following physical factors contributed to lack of safety for women and girls:

- ▶▶ Lighting is poorly maintained/vegetation obscures some lighting
- ▶▶ Garbage and other debris block sight lines in some places
- ▶▶ Lack of signage
- ▶▶ Presence of discriminatory graffiti
- ▶▶ Poorly maintained pavements/ pavements blocked by debris and cars
- ▶▶ Lack of public telephones
- ▶▶ Presence of many hiding places, such as along the railway tracks and in abandoned cars, overgrown bushes and vacant lots.



Young GICP WSA team members conduct their walk at dusk.  
Photo: CISCSA

In addition, the following social factors were also identified:

- ▶▶ Businesses close early
- ▶▶ Irregular police presence
- ▶▶ Few people in the area
- ▶▶ Groups of men gather on corners at night
- ▶▶ No on-site activities for girls (plaza is occupied by a soccer field).

## WSA RECOMMENDATIONS

Based on their findings, participants recommended the following improvements in the area:

- ▶▶ Broken lights should be fixed.
- ▶▶ Trees and bushes should be trimmed.
- ▶▶ Abandoned cars should be removed.
- ▶▶ Street signs should be installed.
- ▶▶ Bus stops should be marked.
- ▶▶ Corridors within informal settlements should be reorganized.
- ▶▶ Houses near the railway tracks should be relocated.



## CONCLUSION

The data from Rosario clearly indicates that lack of safety is an issue that not only women face, but also children and members of the LGBT community. In research in this city, children noticed factors related to insecurity that were not always brought up by adult women, specifically around open spaces for playing and parks. In addition, older women in Rosario expressed specific fears, particularly in FGDs and WSAs, in relation to both assault and robbery.

A wide range of issues were identified in Rosario as contributing to more or less safe and accessible urban environments for women. Firstly, issues related to the physical environment were highlighted. Research participants pointed out that well-maintained spaces such as parks were conducive to safe public interactions. On the other hand, research participants pointed out that poorly maintained spaces can be insecure and function as sites for anti-social behavior.

Secondly, issues related to public transport were repeatedly noted in the research. Both young and older women reported feeling unsafe and facing incidents of sexual harassment and robbery while using public transport. Poor maintenance of bus shelters and lack of regular service on certain bus routes were also pointed out.

Lack of visible policing and the problematic behaviour of policemen were both mentioned as causing fear among women. The street survey showed that only 12 per cent of respondents reported cases of sexual harassment/assault to the police. Of this 12 per cent, respondents reported that support from police was not always forthcoming, and sometimes the police even harassed women further. Thus it is interesting to note that in the same survey, respondents reported that a lack of police and urban guard presence made spaces seem unsafe, especially after dark.

In the Rosario street surveys, young women in particular shared that they feared rape, followed by robbery. Stalking was also reported by more than 20% respondents in the survey. Respondents also indicated that they are seen as responsible for getting into unsafe situations and therefore, they avoided secluded places and dark areas to lessen risk of violence. In addition, respondents reported that they go out in groups to remain safe.

Several recommendations for creating a safer and more inclusive city were offered in the FGDs and WSAs. Some innovative recommendations focused on working with youth, mobilising the community to work together on safety initiatives, and awareness raising/event organising. It appears that in Rosario, research participants feel that action for a safer and more inclusive city must focus on both social and physical realm.

In addition, it appears that policing and other service delivery also needs to be improved and made more sensitive to gendered safety concerns.



# Chapter 4

## GICP Baseline Findings from Delhi, India

### ▶▶ CONTEXT – DELHI

**D**elhi is located in the northern part of India on the River Yamuna. By population (an estimated 12.25 million inhabitants in the territory and 22.2 million residents in the National Capital Region Urban Area), the capital city is the largest metropolis in the country. By area, it is the second largest. In 2001, the city's population density was 9 294 persons per square kilometre. Population density has greatly increased over the past decade due to natural growth and high rates of migration. The projected annual urban growth rate of India between 2005 and 2015 is 2.35 per cent. Of particular note, Delhi's sex ratio in 2001 was 821 women to 1000 men.



Image Source: <http://upload.wikimedia.org/wikipedia/commons/5/57/India-locator-map-blank.svg> .



## ECONOMY

Delhi has the largest economy in Northern India, with strong information technology, telecommunications, hotels, banking, media and tourism sectors. From 1999 to 2003, Delhi's unemployment rate dropped from 12.57 per cent to 4.63 per cent. The city will be hosted the Commonwealth Games in October 2010, which generated massive infrastructure and tourism investments.

## POLICIES AND PROGRAMMES ADDRESSING WOMEN'S SAFETY

In India, the *Rajya Sabha* (upper parliamentary house), women occupy 9 per cent of the seats. In the *Lok Sabha* (lower parliamentary house) women occupy 10.8 per cent.

In Delhi, women's safety has emerged as a key concern. In a 2004 public perception survey of 13 000 people findings revealed that only 19 per cent of respondents feel that Delhi is safe for women. Almost 90 per cent reported that public transport is unsafe for women. The survey was conducted in preparation of the first Delhi Human Development Report (HDR). The HDR noted that while the traditional approach to women's safety has been based on concepts of restriction, fear and self-preservation, it is now time to encourage a paradigm shift based on the recognition of "women's right to a life free from fear and violence". The HDR also provided a set of recommendations to make Delhi safer for women, under the broad headings of infrastructure, services for women facing violence, community action, media and police.

The Government of Delhi has initiated a wide range of programmes that aim to both promote women's empowerment and address discrimination against women. Some key programmes among these are the Delhi Commission for Women (DCW), set up in 1994 and the Stree Shakti and Gender Resource Centres, established in 2002. Additionally, the Department of Women and Child Development is the focal point for all programmes and interventions relating to women in the city.

The main objective of the DCW is to ensure the security, development and well-being of women. More specifically, it is the responsibility of the DCW to suggest and ensure the implementation of actions against gender discrimination. The Commission is mandated to ensure that adequate provisions for women's advancement are included in all state policies, plans and programmes. The DCW also operates a helpline that specialises in VAWG cases. In addition, it works with the Delhi police to run rape crisis centers located within police stations, which provide specialised support to rape victims.

The objective of the Stree Shakti project is to address issues related to women's health and well-being, gender discrimination, community involvement, and empowerment for women living in slums. As part of this initiative, Gender Resource Centres (GRCs) have been established in the city. GRCs promote social empowerment, legal rights, economic development, health, non-formal functional literacy, and information-sharing and networking. There are currently 83 GRCs across Delhi working in conjunction with local NGOs and CBOs.





In Delhi, there is little in the way of gender-related urban planning policies or programmes. The main document addressing urban planning and governance in the city is the Master Plan of Delhi prepared by the Delhi Development Authority in 2007. This document has been critiqued on several grounds by urban planners and activists. From a women's safety or gender inclusion point of view, the Master Plan neither uses disaggregated data to indicate which areas are particularly significant for women nor makes any recommendations vis-à-vis urban design, services or infrastructure which could make the city more women-friendly and safe.

In addition the Jawaharlal Nehru National Urban Renewal Mission (JNNURM), an initiative of the Indian government which aims to create 60 world-class cities in the country, is currently the primary driving force behind urban development in Delhi. The JNNURM was designed to improve infrastructure and governance and to provide basic services for the urban poor. In Delhi, most of the money associated with this programme has been allocated to infrastructure, especially in the light of the recent Commonwealth Games. The 2006 City Development Plan discussed the creation of a safe and inclusive city but does not specifically address gender.

There are some promising programmes that address women's safety within the Delhi Police. The Special Police Unit for Women and Children (formerly the Crime against Women Cell) has been functional since 1983 and focuses specifically on violent crimes against women. Each of the nine districts of Delhi has its own Special Police Unit. Over time, the central Special Police Unit has expanded to offer services such as family counselling and counselling for victims of sexual violence, sexual abuse, molestation, rape, and other gender-related crimes.

Another innovative programme, *Parivartan* (Change,) was developed by the Delhi Police in 2005. This programme is comprised of women police officers who do outreach work (street theatre, mime, etc.) with communities. *Parivartan* officers provide support and help community women register cases of violence. Most of the work within this programme to date has focused on family violence. *Parivartan* was initially launched in 20 police beats and now operates in 70.

Also, in 2008, the Delhi police created a 24-hour helpline<sup>8</sup> which deals with cases of sexual harassment committed by cell phone. Within a year of its institution, the helpline received 12 108 complaints from women harassed by lewd, objectionable, or obscene phone calls and text messages.

## INFORMATION ON VIOLENCE AGAINST WOMEN AND WOMEN'S SAFETY

In Delhi, crimes against women are recorded by the National Crimes Records Bureau, Ministry of Home Affairs. This information, along with information on other types of crimes, is published in a yearly report which is available to the public. These reports show crimes against women, or at least the reporting of crimes against women, are increasing – in 2001, 3 870 such crimes were reported while in 2003, 4 338 were reported and in 2005, 5 748 were reported. In 2006, Delhi accounted for a 27.6 per cent rate of crime against women, as against the national average of 14.1 per cent<sup>9</sup>. The number of incidents and the upward trend are reflected in Delhi's public image as a city which is unsafe for women. However, it should be noted that there has been a rise in reports of crimes against women between 1998 and 2008 nationally, not just in the capital city.





Other sources of information on crime and safety in Delhi include the 2005 Public Perception Survey conducted by the Delhi government and a 2006 Delhi Police survey. The Public Perception Survey revealed that only 40 per cent of women respondents feel safe in the city, as opposed to 60 per cent of men; almost 50 per cent of respondents stated that they did not feel the city is safe for women; nearly 90 per cent stated that public transit is not safe for women; and only 6 per cent felt that the workplace is highly secure for female employees.

The Delhi Police survey was conducted with 125 victims of “eve teasing”<sup>10</sup>. The survey involved 16 consultations and revealed that 82 per cent of eve teasing victims were below 25 years of age; 31 per cent of victims reported feeling unsafe, even in the daytime; 45 per cent of victims felt unsafe inside the bus; and 92 per cent of victims did not report incidents of harassment to the police.

Finally, in a 500-woman survey conducted by Jagori in 2006, 86 per cent of respondents revealed they had experienced sexual harassment, while 95 per cent reported taking some form of precaution against sexual harassment in their daily lives.

## ▶▶ CONTEXT – PROJECT SITES

In Delhi, three project sites were chosen for GICP research and action: Delhi University and the surrounding area; Lajpat Nagar, Bhogal and Nizamuddin; and the Ajmeri Gate-Delhi Gate area. These sites for research were chosen in order to represent the diversity of Delhi’s public spaces.

### THE DELHI UNIVERSITY AREA SITE

The Delhi University area site is comprised of educational institutions and residential areas. The North Campus of Delhi University is famous in India. Students from across the nation and other countries study there. The area also has a famous market (Kamla Nagar) and a commercial area. To the east and south of the site, there is a green ridge area. This site is regularly accessed by students, teaching and non-teaching staff, permanent residents, transient commuters, rickshaw pullers, vendors and others. The site has a high population of young women who are particularly vulnerable to sexual harassment and violence. It is also home to many groups of migrant populations.

### AJMERI GATE-DELHI GATE AREA

The Ajmeri Gate-Delhi Gate area is actually the border between the old and the new city. There are two colleges (one of them an all-girls college), three schools, three hospitals (including a maternity hospital), the Stock Exchange and several offices in the area. There is also a police station and a branch of the Special Police Unit for Women and Children. In addition, there are entrances to the Delhi railway and metro stations and several residential areas and hostels for women.



Ajmeri Gate-Delhi Gate area  
Image Source: <http://maps.google.ca/maps>.

## LAJPAT NAGAR, BHOGAL AND NIZAMUDDIN AREA

Lajpat Nagar is a very popular market area and residential area for lower middle, middle and upper middle class people. The market is visited by people from all over the city as it has a wide variety of interesting shops.



Lajpat Nagar area

Image Source: <http://maps.google.ca/maps>.

## FOCUS GROUP DISCUSSIONS

In Delhi, FGDs were conducted with nine groups of women who need to access different parts of the city during different times of the day and night and face specific vulnerabilities. These vulnerabilities were connected to the nature of the women's work, age, ethnicity, level of poverty, sexual orientation and level of disability. The groups included:

- ▶▶ women hawkers
- ▶▶ domestic workers
- ▶▶ homeless women
- ▶▶ students
- ▶▶ women from the north eastern states of India
- ▶▶ transgendered people
- ▶▶ visually challenged women
- ▶▶ women working in a call center (night workers)
- ▶▶ journalists.



Homeless women gather on the streets of Delhi to talk about their experiences of safety and inclusion.

Photo: CISCSA

## SAFE SPACES

By and large, most FGD participants reported feeling safer in familiar surroundings. The spaces where FGD participants reportedly felt safest and most comfortable are those near their homes or near friends or family. Some participants also felt that shopping malls are safe spaces.

## UNSAFE SPACES

*"I don't think any of us feels safe. It's just that we have to go about and do our work."*

– Journalist FGD participant

In general, FGD participants from all groups seemed to feel that Delhi is an unsafe city. Parks and isolated areas like subways or deserted streets were identified as particularly unsafe places where women, men and transgendered people alike could be robbed or raped. Participants also reported feeling more vulnerable in new, unfamiliar spaces.



## FACTORS ASSOCIATED WITH LACK OF SAFETY

### GENERAL FACTORS

The usage of spaces by different social groups also reportedly had an effect on safety across the groups. For example, women noted that if a group of men are playing cards in a public park, the area is generally avoided by others, especially women and girls. Similarly, if a group of men are hanging around an area, this area is perceived to be hostile for women. On the other hand, spaces which are filled with a multiplicity of users and have a variety of activities throughout the day were reported to be more comfortable for and accessible to women.

Interestingly, FGD participants pointed out that it can be unsafe both in deserted places and in crowded places. In deserted spaces, participants claimed there was greater fear of assault or rape. In crowded spaces, participants claimed that men took advantage of the crowd to sexually harass women. Almost all participants felt that the public does not support women who are facing harassment.

*“The ITO stretch [one of the busiest intersections in Delhi]... is very unsafe in the late evening. Although there is a huge crowd there...if an incident happens, people actually don't cooperate at all. People will try to touch you, and if you don't say anything, they will go on. Others will smile, but never help you.”*

– Journalist FGD participant

*“It was a crowded area, a main market area, and when that incident took place I was just really shocked - I mean what? Really, everyone is watching, no one is asking why are you beating the window, why you are doing this, no one was questioning those persons, whatever they are doing that was fine with the crowd over there.”*

– Call Centre Worker FGD participant

### INFRASTRUCTURE

It was observed that most parts of the city are not friendly for women walking. FGD participants agreed that this situation needs to be addressed because they felt that street life will improve and natural surveillance mechanisms will fall into place only when people can comfortably use the street. In many parts of the city, the pavements (sidewalks) are unusable for a variety of reasons, including construction, various encroachments and poor maintenance. In addition, pavements are also used as men's urinals, which make women feel extremely uncomfortable. The poor state or non-existence of pavements in many parts of the city was brought up by many FGD participants, particularly by women with disabilities. FGD participants noted that old, opaque bus shelter designs also made the pavements less safe, but noted that newly-designed shelters addressed this problem by incorporating the use of transparent material.

Another key infrastructure issue identified in FGDs was a lack of good lighting. This issue was reported as having a strong negative impact on women's mobility. Conversely, well-lit and well-maintained spaces reportedly provided a greater sense of safety.

The lack of safe and clean public toilets was brought up as posing a very serious safety and public health problem. In addition, the existing toilets are not well-designed in all parts of the city. This means that women report avoiding public toilets completely.

## PUBLIC TRANSPORT

All FGD participants noted that public transport is a source of insecurity for women in the city. Public transport, especially buses, were identified as among the most unsafe places for women to use, and as places where women had to regularly face sexual harassment. In general, FGDs highlighted the experience of accessing public transport as fraught with discomfort and danger for many. Some FGD participants associated use of public transport with the threat of harassment or even rape in deserted areas. Moreover, many FGD participants felt that the danger of public transport was heightened by the fact that other commuters do not support or show concern for women when incidents of harassment or violence do occur.

Middle and upper class women reported the ability to circumvent the danger associated with public transport by avoiding bus travel through the use of other, more expensive, transport options. However, FGD participants noted that the metro system, an alternative mode of transport that used to be considered safer than buses, has now become similar with regard to crowding and sexual harassment. Moreover, FGD participants noted that they were not safe in their cars either. Women reported cases of being followed or attacked while in their vehicles.<sup>11</sup> There have also been cases in Delhi where women have been abducted and raped in a moving car.

The FGD with women call centre workers also revealed safety issues regarding transport. Women from this group often need to be out at night, travelling to and from work. The employer provides transport, but FGD participants reported facing problems while waiting for the transport. Similarly, women in several other professions reported insecurity while having to travel during the night.

## POVERTY AND SOCIO-ECONOMIC STATUS

Findings from the FGDs with domestic workers, hawkers and homeless women revealed that these women need to regularly access public spaces and public transport for travelling to work and other reasons. Within these groups, sub-groups such as vendors, beggars and sex workers face particular vulnerabilities to violence. In addition to violence from the public, they also reported vulnerability to violence from the police.

*“Sometimes when we are asleep, some men come around drunk and if they see that we are alone, they try to harass us...we have to shout and tell them to go away”*

– Homeless Women FGD participant

Women in these FGDs reported that they feared men in groups, especially when the men are drunk. The women also reported feeling uncomfortable with men urinating in public.

The FGD held with homeless women highlighted the fact that mothers in this group are particularly vulnerable to fear of sexual violation. They reported that the lack of homeless shelters in the city is a major issue for those with the additional burden of looking after the needs of their children. Women in the group noted that the location of the shelters that do exist plays an important role in determining their usage. Homeless women are not willing

to go to locations that are out of the way and/or are in dangerous locations. Instead, they prefer to stay in more public spaces such as temples or railway or bus stations where they find safety in the crowd. Moreover, this group reported that harassment by the police isolates homeless women in the city and often forces them into the hands of pimps and dealers.





## AGE

FGD participants pointed out that, for young women, the city offers many advantages. However, young women are also susceptible to violence and insecurity. Student FGD participants shared how men traveling in cars and on bikes often slow down and make comments to them as they pass by. This group also mentioned that men try to stalk women in order to find out where they study or live. These kinds of activities generated a high level of fear among young FGD participants who claimed that they avoided many spaces, especially after dark. As a result, in the university setting, women students are not able to equally access certain libraries or labs due to fear of sexual harassment/assault.



Women call centre workers participating in a GICP FGD.

## PLACE OF ORIGIN

Students and young women from the Northeastern states of India reported facing particular forms of discrimination in the city. These women have distinctive features that make them visually identifiable. They reported being called names such as “chinki”, “momos”, “thuppas” and “noodles”. FGD participants noted that people have preconceived notions of women from this area and brand them as untraditional, “easy” and available for sexual favors.

*“We cannot trust anyone, no man on the street... there has been no situation in which someone has come to help. Whenever I've faced harassment on a bus, like a brushing of bodies, if I've raised my voice, no one has done anything about it - neither the conductor nor the men nor the women.”*

– Northeastern women FGD participant

## DISABILITY

Women with disabilities reported that they found it hard to trust people in public and are often wary when strangers offer help. FGD participants reported instances where they got into an ‘uncomfortable situation’ when strangers tried to touch them in an offensive manner on the pretext of helping them.

The lack of public amenities and poor maintenance of public spaces was reported as posing a danger to women who have a disability.

*“X bus stop is not safe, the bus nearly touches the footpath and... due to that I got hurt and the bus driver did not even have a decency to stop.”*

– Disabled women FGD participant



## SEXUALITY

Participants in FGD with transgender people expressed that they feel completely marginalised and face ridicule and violence from the public. Participants reported feeling ostracised in society and claimed that they have no place where they feel safe once they step out of their homes. Participants noted that all public space is hostile to them. Of particular note, transgendered FGD participants stated that they cannot seek protection from the police because even the police harass them. Also of note, transgendered people noted that they are not able to use either the men's or women's toilets in public as they are sometimes refused entry to both.

*“Even if we are coming from our neighbourhood house, people give us a dirty look as if we are not human and call us whores.”*

– Transgender FGD participant

*“At 11 in the night we were all going to a place when 5 guys approached us and took away one of my friends and had sex with him and left him naked. Thankfully, it was night so no one could see him in that condition... we didn't dare to go to the police as they would have only insulted my friend”*

– Transgender FGD participant

## EXPERIENCES WITH THE POLICE

FGD participants generally seemed to fear the police, claiming that when they did report incidents of gender-based violence to the police, they were judged or blamed for the situation. In some cases, participants (men and women) reported being further abused and even sexually molested.

*“The police don't speak to us with any respect.”*

– Transgender FGD participant

FGD participants also noted that it is very difficult to file a case with the police and the perpetrator is often let off without charge. When this occurs, FGD participants reported that perpetrators would come back and continue the harassment, with the situation actually escalating.

*“Once my friend's cell phone was lost so we went to the police station in Connaught Place. As soon as we entered everyone was looking at us and they were kind of checking me out from head to toe. It was so weird. So if I am in trouble will I ever approach these people?”*

– Northeastern women FGD participant



## STRATEGIES AND RESPONSES

FGD participants expressed anxiety about confronting perpetrators of sexual harassment, noting that there have been cases where bystanders who sought to help women in these situations have themselves been victims of violence.

Some women claimed that they handled situations of violence or threat of violence alone, in spite of receiving no support from family and friends.

*“Your parents will tell you to stop taking the bus... I have had to take the bus without telling my father. Because he will be like, “Why didn’t you call? Wait, I will send the car. Take an auto. We are not broke. Why do you have to take the bus?”*

– Journalist FGD participant

Participants from the FGD with call centre workers noted that standing on the road at night is seen as a sexual invitation to men, and women traveling have to use different strategies to handle this situation, such as wearing their office identity tag to give legitimacy.

*“When I wait for my cab for about 30 minutes, some guys would come and stop and say, “You want a lift?” They used to ask me cheap questions. But when I wear my tag I feel very safe because people will not think that I am that kind of girl who is roaming here and there. So I always wear a tag just when I come out of my house.”*

– Call Centre Worker FGD participant

## SUGGESTIONS AND RECOMMENDATIONS

FGD participants had many ideas about how to address the problems they identified. By and large, it was felt that violence against women and gender exclusion is a deep-seated problem that needs to be addressed at the societal and community level. It was concluded that the public needs to stop believing that only women are responsible for being sexually harassed or assaulted. It was also concluded that people need to raise their voices when they see women being harassed in public, so that harassers do not feel that they can get away with their behaviour.

*“Society needs to be mobilised and should be more responsible. If there is a case with their daughter then they are bothered, but not when it happens with someone else’s daughter.”*

– Call Centre Worker FGD participant



In addition, several suggestions were made with regards to improving infrastructure and public space in general. Good lighting was highlighted as a prerequisite for making a space safe and it was recommended that there should be regular maintenance of lighting in the city. Some recommendations involved increasing the number and working hours of vendors by providing them with amenities and support in order to create safer and more active public spaces. It was noted that vendors also need to feel safe and to have the facilities to work at different times of the day.

Many women spoke about the need to introduce different ways of making public transport safer and more accessible for all. Suggestions related to this goal included: increasing the number of women-only buses and trains on those routes servicing large numbers of women commuters; providing announcements in buses for visually-challenged people; working with drivers and conductors to address lack of safety in public transport; and implementing a programme to encourage more women to work as drivers and conductors. It was noted that care needs to be taken to ensure the safety of these women drivers also.

Recommendations regarding the police were also brought up in FGDs. While most participants felt that they did not get support from the police, they *did* note that police have an important role to play in reducing gender exclusion through responsiveness, sensitivity and responsibility. One woman suggested that there should be an option to file a complaint online rather than going to police station, in order to reduce the chances of secondary victimisation by the police. It was also recommended that there should be video cameras installed, especially inside police stations and cars, to make policemen more accountable. Another recommendation was to simplify the complaint procedures at police stations so that women could feel more confident going to register complaints. Finally, it was recommended strong punishment be enforced for those policemen found guilty of committing gender-based violence.

## STREET SURVEYS

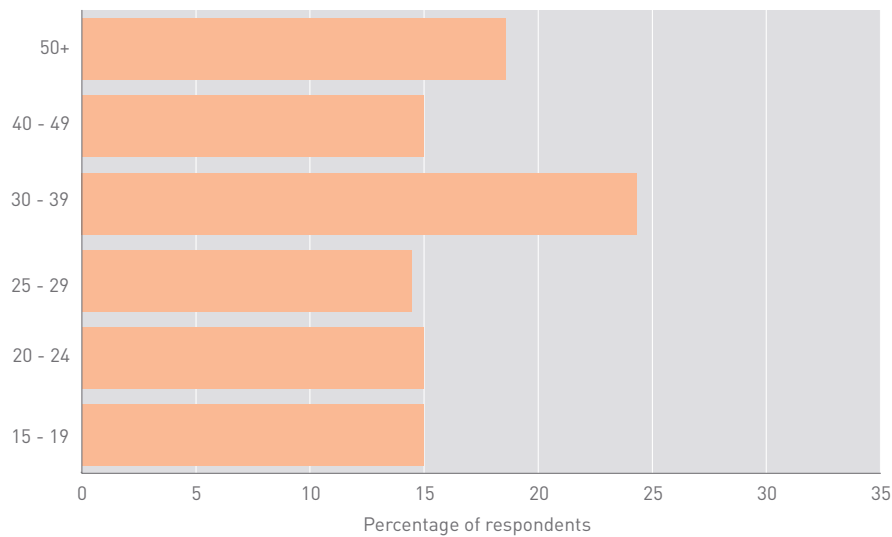
In Delhi, 1006 street surveys were conducted in the Delhi University (DU) area (518), the Ajmeri Gate-Delhi Gate area road stretch (151) and the Lajpat Nagar area (337). Ninety-nine per cent of respondents agreed to answer personal questions. Surveys were conducted in August 2009 by a professional survey team which was hired and trained by representatives from Jagori.

Seventy-three per cent of survey respondents reported being regular users of the space; 77 per cent lived in the city for more than five years while 70 per cent reported living or working in the survey area.

Different age groups were generally well-represented among survey respondents, with women aged 30 – 39 being slightly more represented (24 per cent) (Figure 15). More than half (53 per cent) of respondents completed college or university and 24 per cent completed secondary school. Almost three-quarters identified their occupation as “student” (35 per cent) or “housewife” (39 per cent). Respondents described their monthly household income as follows: 43 per cent below average, 46 per cent average and 10 per cent above average.

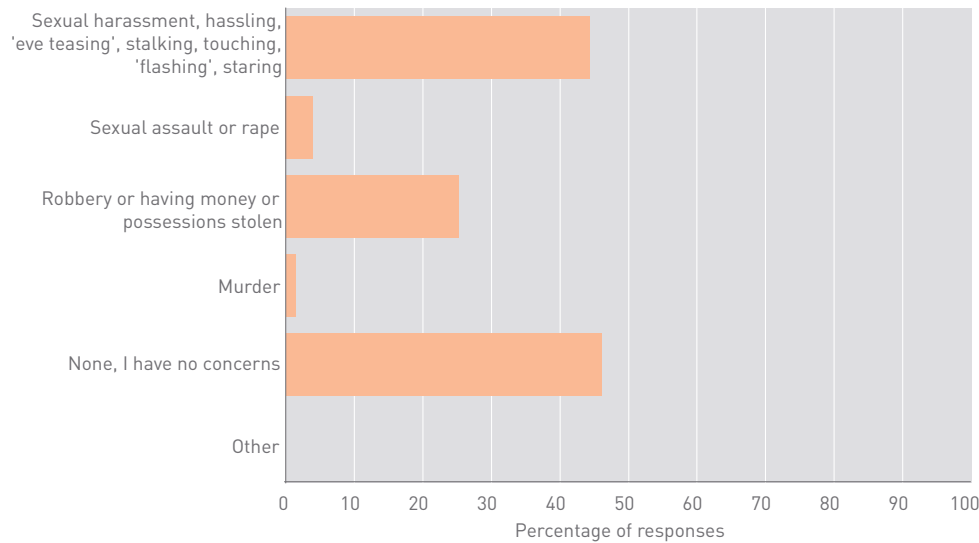


**FIGURE 15**  
**DELHI STREET SURVEY - AGE OF RESPONDENTS**



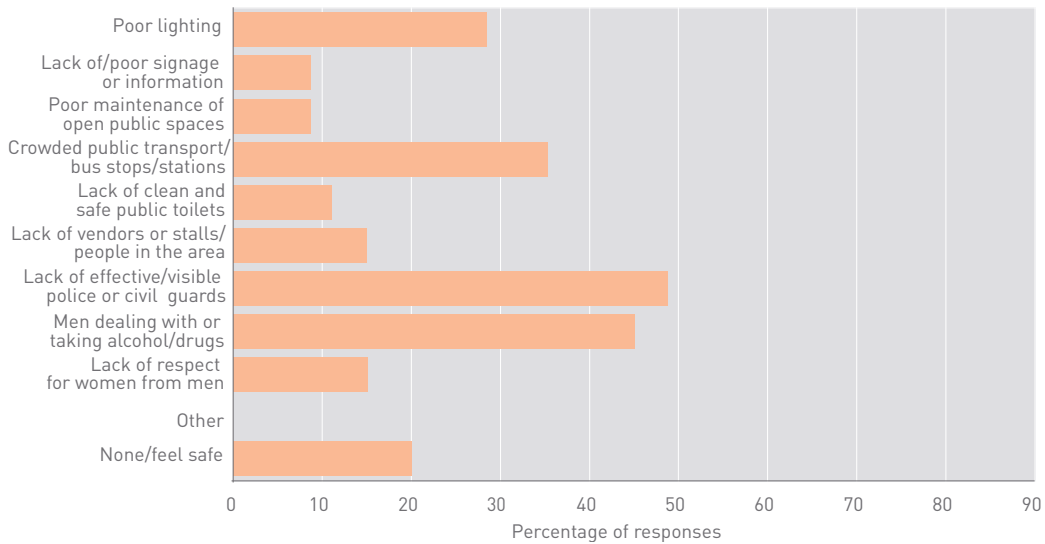
Of the fifty-four per cent of survey respondents who reported having safety concerns in the city, 43 per cent reported concern with “sexual harassment, hassling, ‘eve teasing’, stalking, touching, ‘flashing’ or staring”, 24 per cent with “robbery or having money or possessions stolen” and 4 per cent with “sexual assault or rape” (Figure 16).

**FIGURE 16**  
**DELHI STREET SURVEY - WHAT PERSONAL SAFETY RISKS CONCERN YOU MOST WHEN YOU ARE IN THIS AREA?**



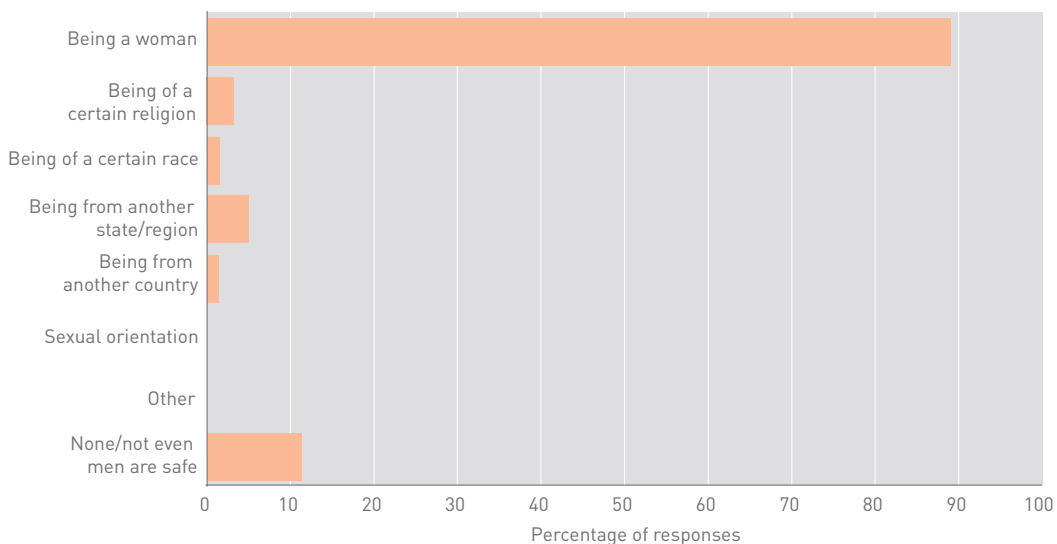
When asked about environmental factors that contribute to lack of safety, almost half of the respondents mentioned “lack of effective/visible police or civil guards” (49 per cent) and “men dealing with or taking alcohol/drugs” (43 per cent). Thirty-five per cent also identified “crowded public transport/bus stops/stations” while 28 per cent highlighted “poor lighting” and 25 per cent highlighted “lack of respect for women from men” (Figure 17).

**FIGURE 17**  
**DELHI STREET SURVEY - IN THIS AREA, WHICH FACTORS CONTRIBUTE TO YOU FEELING UNSAFE?**



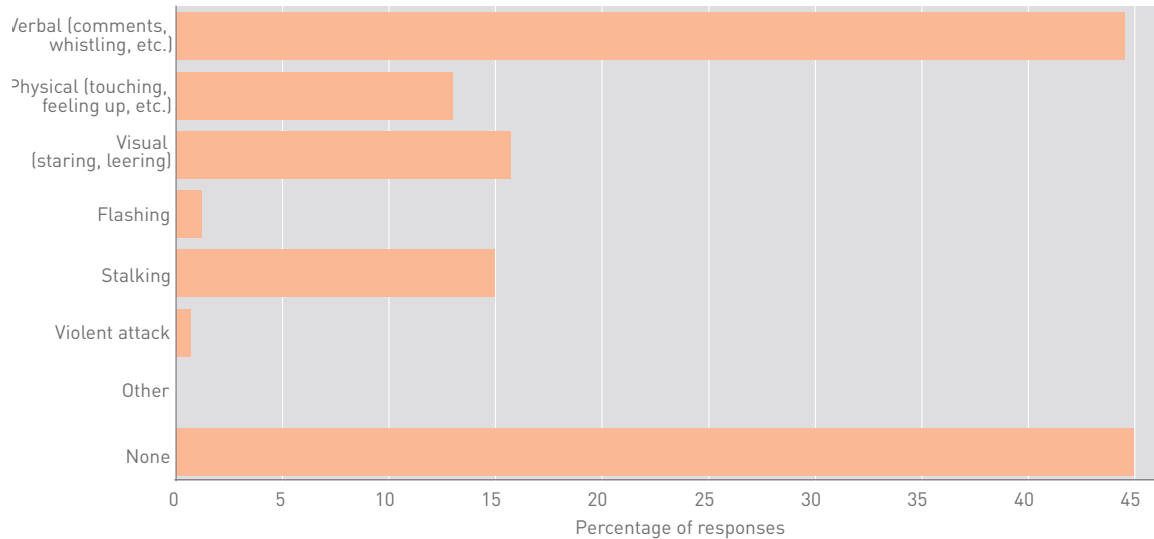
When asked to reflect on personal attributes that impacted their personal safety in the area, 89 per cent of respondents reported that “being a woman” was a factor (Figure 18).

**FIGURE 18**  
**DELHI STREET SURVEY - DO ANY OF THESE FACTORS AFFECT YOUR PERSONAL SAFETY IN THIS AREA?**



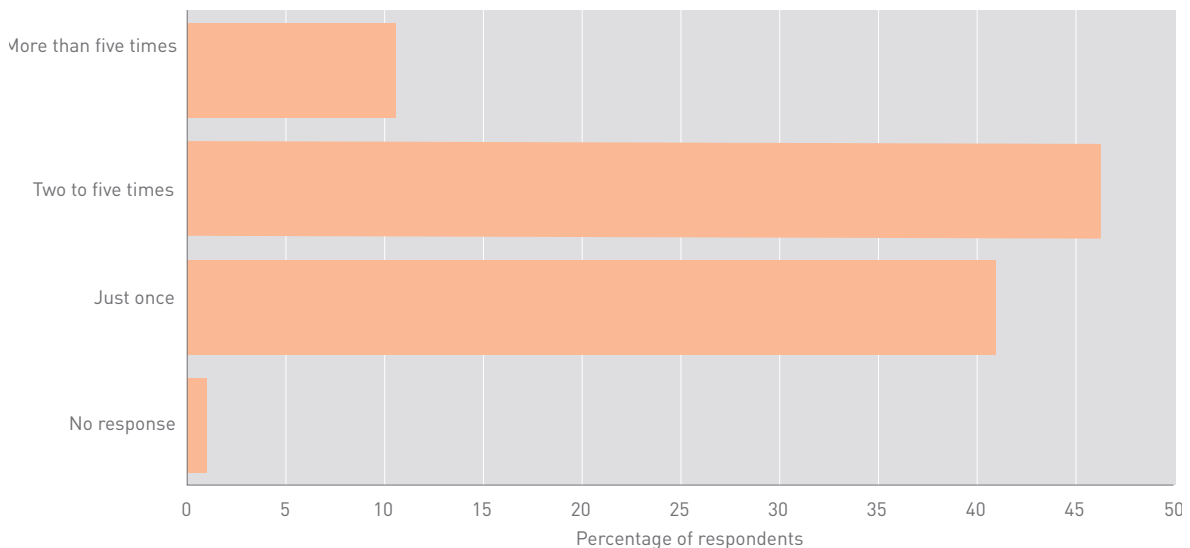
The form of sexual harassment most frequently experienced by survey respondents in the past twelve months was receiving comments, whistling and other forms of verbal harassment (44 per cent). Interestingly, 15 per cent of respondents reported that they had experienced stalking in public places (Figure 19).

**FIGURE 19**  
**DELHI STREET SURVEY - WHAT KIND(S) OF SEXUAL HARASSMENT/ASSAULT HAVE YOU FACED IN PUBLIC PLACES IN THE LAST YEAR?**



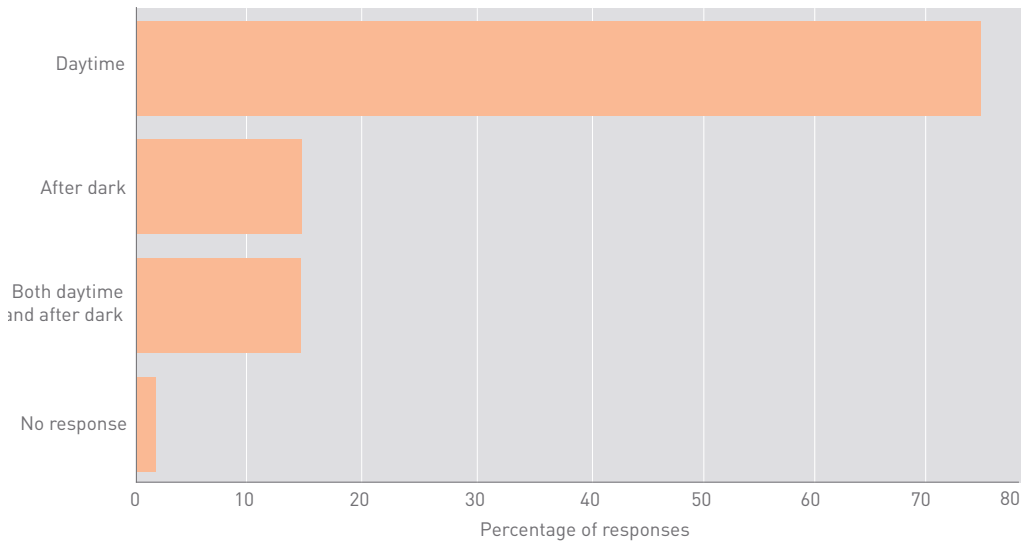
More than half of the women who had been sexually harassed or assaulted in the past year reported experiencing incidents on multiple occasions, with 47 per cent reporting that it had occurred two to five times and 11 per cent reporting more than five incidents (Figure 20).

**FIGURE 20**  
**DELHI STREET SURVEY - HOW OFTEN HAVE YOU EXPERIENCED INCIDENTS OF SEXUAL HARASSMENT/ASSAULT IN THIS AREA IN THE PAST YEAR?**



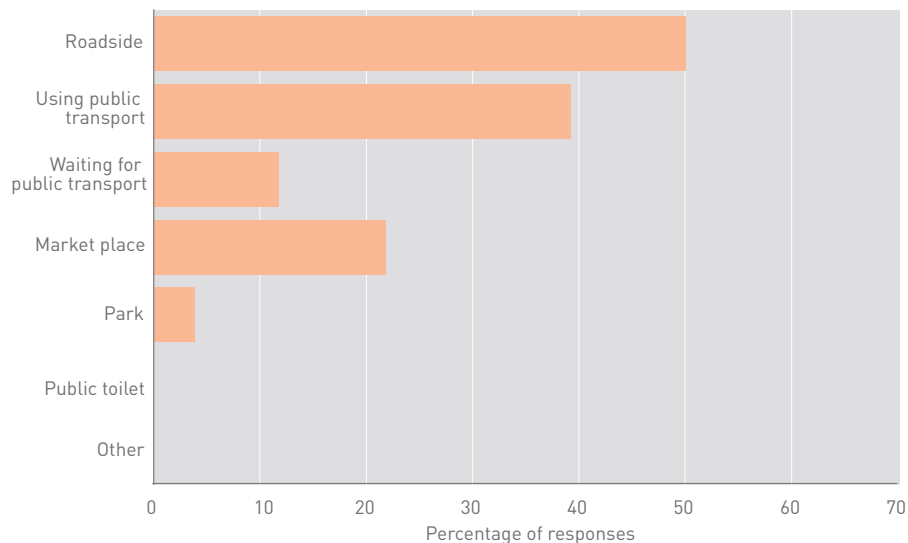
It is interesting to note that a majority of survey respondents reported experiencing harassment/assault during the daytime (74 per cent) rather than after dark (13 per cent) (Figure 21).

**FIGURE 21**  
**DELHI STREET SURVEY - AT WHAT TIME A DAY DID THE INCIDENTS OF SEXUAL HARASSMENT/ASSAULT OCCUR?**



Of the respondents that experienced incidents sexual harassment/assault in the past year, half reported experiencing incidents on the roadside, while 39 per cent reported incidents while using public transport and 22 per cent reported incidents while visiting a market place (Figure 22).

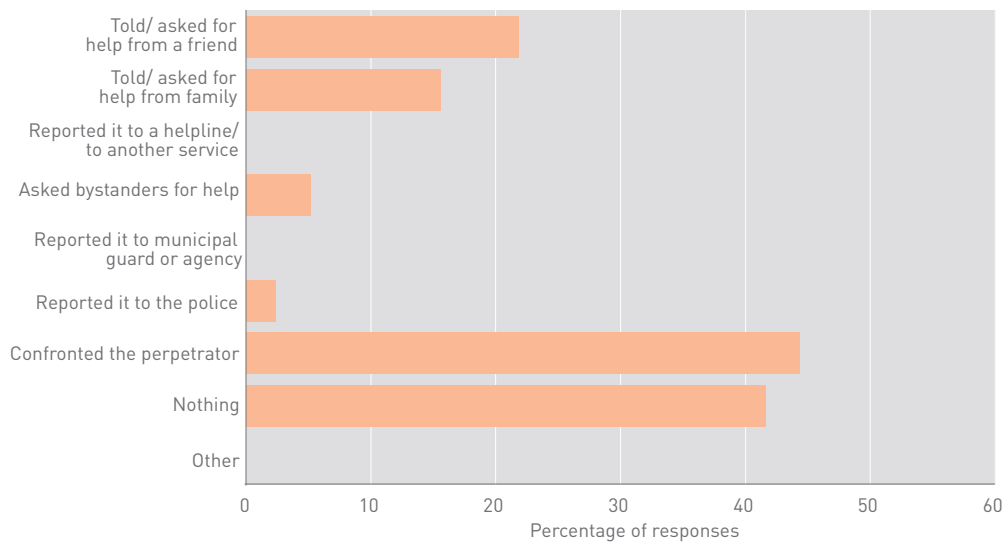
**FIGURE 22**  
**DELHI STREET SURVEY - IN WHICH SPECIFIC PUBLIC SPACES HAVE YOU FACED SEXUAL HARASSMENT/ASSAULT IN THE PAST YEAR?**



When faced with sexual harassment/assault, 41 per cent of respondents said that they did not respond at all. Among those respondents who did take some action, the most common response was to confront the perpetrator on the spot. Only 5 per cent of respondents approached a bystander for help. The survey also showed only 16 per cent of respondents shared their experience of harassment/assault with their families and 22 per cent told a friend about it. Moreover, only 2 per cent of respondents reported the incident(s) to the police (Figure 23).

**FIGURE 23**

**DELHI STREET SURVEY - ON THE OCCASIONS IN THE PAST YEAR WHEN YOU WERE SEXUALLY HARASSED/ASSAULTED, WHAT DID YOU DO?**



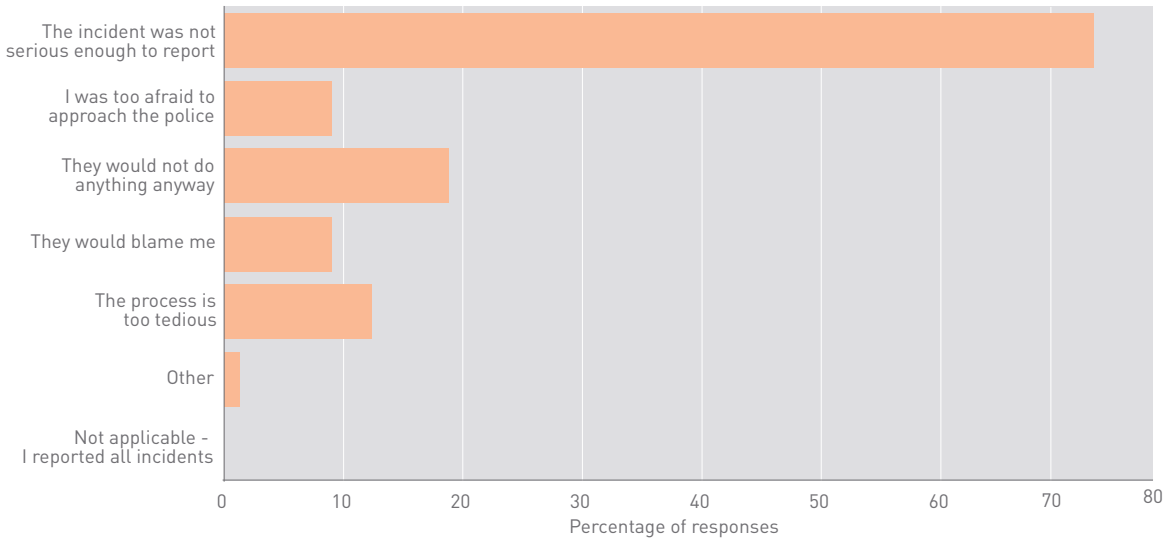
Of the 2 per cent of respondents (11 women) who did report incidents of sexual harassment/assault to the police in the past year, 5 women reported harassment that was “verbal (comments, whistling, etc.)”, 2 women reported harassment that was “visual (staring, leering)”, 2 women reported stalking, 1 woman reported flashing and 1 woman reported having her picture taken. Among this same group, respondents reported varied responses from the police. While 5 women stated that police recorded the incident and 6 women stated that the police caught the offender, 3 women said the police minimised/trivialised the incident and 1 woman said the police did nothing at all.

Among the respondents who did not report some or all of the incidents of sexual harassment/assault they experienced in the past year, the majority (73 per cent) stated that “the incident was not serious enough to report”. Also of note, 18 per cent of respondents said that the police “would not do anything anyway”, 13 per cent of respondents said “the process is too tedious”, 9 per cent of respondents said the police “would blame me” and another 9 per cent of respondents said they were “too afraid to approach the police” (Figure 24).



**FIGURE 24**

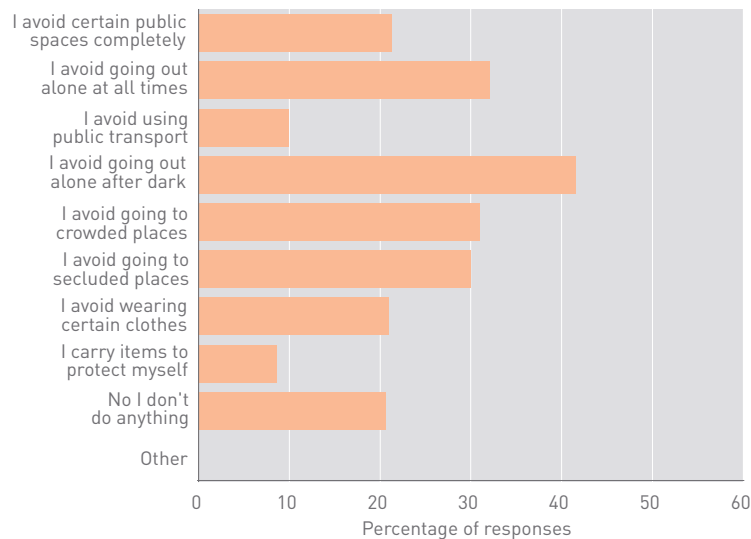
**DELHI STREET SURVEY - IN THE PAST YEAR, WHY HAVE YOU NOT REPORTED SOME/ALL INCIDENTS TO THE POLICE?**



The street survey revealed that women adopt a range of strategies to make themselves safer and to avoid situations where sexual harassment/assault could occur. Forty-two per cent of survey respondents reported that they avoid going out alone at night and one third (33 per cent) stated that they avoided going out alone at all times. Some respondents reported that they avoid going to spaces that are crowded (31 per cent) or secluded (30 per cent). Twenty-two per cent of respondents reported avoiding certain public spaces completely (Figure 25).

**FIGURE 25**

**DELHI STREET SURVEY - WHEN IN THIS AREA, DO YOU DO ANY OF THE FOLLOWING TO AVOID SEXUAL HARASSMENT/ASSAULT?**







## DELHI UNIVERSITY AREA

The audit teams walked through the following routes, accompanied by Delhi University students:

- ▶ Maurice Nagar police station to Khalsa College
- ▶ Delhi School of Economics to the canal connecting Vijay Nagar
- ▶ Institute of Economic Growth to Delhi University Metro station on Chhatra Marg.

### WSA FINDINGS

Through the WSAs, participants identified several factors in the physical environment which contributed to insecurity and exclusion:

- ▶ nearly all pavements are not walkable because of gaps, raised sewer holes, breaks and crowding due to vendor activity (in one place, pavements were dug up due to construction for the upcoming Commonwealth Games)
- ▶ lack of or poor signage in the area
- ▶ few public toilets are available for men and no public toilets are available for women
- ▶ poor maintenance of lights, especially on streets where there are no college gates (students reported experiencing sexual harassment in these areas)
- ▶ heavy car traffic (due to the fact that the campus is used as a thoroughfare.)



Photograph of a street in the Delhi University area taken during a WSA walk.

In the social environment, WSA participants noted that there was no visible policing, except in front of some larger colleges and the Arts Faculty main gate.

### WSA RECOMMENDATIONS

- ▶ **Lights should be added at bus stops.**
- ▶ **Bus stops should be remodelled** based on newer designs that take safety into consideration.
- ▶ **Traffic should be controlled** by making separate lanes for cars, bicycles and pedestrians.
- ▶ **Provisions should be made to allow vendors to stay longer** so that women feel safer on the streets at night.
- ▶ **More public phone booths should be provided**, especially those open 24 hours.
- ▶ **A campaign should be initiated to raise awareness about women's safety** with campus stakeholders (e.g. students, faculty, and administration staff).



## AJMERI GATE- DELHI GATE AREA

The audit teams walked through these routes before and after dark:

- ▶▶ The entire stretch of Asaf Ali Road – Delhi Gate to Ajmeri Gate crossing
- ▶▶ J N.Marg from Delhi Gate to Zakir Hussain College
- ▶▶ J N Marg from Zakir Hussain College to Ajmeri Gate

### WSA FINDINGS

Participants identified several factors in the physical environment which they believed contributed to insecurity and exclusion:

- ▶▶ pavements are in a poor state (dug up or encroached upon) or non-existent
- ▶▶ service lanes are unusable in many areas
- ▶▶ areas outside of hospitals are poorly maintained
- ▶▶ presence open men's urinals are located along the entire length of the road
- ▶▶ lack of toilets for women
- ▶▶ entire area is extremely crowded.

Participants also identified factors in the social environment which they felt were problematic:

- ▶▶ space is male-dominated with few women, especially at night (a transport market remains open at night but women do not access it)
- ▶▶ visible and open drug use occurred along the road.



Example of the state of pavements in the area, photographed during a WSA walk.



Boundary of a co-ed college near the main gate entry. Men frequently urinate in the area.

## WSA RECOMMENDATIONS

The WSA participants in the Ajmeri Gate-Delhi Gate area made the following recommendations:

*Properly constructed pedestrian-friendly pavements should be provided because it is essential to create spaces that can be used by all groups, including pedestrians, hawkers and rickshaws as they all have a right to use the street.*

- ▶ **Areas outside of hospitals should be made more accessible and friendly for people who waiting there.** It was suggested that the municipality could provide some benches, eating establishments and public toilets in these areas.
- ▶ **Men's urinals should be redesigned** so that they are not visible to people on the street.
- ▶ **Toilets for women should be constructed in the area.**
- ▶ **Drug use in the area needs to be addressed.**
- ▶ **The new *Mahila Haat* (women's bazaar) that is being constructed should be seen as an opportunity to rejuvenate the area and make it friendlier for women.** This market could make a significant difference to the public space and increase women's access, especially as the vendors involved are women.

Recommendations from the WSA carried out in the Ajmeri Gate-Delhi Gate area have been incorporated in the INTACH plan for this area. Recommendations included in the INTACH plan involve: well-designed public toilets for women; the incorporation of activity zones which provide adequate space for kiosks, auto rickshaws and cycle rickshaws; and additional space allocated for pavements and bicycle lanes. These design elements take into consideration the needs of all who

use the space. For example, providing space for kiosks and hawkers ensures that they do not encroach upon the pavement. This action simultaneously increases women's safety and ease of use in the area and provides recognition of the value of informal workers who have an important economic and social role in the life of the city.



Example of a street in the area, photographed during a WSA walk.





## CONCLUSION

The data affirms that all groups who participated in the GICP research, regardless of class, profession, or identity, shared a common perception of Delhi as a city where women are vulnerable to sexual harassment. They experienced violence and fear of violence during day and night and in all kinds of public spaces. Moreover, the research indicates that certain groups of women feel more unsafe than others. For instance, young women, poor women and women from the northeastern states all reported increased instances of violence and lack of safety.

It is worth noting that the women reported feeling unsafe in both secluded and crowded places, at all times of the day. In particular, findings show that women are afraid of being physically hurt, assaulted or raped in deserted spaces, while also showing that women fear harassment and molestation in crowded spaces, most commonly in public transport. While all public spaces were seen as unsafe, women reported the highest number of incidents of harassment while on public transport, waiting at bus stops and while using the streets.

An issue that was consistently highlighted in both FGDs and street survey interviews was the lack of public support women and girls receive in the city when facing harassment/assault. This lack of public support is likely one of the main reasons for women's insecurity and for impunity on the part of those who commit VAWG in public spaces. This issue, combined with further lack of support and even blame or violence on the part of the police, appears to contribute to the normalization and acceptance of sexual harassment in Delhi's public spaces. The survey and FGD findings brought to light the fact that women rarely approach the police when faced with sexual harassment and have had unpleasant experiences when they did.

The FGD and WSA results also revealed the different factors that play a role in creating safer and more inclusive spaces for women and girls. These include better planning and design of public spaces such as roads, bus stops, parks and public toilets. Further, women shared that better and effective policing could play a role in deterring violence. These findings point to the need to plan a multi-pronged strategy to address women's lack of safety which includes interventions in the areas of urban planning and design, police sensitization, public transport service and delivery and public awareness/education.



# Chapter 5

## GICP Baseline Findings from Petrozavodsk, Russia

### ▶▶ CONTEXT – PETROZAVODSK

**P**etrozavodsk is the capital of the Karelia Republic, located in the northwest of Russia on the coast of Lake Onega. Karelia is a semi-autonomous region within the Russian Federation with its own constitution, president and parliament. Petrozavodsk is the seventieth largest city in Russia by population (283 000 people). Fifty-six per cent of the population is female.



Image Source: [http://en.wikipedia.org/wiki/File:Map\\_of\\_Russia\\_-\\_Republic\\_of\\_Karelia\\_%282008-03%29.svg](http://en.wikipedia.org/wiki/File:Map_of_Russia_-_Republic_of_Karelia_%282008-03%29.svg) .

### ECONOMY

The Karelian economy is largely based on forestry, pulp and paper and building materials. Within this economy, Petrozavodsk is a major industrial centre and port. In 2008, 25.6 per cent of Petrozavodsk's population was categorized as 'poor'. However, the unemployment rate in 2009 was just 1.3 per cent.



## POLICIES AND PROGRAMMES ADDRESSING WOMEN'S SAFETY

The principle of equal rights for men and women in Russia is embedded in a range of constitutional documents, presidential decrees, federal laws and international agreements. However, the Constitution does not define discrimination and there is no specific legislation to guarantee gender equality. Russia did not engage in the Council of Europe Campaign to Combat Violence Against Women in 2006-2007. It was the only Member State of the Council of Europe not to complete the Council's evaluation questionnaire.

Women are significantly under-represented in the Duma and elected assemblies at lower jurisdictions. Less than five per cent of the senators in the upper house of the Russian Parliament are women. In 2006 draft legislation to establish gender-related quotas was rejected and more recent electoral reforms appear to have reduced the opportunities for women's organisations to play an active part in election campaigns. Today, of the 50 deputies in the Karelia Legislative Assembly, nine (18 per cent) are women.

Whilst long-term socio-economic strategies in Russia have a strong 'social' focus (e.g. on healthcare and personal development), they lack a gendered approach. The promotion of gender equality is not on the list of national priorities and there is very little engendering of policy, budgets or official statistics. The status of agencies charged with eliminating discrimination against women, such as the Ministry of Health and Social Development's Coordination Council for Gender Issues, has been downgraded in recent years. More positively, the Council for Civil Society Institutions and Human Rights, created at the start of Vladimir Putin's presidency, was re-inaugurated in 2009 under President Dmitry Medvedev with a female chair.

Legislation related to sexual violence, sexual harassment and prostitution is similarly under-developed. Whilst the commission of rape and other violent sexual acts, as well as compulsion to perform sexual acts, is punishable under the Criminal Code<sup>12</sup>, there are no laws specifically relating to domestic violence or sexual harassment. As a high proportion of the population reportedly do not view domestic violence as illegal, the Criminal Code is rarely applied in such cases. There is also no legal framework for protection of victims of sexual violence to prevent further abuse and no institution exercising overall control and regulation over matters connected with violence against women. Indeed, women complaining to law enforcement agencies about victimisation report being turned away or accused of inappropriate behaviour instead of being protected<sup>13</sup>. The Interdepartmental Commission on Domestic Violence, Sexual Violence and Human Trafficking was abolished in 2005.

The women's movement in Karelia began at the early 90s and, compared to other parts of Russia, there were significant developments related to the promotion of gender inclusion and the prevention of gender-based violence in the partnership and cooperation with city authority and militia. The Government initiated the Women of Karelia programme from 1997 with the objective of improving the position of women in employment. Six official area-based Women's Forums were established, meeting once or twice a year to discuss gender-related issues and to advise the government. Awareness of family violence was increased amongst both law enforcement agencies and citizens, and a number of crisis centres (women initiatives), shelters and telephone hotlines were set up by women and officials.





However, as in the rest of Russia, engagement with gender issues has diminished in recent years. Annual reports on the Women in Karelia programme stopped in 2005. The Women's Forums were merged with broader Civil Forums in 2007, bringing to an end the regular gender-focused discussions. Some of the crisis centres have closed and the release of gendered data about violent victimisation stopped in 2005 in Karelia and Russia.

Service providers in Petrozavodsk, including NGOs, the police and the city authorities, have established a good working relationship and implemented several initiatives to prevent and reduce violence against women since 1998. There are, in fact, 25 women's NGOs based in the city (some of them operating across the Republic). A first women's safety audit was conducted in 2007 and safety initiatives have taken place in the university. The social centre, *Istoky*, offering shelter and other services to women with children who have suffered violence, has accommodated 532 women and 300 children since it was opened 10 years ago.

The police service has adopted a protocol for police response to sexual assault and there are special cells for women offenders in police stations. A series of seminars and training events on safety and inclusion was delivered for urban planners, police officers, local authority staff and others stakeholders by women's NGOs and other community groups. However, no systematically collected statistical data is available on the occurrence of violence that distinguishes victims by gender, so it is difficult to assess the scale of the problem and how this is changing over time.

As elsewhere in Russia, transport-related safety is a major concern in Petrozavodsk. Injury and death rates amongst pedestrians and vehicle occupants are extremely high and both are believed to impact disproportionately on women. Officials, ICIWF community groups (including the women's grassroots organisation Citizens and House) have worked together to analyse the problem and inform responses. The safety of staff and passengers on public transport, especially women, is also being researched in a joint project by ICIWF and the women's grassroots organisation Citizens and House.

## INFORMATION ON VIOLENCE AGAINST WOMEN AND WOMEN'S SAFETY

Crime data in Petrozavodsk is collected by the city's Department of Internal Affairs and by the Karelian Ministry of Internal Affairs. Data is reported at internal city meetings, though the media are sometimes informed of results. According to analysts from the Karelian Ministry of Internal Affairs, the vast majority of reported violent crimes occur within the home and about 70 per cent are committed while the perpetrator is under the influence of alcohol. As mentioned above, analysis of crime data is difficult, since figures for the Republic are not normally disaggregated.

In the absence of any alternative, figures are presented below for the Republic, but it is not known whether the amount of crime in Petrozavodsk is proportionate to its population (the population of Petrozavodsk represents approximately 40 per cent of the Republic) or whether the pattern of offences is the same there as in the rest of the Republic. Also, no systematically collected statistical data is available on the occurrence of violence that distinguishes victims by gender, so it is difficult to assess the scale of the problem and how this is changing over time.



## CONTEXT – PROJECT SITES

Street surveys were conducted in Petrozavodsk in the areas of Kukkovka and Golikovka, which adjoin each other, but are split by a railway line.

Kukkovka is a suburb located on the outskirts of the city, surrounded by woods. It has 31 500 residents. It can be reached from the city centre by two trolleybus routes. Both residences and businesses are located in this area, as well as two schools, a market, a university and several kindergartens.

Golikovka is located in the old part of the city. It has 13 900 residents. There are two schools, two orphanages, a nursery, shops, a cinema, several hostels, two colleges and a market in the area.



Image Source: <http://maps.yandex.ru/>.

Women's safety audits were conducted in Kukkovka, Golikovka and the residential area of Kluchevaya. Kluchevaya is the final stop on the Sudostroitelnaya public transport line – it is quite far from the city centre. It is situated in the south part of Petrozavodsk between Onego Lake and an area with several railway lines. Kluchevaya was previously known as an undesirable area of the city, but it has recently undergone some development. For example, grocers, pharmacies, a shopping centre and some children's playgrounds have been built in the area. There are several schools, a medical clinic and social services in the area as well.

Project sites were chosen due to their proximity to the Kroo Citizens and Housing Resource Centre (to help develop relationships with residents). Survey results and analysis of available crime data also contributed to site selection.

## FOCUS GROUP DISCUSSIONS

In Petrozavodsk, FGDs were conducted with the following five groups:

- ▶▶ Transport representatives (from the Drivers' Association, trolleybus services, minibus services, taxi drivers and officers from the Trolleybus Administration and the municipal Transport and Communication Department)
- ▶▶ Elderly women
- ▶▶ Young mothers
- ▶▶ Young women (students from the Education Centre of the Karelian Ministry of Internal Affairs)
- ▶▶ Women from ethnic minorities/countries other than Russia and other women's NGOs.

Although few participants spoke of personal experiences of victimisation, several had heard of people who had suffered violence, had been threatened, or had property stolen. Many different participants recounted stories with examples of women experiencing sexual assault in the city centre, a knife attack in a lift, a robbery in a residential block, attacks from drunken youths who threw bottles, and bogus callers preying on older citizens.



Participants from the young mothers FGD.  
Photo: ICIWF

## SAFE SPACES

In all groups it was stated that the city, especially the city centre, is fairly safe for women and girls in the daytime. However, examples were given in FGDs of situations that took place in the daytime.

## UNSAFE SPACES

Participants stated that there are no totally safe public spaces in Petrozavodsk after dark. Most participants stated that at certain times, in certain public spaces, Petrozavodsk can be an unsafe place for women.

Entrances to residential blocks and dark paths under the railway were identified as locations where there is a high risk of attack. Additionally, participants noted that parks, woods and the quay area are places which should be avoided after dark. However, participants also noted that walking through such areas is sometimes unavoidable because not all residences are easily accessible by public transport. Several participants expressed anxiety about the Neglinki River because they knew of women who had been exposed to “flashers” in the area. Participants also mentioned that they felt insecure in areas where young people gathered and reportedly committed crimes, such as school yards and kindergarten yards, which are normally poorly lit or not lit and empty in the evenings. More generally, the presence of alcoholics, stray dogs and general lack of maintenance in public spaces was said to increase participants’ feelings of insecurity. As one woman said, even though she had not personally experienced violence, her peace of mind is affected by such situations.

Minority women reported that there were many public places in the city where they felt unsafe. Although few stated that they had personally been victims of violent crime, several participants described what had happened to acquaintances or been reported in the media. These participants recounted stories about the robbery of a woman by 10- and 12-year-old boys, a woman attacked with a knife at 10am, and the rape of a young woman in a park.



## FACTORS ASSOCIATED WITH LACK OF SAFETY

### TRANSPORT AND TRAFFIC SAFETY

Participants spoke extensively about matters related to traffic accidents and transport more generally. This subject appeared to be considered the most serious issue related to safety that many participants face. While traffic safety is not linked to violence against women, the data on this topic was nonetheless included here because the FGDs highlighted how women have specific concerns in this area which can be addressed in order to promote gender inclusion in Petrozavodsk's public life.

Groups reported that they are fearful of pedestrians being injured by speeding drivers, especially when crossing roads with children. It was noted that safety is also compromised by lack of pavements in the city. Additionally, participants stated that using (private) minibuses is risky because minibus drivers tend to break speed limits, ignore other traffic regulations and drive when drunk.

Several participants expressed concern about passenger safety. Elderly women reported that trolleybus passengers are at risk of being insulted by the drivers or attacked by drunken or aggressive passengers. Young mothers reported that they have difficulty getting on and off public transport vehicles with a pram. Participants also said that they felt unsafe while waiting alone in the dark at a bus stop, being on a trolley bus or using a taxi.

Separate safety concerns were pinpointed for those working in the public transport industry. Public transport workers, including women, described several attacks experienced by bus drivers and conductors. These attacks occurred while the drivers and conductors were working or while they were on their way to/from work, which was often early morning or late at night. This group explained that their employer tried to provide security by assigning women drivers to routes that are considered safe and by providing transport from the workplace to home. However, even with this additional transport service, women drivers reported that they are not normally dropped at their door, and therefore still feel vulnerable during part of their daily commute. Participants reported that they know one driver who left her job because of the trauma caused by a violent attack.

Public transport drivers also reported that they were at risk of injury because they must often make sudden stops due to bad road conditions and heavy traffic.

### INFRASTRUCTURE

Several participants mentioned that aspects of the urban infrastructure made them feel unsafe. In particular, the poor state of, and in some areas total lack of, pavements was mentioned, as was the presence of icy walking surfaces in winter. Poor street lighting and poor lighting at entrances to residential blocks were other concerns that were mentioned. Participants said that women's safety could be improved with the provision of better street lighting, better signage about emergency services, pedestrian crossings at major junctions, and better environmental maintenance.



## ALCOHOL AND DRUGS AND ANTI-SOCIAL BEHAVIOUR

Participants expressed strong anxiety about groups under the influence of alcohol or illegal drugs, groups of youths and “dysfunctional families”. A few participants also attributed safety problems to groups of ex-offenders and “gypsies”. Anti-social behaviour such as drunkenness, rowdiness and the use of obscene/explicit language was a major concern and was largely associated with men. Such behaviour reportedly made women from the minority and young mother focus groups feel extremely uncomfortable. Both young women and elderly women said that they felt unsafe in areas where there was open alcohol usage.

## EXPERIENCES WITH THE MILITIA (POLICE)

In emergency situations, several participants reported calling the militia, which responded promptly. However, participants also stated that the militia needed to give more attention to dangerous incidents and take firmer action with criminals. In particular, participants said that the militia seemed unwilling to act against youths committing crimes.

Some participants expressed regret that the horse militia patrols along the quay seem to have disappeared.

In the view of the transport workers, safety is improved by the presence of the militia officers and the use of CCTV cameras. They said that the establishment of visible police posts in busy areas of the city appears to have reduced disorder and increased citizens’ sense of safety. Consequently, they were disappointed that the use of such posts has been suspended.

## STRATEGIES AND RESPONSES

The most common strategy for avoiding violence and sexual assault was expressed by the young mothers group, who stated that they avoid going out at night without their husband. Elderly women and students also said that they do not go out at night. Participants also reported that they avoid dark or empty spaces, as well as groups of teenagers or rowdy men. Others said that when they do go in public, they remain vigilant at all times.

An elderly woman reported that when she was younger, she carried a gas cylinder for protection against an assailant. Participants from the student group reported using the same strategy.

In two focus groups it was stated that women take precautions when using lifts: they look around before entering if they are alone and avoid entering with unknown men.

Some participants, including young mothers and women from minority groups suggested that women themselves are responsible for avoiding violence and should dress modestly.





## SUGGESTIONS AND RECOMMENDATIONS

To give women a greater sense of safety, the student group suggested that more emphasis be placed on encouraging and enforcing good behaviour in children. Parents were seen to have an important role to play in ensuring the safety of their children and managing their behaviour.

Participants also suggested other social responses, such as pressuring trade unions to take action on safety issues, or promoting responsibility for safety among neighbours so that they act together to keep each other safe.

In addition, participants also recommended several changes be made in the physical environment through building design improvements (e.g. better lighting in communal areas and the addition of entry phones) and better maintenance.

Several specific suggestions were made for improving women's safety in Petrozavodsk:

- ▶▶ improved lighting in streets and yards
- ▶▶ improved maintenance and renovation of neglected buildings and areas
- ▶▶ a campaign about safety in the media and in educational institutions
- ▶▶ the creation of policies and programmes which address the needs of youth and increase the budget for sports, schools and youth clubs
- ▶▶ improved awareness of district militia officers in the community, perhaps through a community policing initiative
- ▶▶ increased foot patrols by militia officers, as opposed to patrols in cars
- ▶▶ education and training for women on self-protection and self-defense
- ▶▶ provision of printed emergency contact lists for the public.



### STREET SURVEYS

Five hundred street surveys were conducted in Petrozavodsk in the Golikovka (249) and Kukkovka (251) areas. It should be noted that in this city, only 23 per cent (117 women) agreed to answer personal questions. Therefore, there is a much smaller sample size for a majority of the survey questions. All surveys were conducted in October 2009 in 19 separate locations (e.g. at a market, near a theatre, outside of a school).

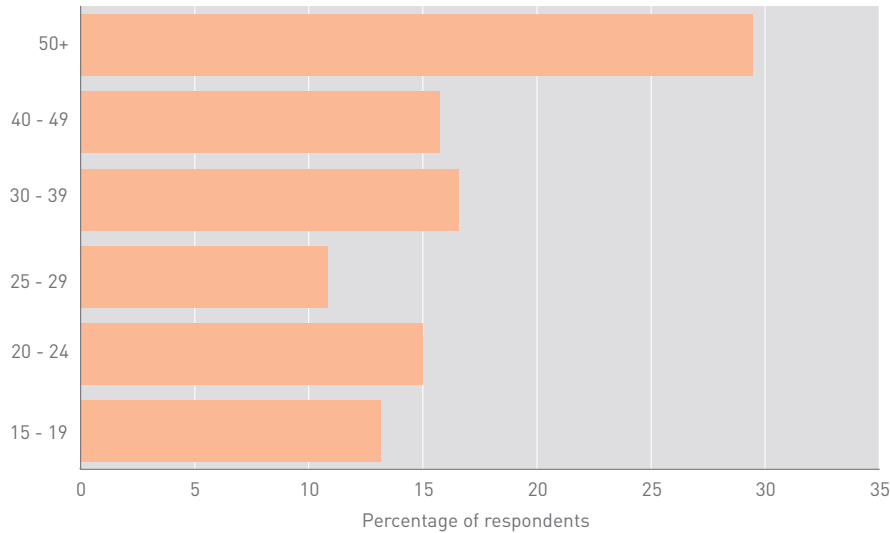
Eighty-seven per cent of respondents lived, worked or studied in the area where questioned and most were present in it daily. Respondents were generally long-standing residents of Petrozavodsk, with 83 per cent having lived there longer than five years. Fifty-seven per cent of respondents



GICP street survey being conducted in Petrozavodsk.  
Photo: ICIWF

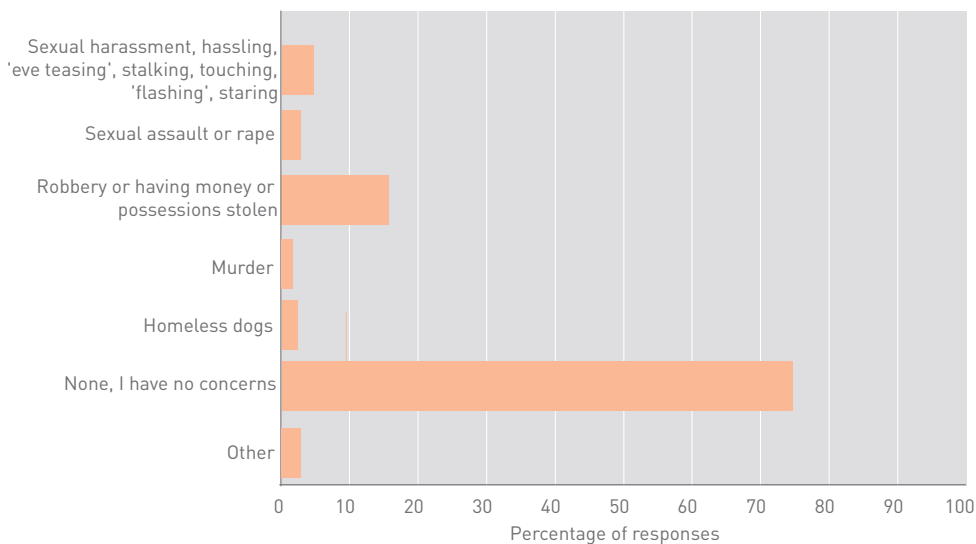
reported completing university or college and 36 per cent reported completing secondary school. The most common occupation among respondents was “lower employee/ managerial/ professional occupations” (33 per cent). Over half of respondents stated that their monthly income was below average (59 per cent), while 26 per cent stated that their income was average and 13 per cent stated that it was above average. Older and middle-aged women were most strongly represented in the survey sample (Figure 26).

**FIGURE 26**  
**PETROZAVODSK STREET SURVEY - AGE OF RESPONDENTS**



Three-quarters of respondents indicated that they had no personal safety concerns when in the survey areas. Of the remainder, 16 per cent reported concern about “robbery or having money or possessions stolen” and just 4 per cent reported concern about “sexual harassment, hassling, ‘eve teasing’, stalking, touching, ‘flashing’ or staring” (Figure 27).

**FIGURE 27**  
**PETROZAVODSK STREET SURVEY - WHAT PERSONAL SAFETY RISKS CONCERN YOU MOST WHEN YOU ARE IN THIS AREA?**

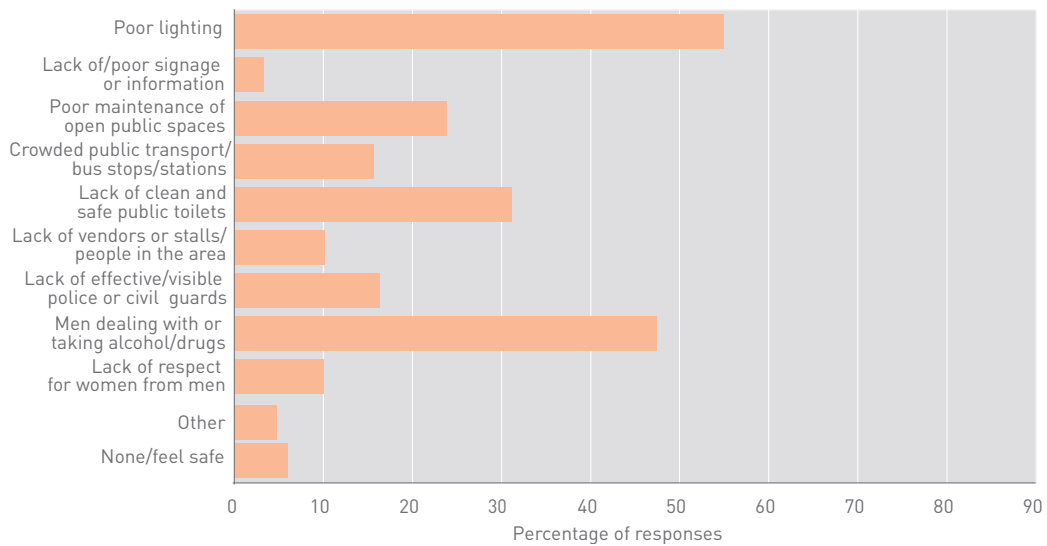




However, when asked about environmental factors contributing to feelings of unsafety in the area, more than half of all survey respondents noted “poor street lighting” (54 per cent). Also, 47 per cent of all survey respondents identified “men dealing with or taking alcohol/drugs” as a factor, 31 per cent of respondents identified “lack of clean and safe public toilets” as a factor, and 23 per cent identified “poor maintenance of open public spaces” as a factor (Figure 28).

**FIGURE 28**

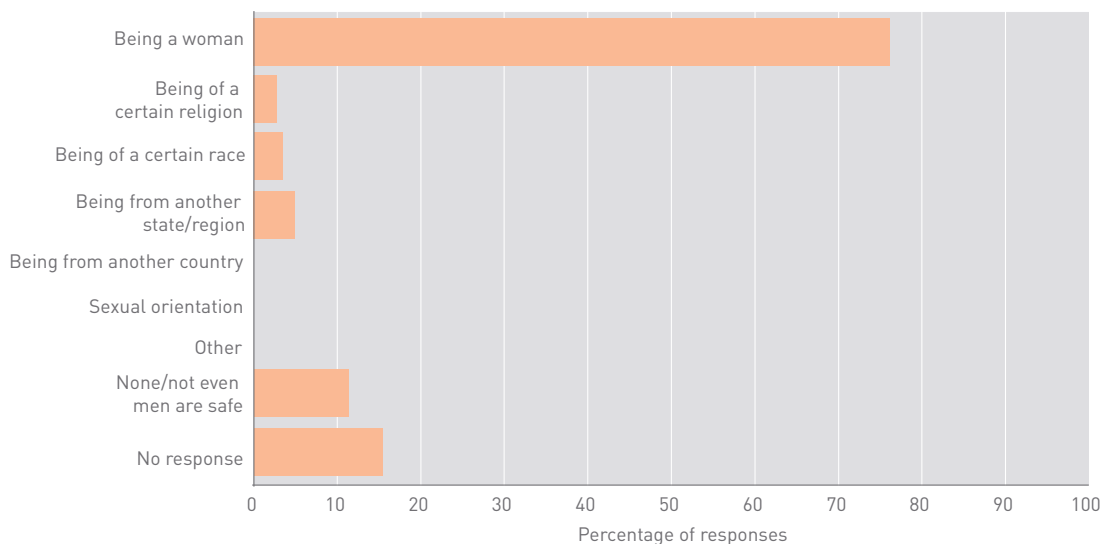
**PETROZAVODSK STREET SURVEY - IN THIS AREA, WHICH FACTORS CONTRIBUTE TO YOU FEELING UNSAFE?**



Among those respondents who did agree to answer personal questions, 76 per cent reported that “being a woman” had an effect on personal safety in the area (Figure 29).

**FIGURE 29**

**PETROZAVODSK STREET SURVEY - DO ANY OF THESE FACTORS AFFECT YOUR PERSONAL SAFETY IN THIS AREA?**

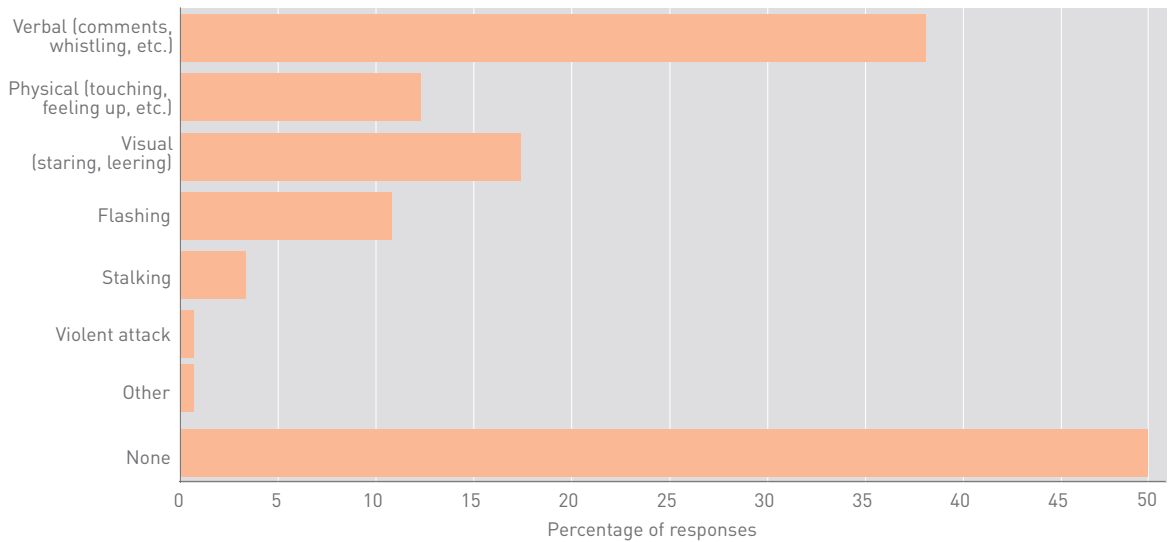


Within the survey sample, almost half of respondents reported experiencing incident(s) of sexual harassment/assault in the area in the previous year. Most of this harassment/assault was verbal in nature (38 per cent). However, 17 per cent reported experiencing visual harassment, 12 per cent reported experiencing physical harassment and 11 per cent reported being flashed (Figure 30).



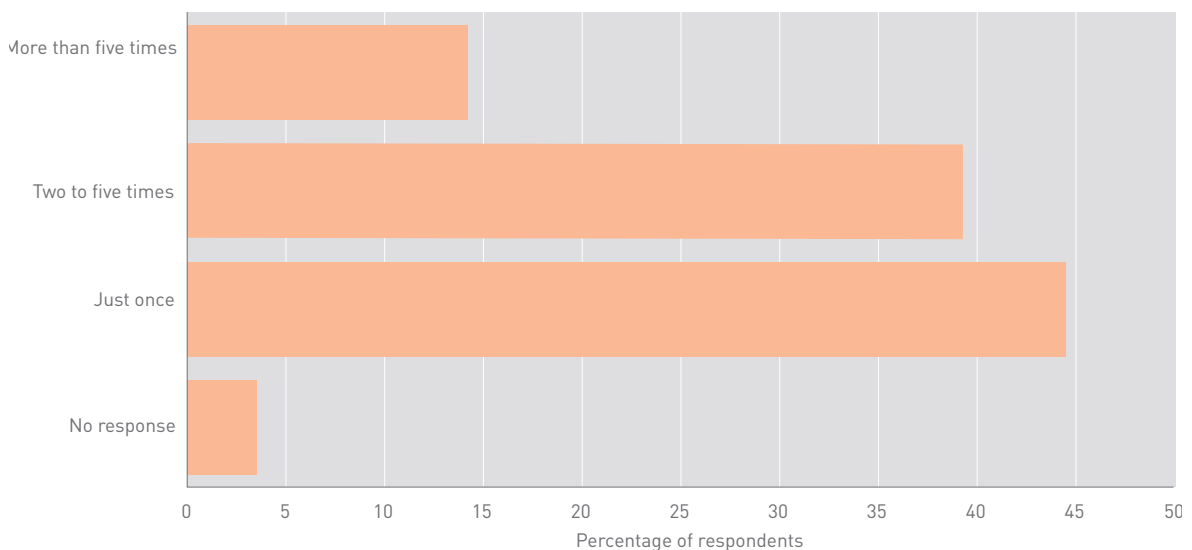
GICP street survey being conducted in Petrozavodsk.  
Photo: ICIWF

**FIGURE 30**  
**PETROZAVODSK STREET SURVEY - WHAT KIND(S) OF SEXUAL HARASSMENT/ASSAULT HAVE YOU FACED IN PUBLIC PLACES IN THE LAST YEAR?**



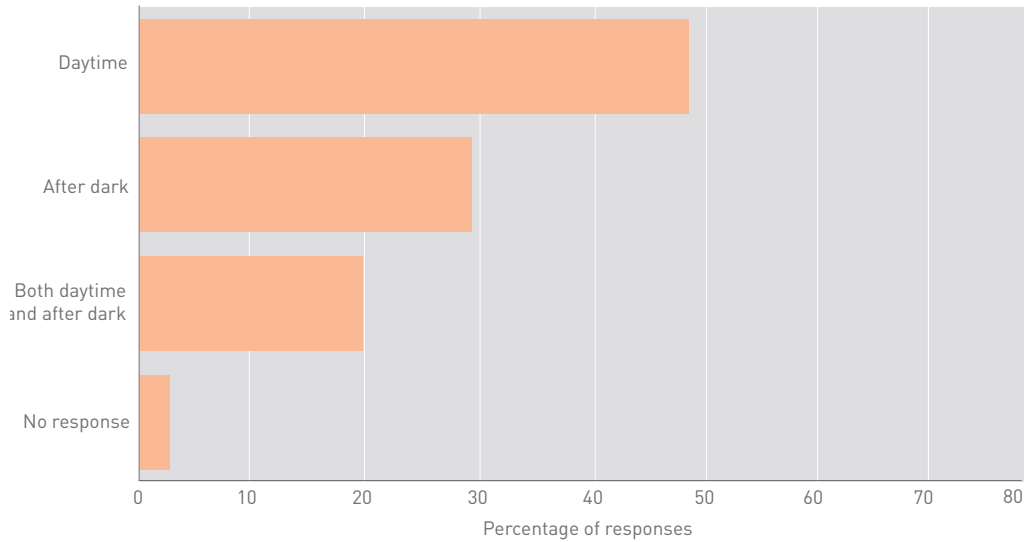
More than half of the respondents who reported being sexually harassed/assaulted experienced this on multiple occasions, with 14 per cent reporting more than five incidents (Figure 31).

**FIGURE 31**  
**PETROZAVODSK STREET SURVEY - HOW OFTEN HAVE YOU EXPERIENCED INCIDENTS OF SEXUAL HARASSMENT/ASSAULT IN THIS AREA IN THE PAST YEAR?**



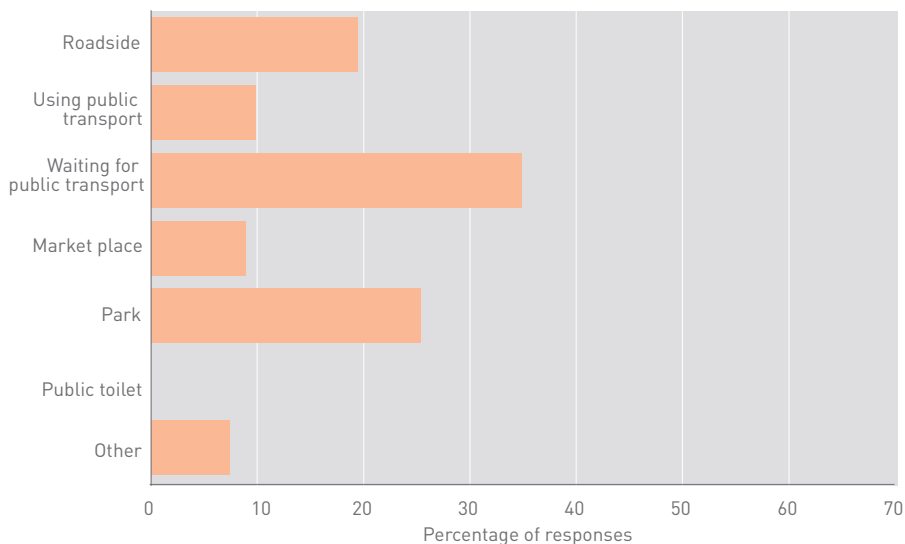
Almost half of respondents (47 per cent) experienced incidents of sexual harassment/assault during the daytime, while 29 per cent reported experiencing incidents after dark (Figure 32).

**FIGURE 32**  
**PETROZAVODSK STREET SURVEY - AT WHAT TIME A DAY DID THE INCIDENTS OF SEXUAL HARASSMENT/ASSAULT OCCUR?**



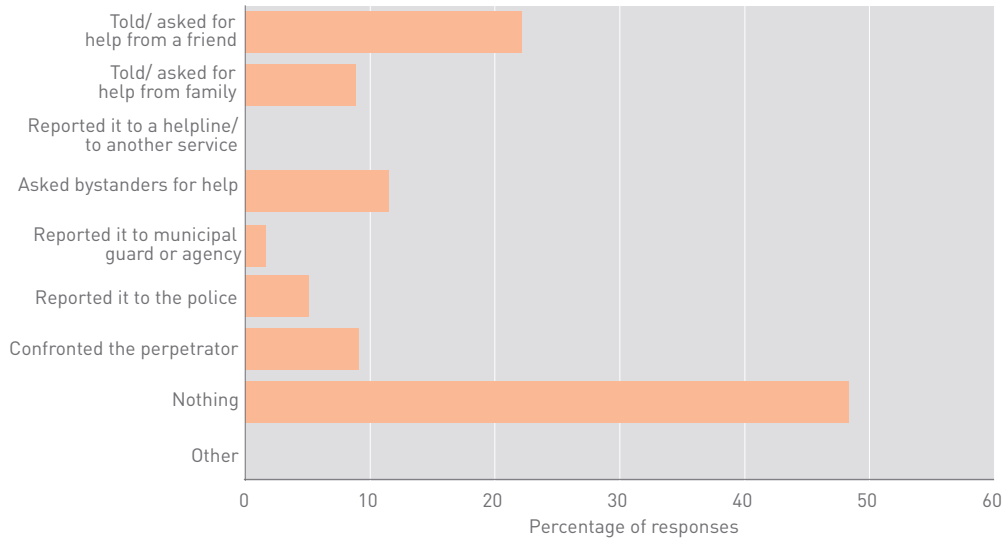
Many incidents of sexual harassment/assault reported by respondents occurred in connection with public transport, either while waiting for public transport (34 per cent) or while using it (10 per cent). Additionally, 25 per cent of incidents took place in a public park and 19 per cent of incidents took place on the roadside. Respondents also identified the common space of the home and school stadiums as other places where harassment/assault took place (Figure 33).

**FIGURE 33**  
**PETROZAVODSK STREET SURVEY - IN WHICH SPECIFIC PUBLIC SPACES HAVE YOU FACED SEXUAL HARASSMENT/ASSAULT IN THE PAST YEAR?**



Almost half (47 per cent) of those respondents who reported experiencing sexual harassment/assault never took any action. Amongst those that did, the most common response was to speak to, or request for help from, a friend (22 per cent). A few asked bystanders for assistance or confronted the perpetrator (8 per cent each) and even fewer reported the incident to the police (5 per cent) (Figure 34).

**FIGURE 34**  
**PETROZAVODSK STREET SURVEY - ON THE OCCASIONS IN THE PAST YEAR WHEN YOU WERE SEXUALLY HARASSED/ASSAULTED, WHAT DID YOU DO?**



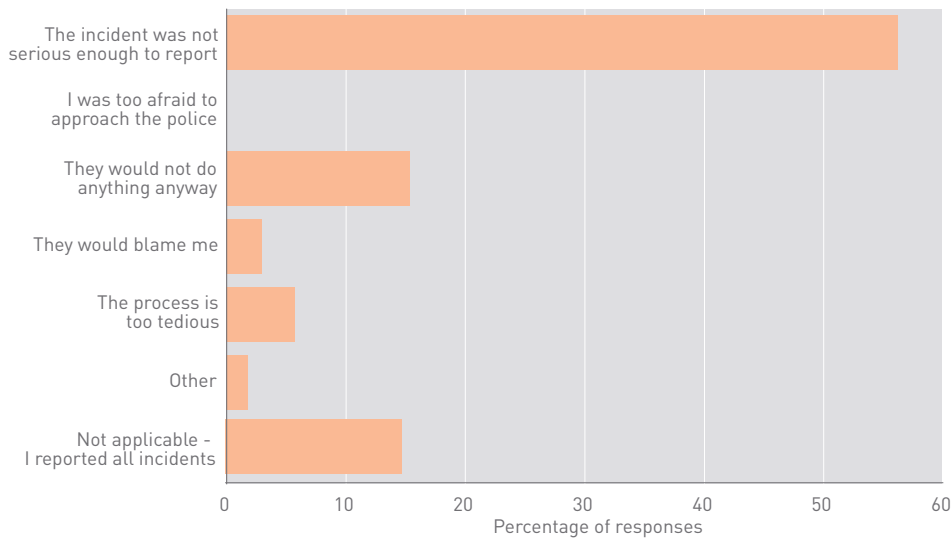
Of the five per cent of respondents (3 women) who did report incidents of sexual harassment/assault to the police in the past year, one woman reported experiencing verbal harassment, one woman reported experiencing physical harassment and one woman reported being flashed. Two out of the three women reported that the police minimised or trivialized the incident that she reported, while one woman stated that the police recorded the incident and one woman stated that the police investigated the incident.

The reason that most respondents (56 per cent) did not report incident(s) of sexual harassment/assault to the police was that they did not think the incident was serious enough to report. Also, 15 per cent of respondents said that they did not report the incident(s) because they believed that the police would not do anything anyways (Figure 35).



**FIGURE 35**

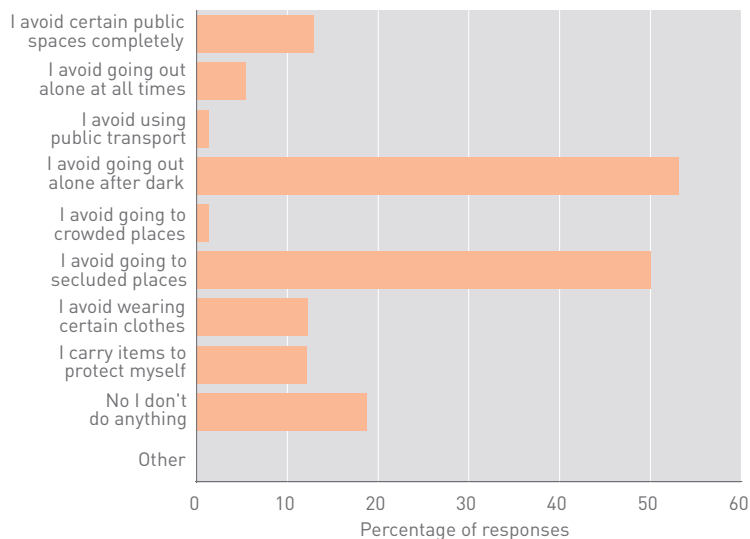
**PETROZAVODSK STREET SURVEY - IN THE PAST YEAR, WHY HAVE YOU NOT REPORTED SOME/ALL INCIDENTS TO THE POLICE?**



In spite of the fact that few survey respondents reported concern about sexual harassment/assault, 80 per cent of respondents reported that they take certain actions to avoid harassment/assault from occurring. More than half of the respondents (53 per cent) reported that they avoided going out alone after dark and half reported that they avoided going to secluded spaces. Thirteen per cent of respondents reported that they avoided certain public spaces completely and 12 per cent reported that they avoided wearing certain clothes. Twelve per cent of respondents also reported that they carried items to protect themselves (Figure 36).

**FIGURE 36**

**PETROZAVODSK STREET SURVEY - WHEN IN THIS AREA, DO YOU DO ANY OF THE FOLLOWING TO AVOID SEXUAL HARASSMENT/ASSAULT?**



## ▶▶ WOMEN'S SAFETY AUDITS

WSAs were conducted in three areas of Petrozavodsk (Golikovka, Kukkova and Klyuchevaya) in December 2009. These areas were chosen based on the results from FGDs and street surveys. In all, six WSAs were conducted. Only women participated in the WSAs and a concerted effort was exercised to include representatives of different ages and social statuses. WSA participants included:

- ▶▶ one member of the local advisory council
- ▶▶ one employee of city administration
- ▶▶ representatives from public organizations such as “My house” and “Citizens and House”
- ▶▶ one city councilor assistant
- ▶▶ local community members.

The amalgamated results from WSAs in all three areas are presented, unless otherwise stated.



	pedestrian crossing
	Garage, parking
	bus stop
	street police patrol in glass booth
	green area
	Telephone booth
	disposal tip, garbage
	Dump of twigs
	local police station
	Kindergarten
	Market
	danger transfer
	Deserted building
	Remote wall with graffiti, bad lighting
	bad lighting, fall bearing
	Deserted old Onego-factory

This is an example of the maps that were created in the GICP WSA process in Petrozavodsk. This map represents many obstacles for women's safety, including abandoned buildings and areas which lack lighting.





## WSA FINDINGS

On the whole, WSA participants of all ages said that they felt safe while walking on the city streets, or while visiting shops and markets. They noticed that most women went about purposefully and were able to access most spaces. Participants also said that they felt a sense of security from knowing that people watch the streets from the windows and balconies of their houses, shops and offices. They also noted that public spaces felt less safe in the afternoon and after dark when there was not as much informal surveillance. WSA participants also reported that public spaces are less safe during the winter because it becomes dark early and fewer people spend time in public or outdoors.



GICP WSA team noting a derelict space in Petrozavosk  
Photo: ICIWF

Participants in the WSA walks identified the following factors which cause lack of safety and exclusion for women:

- ▶▶ poor maintenance of spaces like courtyards, garages, unused building sites and Lososinki Quay
- ▶▶ pavements of inconsistent size and quality which are difficult to traverse for people with mobility issues and for women with buggies
- ▶▶ poor maintenance of sidewalks and other public spaces in markets
- ▶▶ lack of public toilets in markets (with the exception of Golikovsky Market)
- ▶▶ poor lighting in certain locations, such as on Lososinki Quay
- ▶▶ vision is limited in residential areas because the older houses have been built very close together
- ▶▶ unregulated street crossings where people tend to run in front of fast-moving traffic.

Some specific factors related to lack of safety and gender exclusion were also identified with reference to each of the WSA sites:

### ***Golikovka***

- ▶▶ the bank of the Lososinka River is poorly maintained and is known as a place where “flashers” expose themselves to women
- ▶▶ poor lighting
- ▶▶ lack of good traffic-lights and proper signage at some crossings on Kalinin Street





### ***Kukkovka***

- ▶▶ courtyards are poorly lit
- ▶▶ roads and pavements are in poor condition
- ▶▶ lack of route and scheduling information at bus stops

### ***Klyuchevaya***

- ▶▶ poor maintenance of bus terminal site
- ▶▶ many closed stalls in Kljuchevsky Market, making the area difficult to navigate
- ▶▶ stray dogs.

Participants also identified factors which positively affect women's safety and inclusion:

- ▶▶ most bus stops are well-maintained
- ▶▶ public transport is well-organized, connecting all parts of the city with trolleybus and shuttle bus routes and taxi services
- ▶▶ clear sightlines exist on main streets
- ▶▶ street lighting is turned off and on at appropriate times
- ▶▶ house windows, shop windows, publicity boards, and numerous stalls provide illumination for public spaces
- ▶▶ drivers follow traffic regulations where well-equipped street crossings are provided
- ▶▶ many citizens know which phone numbers to use in case of an emergency.

### **WSA RECOMMENDATIONS**

Most women that WSA participants spoke to said that they are aware of emergency numbers but felt that this information could be made more accessible (e.g. provided on social advertising boards).



## CONCLUSION

Analyzing data from Petrozavodsk was somewhat challenging because a large number of street survey respondents stated that they did not have any safety concerns and a large number of respondents refused to answer questions about personal experiences of sexual harassment/assault. However, respondents did reveal some general safety concerns, as nearly 80 per cent reported taking precautions such as avoiding dark areas, secluded spots and areas near the river where incidents of sexual assault have been reported in the past. This reluctance to speak about harassment and violence needs to be understood within a societal context where there is neither a culture of speaking about such issues, nor widespread awareness of the issue.

Significantly more in-depth data on women's safety was gathered during FGDs and WSAs where participants spoke more openly about the kinds of issues that cause them to feel unsafe.

All data collected in Petrozavodsk pointed clearly to the current state of the public transport service and poor infrastructure as leading factors associated with lack of safety for women and girls. Lack of proper lighting and pavements were highlighted as a concern by many women. Parks were also seen as unsafe by several women, including women with young children.

Public transport service and bus stops were identified as unsafe in Petrozavodsk. In addition, the presence of men under the influence of alcohol in buses was reported as making women feel insecure. This was one instance where research participants did mention facing sexual harassment also. Furthermore, research indicates that general traffic concerns negatively affect women's access to the city.

The findings from FGDs and WSAs also indicated that some women in Petrozavodsk fear of men under the influence of alcohol and drugs and youth who hang out in groups.

The militia or police were generally seen in a positive light by research participants. They reported that the militia were prompt in responding to emergency calls and they felt that the installation of CCTVs has had a positive impact on reducing crime and violence in the city. Some women also mentioned that militia presence in certain areas has been reduced in some areas, leading to heightened insecurity.

It is clear that a range of strategies should be adopted to create safer surroundings for women in Petrozavodsk. While there is a need to address infrastructure and services through better planning and design, the research also indicates that there may also be a need to create greater awareness of the issue of women's safety and gender inclusion. It is recommended here that any future awareness-raising campaigns address the role of men and youth in creating safer and more inclusive cities, in order to address any fears women may have regarding these groups.



# Chapter 6

## GICP Baseline Findings from Dar es Salaam, Tanzania

### ▶▶ CONTEXT – DAR ES SALAAM

**D**ar es Salaam is located on the east coast of Tanzania. In addition to being a city, it also functions as an administrative province. Dar es Salaam is the largest city in the country and has an estimated population of 3 058 000 and this is divided into the three municipalities of Ilala (780 522), Kinondoni (1 333 001) and Temeke (944 477). Average population density in built-up areas of the city is 104 persons per hectare.

The city is experiencing rapid population growth, averaging 4.3 per cent per annum. Most of the new urban growth and expansion is, however, taking place in an unplanned manner with inadequate services, an acute shortage of housing, high rates of unemployment and widening income disparities. According to UN-HABITAT, Dar es Salaam, which was ranked as nineteenth among the largest urban areas in Africa in 1980, is expected to be among the “top ten” African Cities by 2025. The relatively high population growth rate can be attributed to high birth rates, immigration and, more significantly, by increases in job seekers and entrepreneurs from neighbouring regions. It can also, to a lesser extent, be attributed to increases in migrants from nearby conflict-prone zones, such as the Democratic Republic of the Congo.



Image source: [http://en.wikipedia.org/wiki/File:Tanzania\\_location\\_map.svg](http://en.wikipedia.org/wiki/File:Tanzania_location_map.svg).



## ECONOMY

Dar es Salaam plays a very important role in national development. Not only is the city larger than any other urban entity in Tanzania, it is also the main point of contact with the global economy. Trade and commerce accounts for the largest amount of the workforce in Dar es Salaam (29 per cent). Other major employment sectors are public administration, education and agriculture.

The 2007 Household Budget Survey revealed that 16.4 per cent of households in Dar es Salaam live below the 'basic needs' poverty line. Liberalisation of Tanzania's economy during the 1980s resulted in the closure of several state-owned manufacturing operations, the collapse of manufacturing activities in Dar es Salaam and other cities, and a resulting loss of jobs. The dwindling employment opportunities in the formal sector have resulted in a boom in the informal sector, which now employs up to 50 per cent of the labour force in the city. Between 1992 and 2000, formal employment in Dar es Salaam declined from 64 per cent to 42 per cent while self-employment rose from 29 to 43 per cent.

## POLICIES AND PROGRAMMES ADDRESSING WOMEN'S SAFETY

Thirty per cent of the representatives in Tanzania's National Assembly were women in 2009. In Tanzania and Dar es Salaam, several policies touch on women's safety, women's equality and VAWG. At the national level, the Tanzania Development Vision (2025) aims to create a society in which there is, among other things, equal opportunity to all citizens to participate in and contribute to the development of the nation, paying attention to minority and disadvantaged groups. The policy also aims at affirmative action towards vulnerable groups, gender equality and empowerment of women. The documents associated with this plan also stipulate that safety and security issues associated with gender-based violence are increasingly important within the agenda on sustainable urbanization. These documents further show gender-based violence is a crosscutting challenge that needs to be addressed by various actors.

The National Strategy for Growth and Reduction of Poverty popularly known as MKUKUTA (Kiswahili acronym) stresses that safety is a major concern for the urban poor. MKUKUTA underscores the value of establishing social safety nets to address vulnerable groups at both local and central levels of government administration. In addition, this policy addresses improved governance of judicial systems, crime reduction, and the elimination of sexual abuse and domestic violence.

The Women and Gender Development Policy was formulated in 2000 and aims to ensure that all national policies, programmes and strategies become gender mainstreamed. It also aims to reach international and regional level governance. In order to meet these objectives, the government has established mechanisms for coordinated monitoring and evaluation of gender development policies and gender mainstreaming programmes and plans. As part of this policy, a ministry responsible for gender development has been established, as have Gender Desks within other ministries, independent departments, and Regional and District Authorities. The National Strategy for Gender Development was established in 2005 in order to implement the Women and Gender Policy in a more harmonized manner.



In Tanzania, there is also a National Strategy on Urban Crime Prevention, which was established in 2008. The primary objective of this policy is to create safe local environments where citizens are assured of living in peace and harmony, without fear of crime or domestic violence and where there is security of property. The policy focuses on building capacities at the municipal and city levels. Using the Safer Cities Approach, interventions focus on three main areas:

- 1.** Institutional prevention (focusing on law enforcement and alternative forms of justice)
- 2.** Prevention through design, planning and management of public and semi-public spaces and
- 3.** Social crime and violence prevention through empowerment (focusing on marginalized groups, groups at risk or vulnerable groups, including youth and women).

Dar es Salaam also has some legislation which addresses women's safety and/or VAW. For example, *personal safety and security* are enshrined in Articles 13, 14 and 16 of the Constitution of the United Republic of Tanzania, 1977 (revised edition 2002).

The national Sexual Offences (Special Provisions) Act of 1998 has introduced new offences to the criminal code such as sexual harassment, sexual abuse and human trafficking. The act aims to protect the dignity and integrity of women by providing tough punishments to perpetrators.

In terms of legislation on domestic violence, there are some noticeable gaps. For instance, in the Law of Marriage Act 1971, it is stated that grounds for divorce include acts of "sexual perversion". However, other forms of abuse are not included as relevant. Also the Penal Code does not address GBV specifically and does not account for all forms of domestic abuse. Moreover, the Sexual Offences (Special Provision) Act of 1998, which addresses rape, indecent assault, sexual harassment, and female genital mutilation, does not include marital rape as a punishable offence.

The city promotes gender equality mainly in education and economic activities. For example, in 1999, female pupils were allocated 1 459 places for secondary education, compared to 1 241 places for male pupils. In another example, between 1995 and 1999, the city allocated 220 000 USD for the promotion of women's economic activities, making available loans under simple and affordable terms to about 489 women's groups. The city has also provided training in business administration and organisation to about 1 500 women.

Also at the city level, Gender Desks for Women have been established in police stations. This is a pilot programme to provide support for victims of gender-based violence.



## INFORMATION ON VIOLENCE AGAINST WOMEN AND WOMEN'S SAFETY

Statistical information on violence against women and girls is mainly collected by police in Dar es Salaam. This data is reported by the Minister Responsible for Home Affairs during annual budgetary sessions and is subsequently published by the media. In Dar es Salaam, the annual comparative crime rate<sup>14</sup> has been on the increase at a rate of 8-12 per cent (Table 4). Dar es Salaam also accounts for 24-28 per cent of all crime reported to police nationally. Between 2000 and 2007 the average annual crime rate for Dar es Salaam, as compared to the national crime rate, was 28.6 per cent.

**TABLE 4**  
**CRIME STATISTICS REPORTED TO POLICE 2003 – 2007 IN DAR ES SALAAM**

Year	Total no. of reported cases of sexual abuse	Total no. of all reported crimes	Percentage of sexual abuse crimes reported
2003	3577	78 142	4.58
2004	5109	366 366	1.40
2005	4417	438 642	1.00
2006	4790	410 664	1.20
2007	9441	735 481	1.30

In addition to police statistics, the Safer Cities Programme with UN-HABITAT support has conducted victimisation surveys, which gather data on physical, sexual, social and economic abuse. In the 2000 victimisation survey, 42 women abuse survivors were interviewed. Thirty-three of the 42 interview subjects reported economic abuse while 32 reported emotional abuse and 30 reported physical abuse. Nineteen of the interview subjects, almost half, also reported experiencing sexual abuse. Additionally, in the larger victimisation survey it was reported that women, young people between the ages of 15 and 25 years, those with the least education, and those living in 'new suburbs' and 'established suburbs' were least likely to feel safe in Dar es Salaam. Finally, 52 per cent of women in the survey reported feeling unsafe in their own homes, while 47 per cent reported always feeling unsafe.

### CONTEXT – PROJECT SITES

The three municipalities in Dar es Salaam are subdivided into wards. GICP work has focused on project sites within specific wards. Street surveys, safety audits and focus group discussions were conducted in Ubungu ward in the Kinondoni municipality and Keko ward in the Temeke municipality.

Ubungu ward is a fast growing business hub featuring the Up-Country Bus terminal with buses travelling to Kenya, Uganda, Zambia and Malawi. The new Mlimani City complex located close to Ubungu ward has also made the area very popular and the University of Dar es Salaam is partly located there. The area has both planned and unplanned settlements with a mix of middle class and poor communities. The area was chosen by the local GICP Advisory Committee in Dar es Salaam for these characteristics.



Image source: <http://www.maps.google.ca> .

Keko ward is comprised of informal settlements built between two planned areas - the residential area of Changombe and Keko Industrial Area. Much of the land in the ward was originally planned as a green belt, or undeveloped buffer zone. In this area, low income workers employed in nearby industry have constructed houses near their places of employment. The Keko ward population is generally low-income with a few middle-income households, mostly involved in business. The area is well-known for its furniture market and there is a heavy influx of people to it during the day. It is also the location of Keko Prison and the Chang’ombe Vocational Education Training Authority. Due to its proximity to the city centre and to Kariakoo (a main market and business area), land use and population density in Keko ward has continued to intensify, albeit with poor basic services. The area is host to a wide range of crime and is known as a hideout for drug addicts. It is because of these characteristics that the local GICP Advisory Committee recommended the area for detailed study.

## ▶▶ FOCUS GROUP DISCUSSIONS

In Dar es Salaam, FGDs were carried out in the Keko and Ubungu wards. In each ward, discussions were held with the following groups:

- ▶▶ Local women
- ▶▶ Local youth
- ▶▶ Hospital and school service providers
- ▶▶ Transport representatives
- ▶▶ Local leaders.

Thus, in this city, FGDs were conducted with members of vulnerable groups (women and youth) *and* with stakeholders in GICP work (leaders, service providers and transport sector representatives). Amalgamated results are presented here unless otherwise specified.





## SAFE AREAS

Participants said that they feel safe in some areas, such as those around police stations and police posts in ward and sub-ward (*Mtaa*) areas, near hospitals/dispensaries, schools/colleges, places of worship, courthouses, near government buildings (including areas around ward and sub-ward offices) and in areas around private houses or commercial centres that are guarded by police or commercial security guards.

## UNSAFE AREAS

FGD findings indicate that all of the groups in both the Ubungo and Keko wards agree that there are open public areas that are unsafe for women, girls and sometimes even men. Some specific examples of areas that participants reported as unsafe include: the football grounds at Magurumbasi primary school, barber shops (some are known to be unsafe due to men there soliciting girls and women for commercial sexual acts), areas around bridges, the forested area from the Msewe River to the university, and the area around the TAMECO bus terminal.

## FACTORS ASSOCIATED WITH LACK OF SAFETY

### GENERAL FACTORS

Two general points appeared to be widely agreed upon in all FGDs: (1) poverty and unemployment are linked to lack of safety and (2) cultural norms dictate that women should behave and dress in a certain way that is not provocative and does not “show off” in order to avoid becoming targets for sexual harassment.

### POVERTY AND THE NATURE OF INFORMAL SETTLEMENTS

It was noted among FGD participants that growing poverty and unemployment among women and youth often push them to get involved in illicit and unsafe income-generating activities such the selling of illicit liquor (*gongo*), commercial sex, drug trafficking and substance abuse.

Women facing difficult economic situations reported that they are especially vulnerable to sexual harassment and assault as they often have to work long hours and travel by themselves at night.

In addition, it was also said that at Msewe settlement, since there is water shortage, women have to wake up early in the morning to go and fetch water along the University of Dar es Salaam main campus area. While doing so, some of these women have experienced sexual harassment and mugging committed by criminals hiding in forest surrounding the campus.

Also, participants in both Ubungo and Keko agreed that the nature of informal settlements is one of the main reasons for growing insecurity and violence in their communities. Participants noted that informal settlements have narrow, unlit or poorly-lit paths, poor infrastructure, no traffic lights, no street names and traffic congestion. Informal settlement areas were said to be unsafe due to the various criminal activities that occur there, such as muggings and robberies, and sexual offences including rape and sexual harassment. The situation is reportedly further aggravated by a lack of adequate police patrols in and around these areas.



## POOR MAINTENANCE OF OPEN AREAS

Participants reported that many public areas in both Ubungo and Keko are neglected and infrastructure such as street lighting is not maintained. In these poorly maintained areas, participants felt that women are more susceptible to attack. For example, in neglected and unlit cemeteries in Keko, it was reported that youths have assaulted women and girls in the evenings. In another example, participants reported that youth gangs, habitual criminals and drug addicts often frequent an unused football field during the evening, making the area feel unsafe for women.

It was also pointed out that uncontrolled housing development has led to the creation of alleyways and dead-end streets. FGD participants believed that incidents of crime and violence were likely to occur at such sites.

## MISTRUST AMONG NEIGHBOURS

Participants felt that in situations of danger, neighbours and the general public could not always be counted upon for support. It was noted that the provision of support is often dependent upon the nature of the situation and the relationship between the victim and the perpetrator. Moreover, it was noted that in situations of danger, the perpetrator is often related to people in the neighbourhood and is protected by them.

## PUBLIC PERCEPTION OF WOMEN

Participants reported that most women and girls in Dar es Salaam have been brought up to believe that they are physically weak compared to men and boys and are therefore incapable of defending themselves in case of attack. This collective sense of weakness was reported to contribute to women's and girls' sense of insecurity and vulnerability.

Additionally, many participants blamed women for violence. Women were seen as responsible for their own safety and were cautioned to not dress in a "manner that would induce youth into committing sex related offences like rape, sexual harassment and/or insulting the modesty of a woman". It was also suggested that women and girls who dress in elegant, "exclusive" attire with expensive jewellery/ornamentation are likely to attract robbers and muggers. Some service providers mentioned that women do not trust each other and that some women hire men to attack other women.

## EXPERIENCES WITH POLICE

Groups in both areas felt that the police response to situations of violence is poor. Participants in most groups felt that the police are corrupt. Women's group participants said that not many incidents are reported to the police for fear of retaliation from the accused once released. When incidents are reported, participants from the transport group said that there is often no immediate action and that arrests take a long time. Moreover, participants reported that after an arrest, suspects are often immediately released before being taken to court or before a proper investigation is conducted. It was also noted that police appear to be unmotivated and indifferent when issues are reported to them. Moreover, many women felt that the police are insensitive to issues related to crimes against women - possibly because they do not know how to handle such situations.



Participants in the service providers group also observed that some of the police posts in their communities have only two police officers, making it impossible for both officers to leave the post when serious offences are reported in the neighbourhood.

Overall, it seems that participants attributed these problems associated with policing to corruption, inadequate/lack of training on women safety issues, and lack of personnel and infrastructure, especially at community ward and sub-ward (*Mtaa*) level.

## STRATEGIES AND RESPONSES

Participants from different FGDs suggested some of the following strategies as ways of avoiding violence and sexual harassment:

- ▶▶ hide or to turn off phones, jewellery and other valuables before going out in public
- ▶▶ travel with their belongings in a plastic bag, in order to make it clear that they are not carrying any valuables on their person
- ▶▶ ask a man or a familiar person be an escort in public spaces
- ▶▶ walk in groups
- ▶▶ avoid public buses and take taxis instead
- ▶▶ avoid certain spaces.

Participants in the transport group reported adopting several unique responses. For example, participants said that they work to build confidence and trust among themselves. Some participants reported carrying weapons such as screwdrivers in order to protect themselves, while others said that they did not carry weapons in case the weapons were used against them.

## SUGGESTIONS AND RECOMMENDATIONS

Several recommendations among the FGDs were directed towards policing in Ubungo and Keko. All groups suggested that community policing initiatives be established, possibly in conjunction with Neighbourhood Watch activities. Members from the youth group stressed that safety in public places should include absence of fear from criminal attacks and gangs of unemployed youths. Youths suggested that police stations be built in areas with large populations and high crime rates. Youths also suggested that plainclothes policemen patrol in areas known to have high incidence of crime. These participants also suggested that society should cooperate with police to eradicate crime. Women participants recommended that actions be taken to eliminate police corruption. These participants also recommended sub-ward leaders cooperate with police by supporting follow-up actions when a crime has been committed. Other suggestions included improving police-community relations, better training for police in women's safety issues, and increased police presence in areas that are not safe.

Some recommendations focused on improving the criminal justice system. It was suggested by participants in the transport FGD that strict sentences should be imposed on criminals involved in drug-related crimes. This group also suggested that counseling and rehabilitation services be provided for criminals with substance abuse issues. Also, women participants suggested that laws which protect women from sexual harassment in the workplace be enforced.

In relation to transport, participants from the transport FGDs suggested that areas for taxi terminals be clearly marked, that taxi drivers dress in identifiable uniforms, and that pictures and telephone numbers be marked on taxis. Youth participants recommended that good transport systems should be established as it is women and children who often have to walk in dangerous areas due to lack of transport.

Several recommendations were presented with reference to improved design and management of public spaces. Transport participants recommended that the government improve infrastructure in public places, including lighting. Service providers recommended that safe and secure public spaces like football fields and bridges should be provided. Women participants proposed better management of the forests in order to enhance safety and security, especially for those women and children from the neighbourhood who use such areas for basic services.

Women also recommended that the public be informed about areas that are dangerous and should be avoided.

All groups also provided policy and service-related recommendations. Both transport and service providers suggested that women should be empowered to promote gender equality through ongoing efforts aimed at social prevention addressing underlying causes of crimes (i.e. seminars and workshops for women on entrepreneurship). It was also suggested that education campaigns be instituted to promote shared cultural norms in the community. Additionally, it was suggested that the Ward Security Committee and the Ward Development Committee include women and youth representatives involved in work on women's safety. Transport representatives recommended that all public service providers, especially those involved in transport, regularly consider issues of insecurity in their work. In addition, this group recommended that laws and regulations in the country be amended to conform to current social norms, including those regarding women's safety. Also, youths suggested that anti-drug education campaigns be established for their peers. Finally, it was recommended that the Safer Cities programme in Dar es Salaam should run regular information dissemination campaigns on women's safety through local government authorities (LGAs). It was also suggested that LGAs address the stigmatisation of social groups, implement effective measures against impunity concerning VAW, and demand police accountability.



## STREET SURVEYS

In Dar es Salaam, 600 street surveys were conducted in the Ubungo and Keko wards (300 in each). Eighty-four per cent of respondents agreed to answer personal questions. The combined results of the surveys in both areas are presented here. Surveys were conducted over 14 days in December 2009 by six interviewers. Local chairpersons introduced interviewers to the public spaces in which they worked and to community members during the first few days that the survey was conducted.

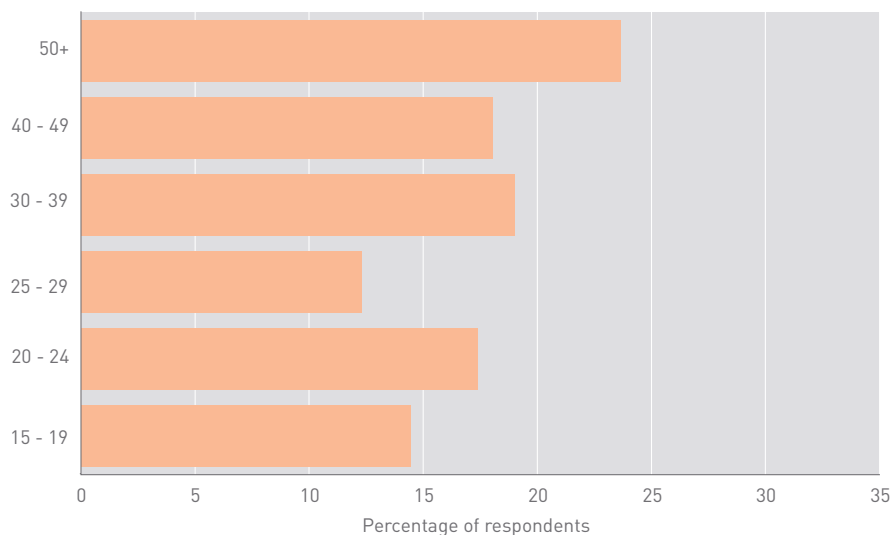


GICP street survey being conducted in Keko Mwanga A.  
Photo: ICNIC-T

Ninety per cent of survey respondents were regular users of the space; 61 per cent lived in the city for more than five years while 68 per cent lived in the survey area and 19 per cent worked in or studied in the survey area. Four per cent of respondents completed college or university, 21 per cent completed secondary school and 55 per cent completed primary school. Forty per cent of respondents identified their occupation as “small business/ petty trader/shopkeeper”. Other occupations which were well-represented among respondents included “manual/supervisor-skilled/unskilled” (15 per cent) and “unemployed” (13 per cent). Forty-three per cent of respondents described their monthly household income as being below average, while 20 per cent reported an average income and 21 per cent reported an above average income.

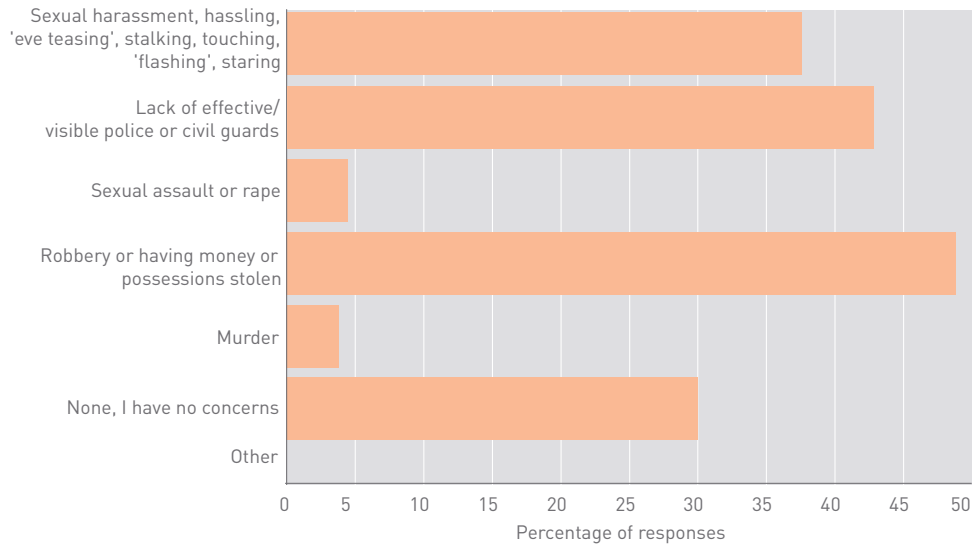
Women aged fifteen and above were interviewed, with a slight majority of survey respondents over the age of 30 (58 per cent) (Figure 37).

**FIGURE 37**  
**DAR ES SALAAM STREET SURVEY - AGE OF RESPONDENTS**



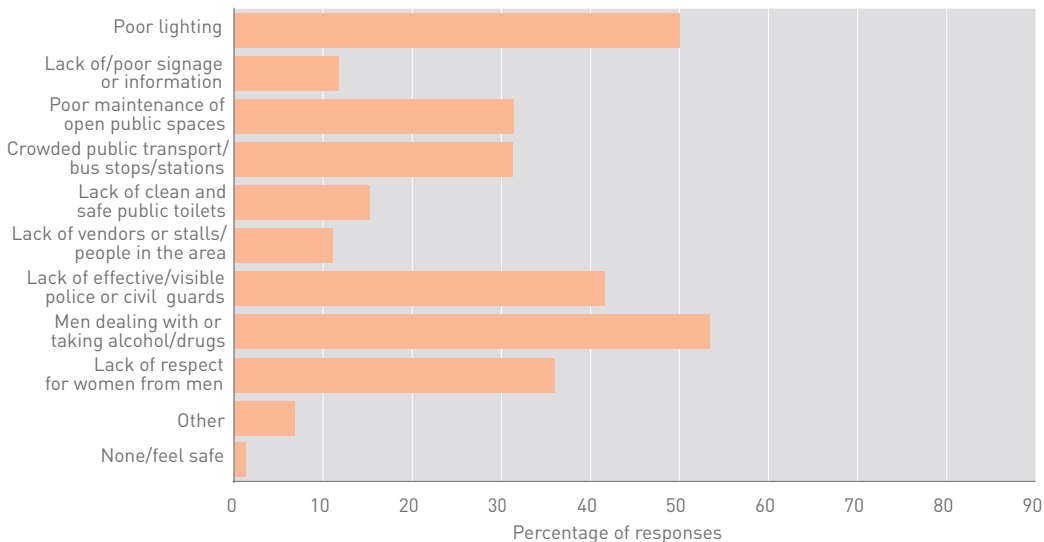
The main types of safety concerns reported by respondents were robbery (48 per cent), lack of effective and/or visible police or civil guards (42 per cent) and sexual harassment (37 per cent). Interestingly, thirty per cent of survey respondents reported having no safety concerns (Figure 38).

**FIGURE 38**  
**DAR ES SALAAM STREET SURVEY - WHAT PERSONAL SAFETY RISKS CONCERN YOU MOST WHEN YOU ARE IN THIS AREA?**



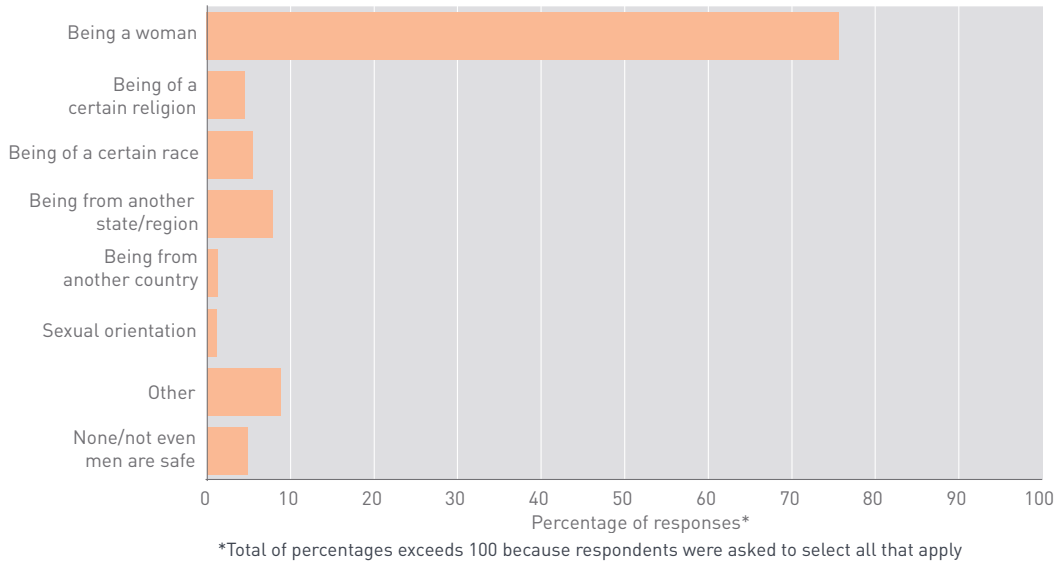
Several key environmental factors were identified by survey respondents as threatening, including men dealing with or taking alcohol or drugs (53 per cent), poor lighting (50 per cent), lack of effective and/or visible police or civil guards (42 per cent) and lack of respect for women from men (37 per cent) (Figure 39).

**FIGURE 39**  
**DAR ES SALAAM STREET SURVEY - IN THIS AREA, WHICH FACTORS CONTRIBUTE TO YOU FEELING UNSAFE?**



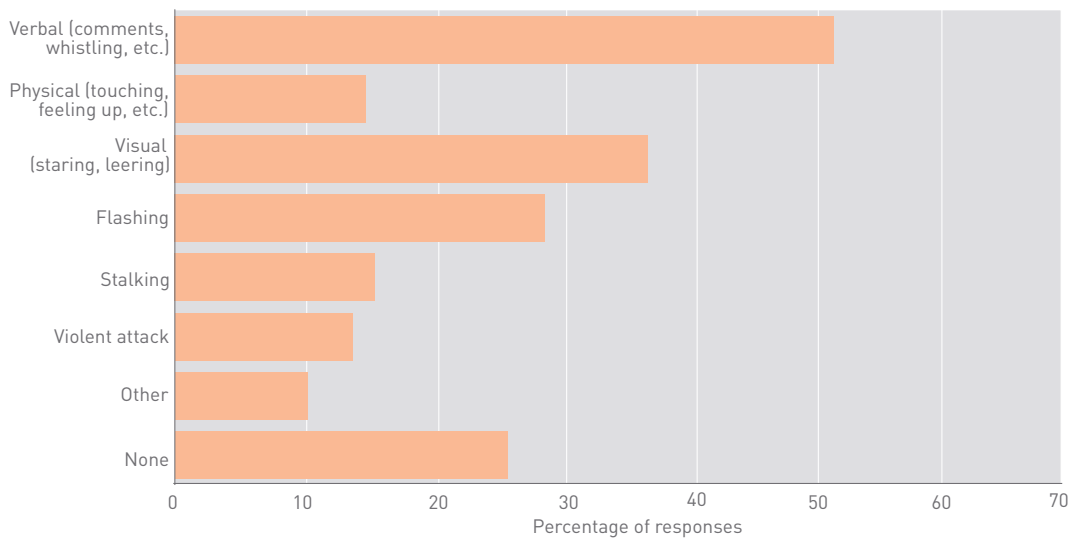
The vast majority of survey respondents (75 per cent) reported that their gender is a factor which affects their personal safety, far more than any other aspect of personal identity (Figure 40).

**FIGURE 40**  
**DAR ES SALAAM STREET SURVEY - DO ANY OF THESE FACTORS AFFECT YOUR PERSONAL SAFETY IN THIS AREA?**



In the past year, verbal harassment was the most commonly experienced form of the problem reported by survey respondents (51 per cent), followed by visual harassment (36 per cent) and flashing (28 per cent). It is also notable that 13 per cent of respondents reported being violently attacked in the past year and 15 per cent reported being stalked in (Figure 41).

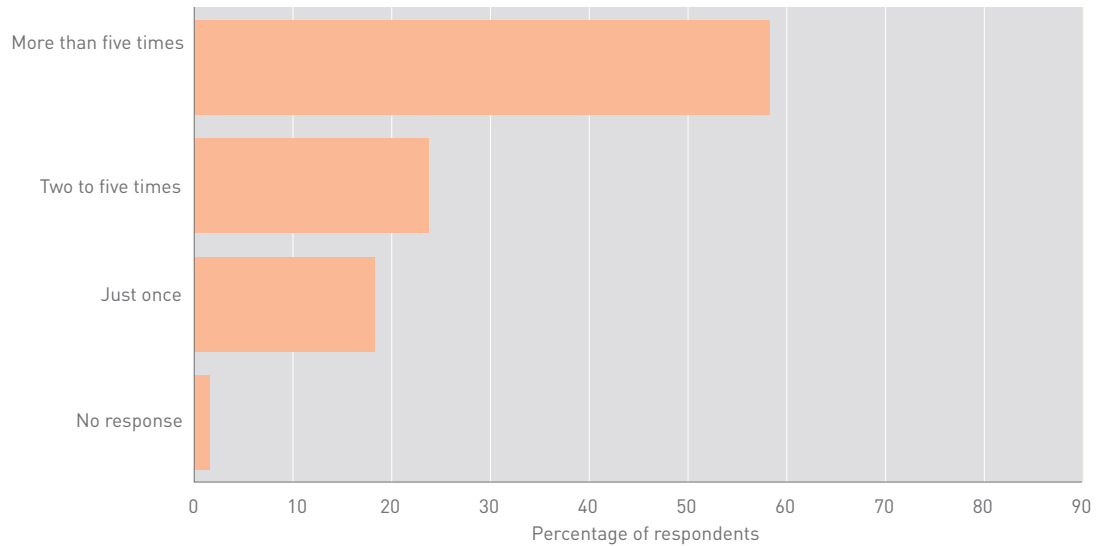
**FIGURE 41**  
**DAR ES SALAAM STREET SURVEY - WHAT KIND(S) OF SEXUAL HARASSMENT/ ASSAULT HAVE YOU FACED IN PUBLIC PLACES IN THE LAST YEAR?**





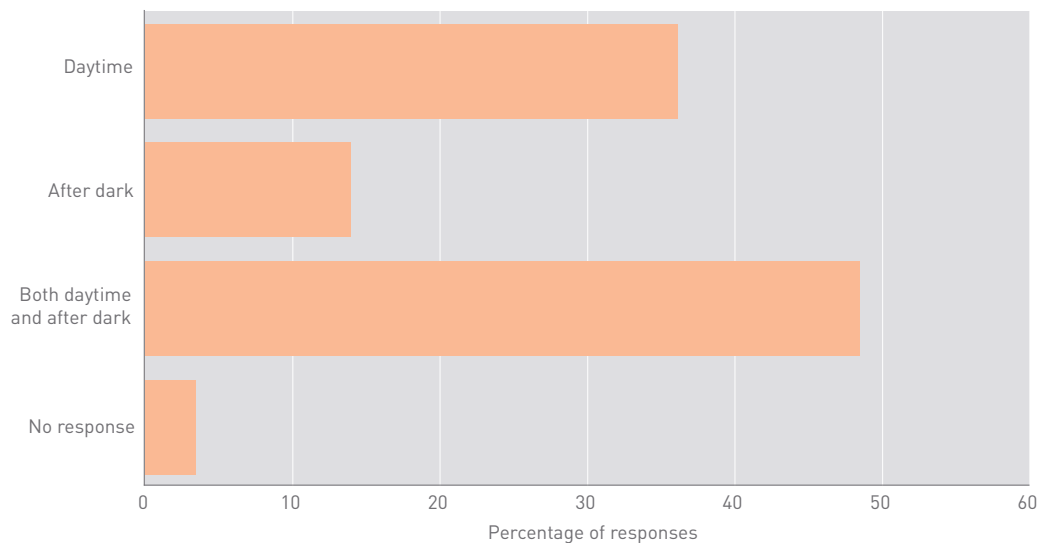
Of the respondents who reported experiencing sexual harassment/assault in the past year, a majority (58 per cent) reported experiencing it more than five times (Figure 42).

**FIGURE 42**  
**DAR ES SALAAM STREET SURVEY - HOW OFTEN HAVE YOU EXPERIENCED INCIDENTS OF SEXUAL HARASSMENT/ASSAULT IN THIS AREA IN THE PAST YEAR?**



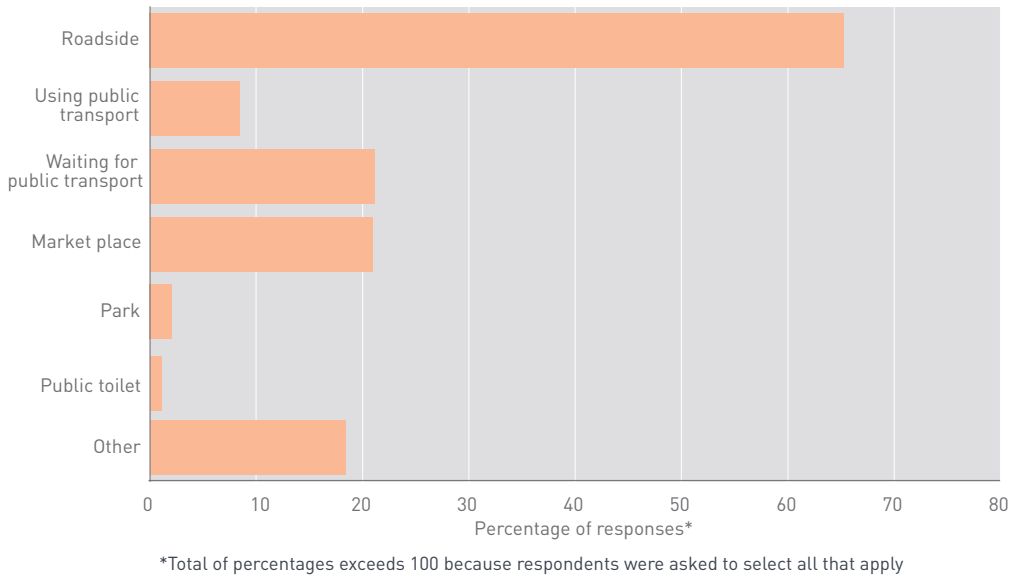
In Dar es Salaam only 13 per cent of respondents reported experiencing incidents of sexual harassment or assault after dark. Most (48 per cent) reported experiences both during the day and at night, while a significant number (36 per cent) reported experiencing sexual harassment or assault in broad daylight only (Figure 43). This may be due, in part, to the fact that most women reported that they do not go out in public after dark (Figure 49).

**FIGURE 43**  
**DAR ES SALAAM STREET SURVEY - AT WHAT TIME A DAY DID THE INCIDENTS OF SEXUAL HARASSMENT/ASSAULT OCCUR?**



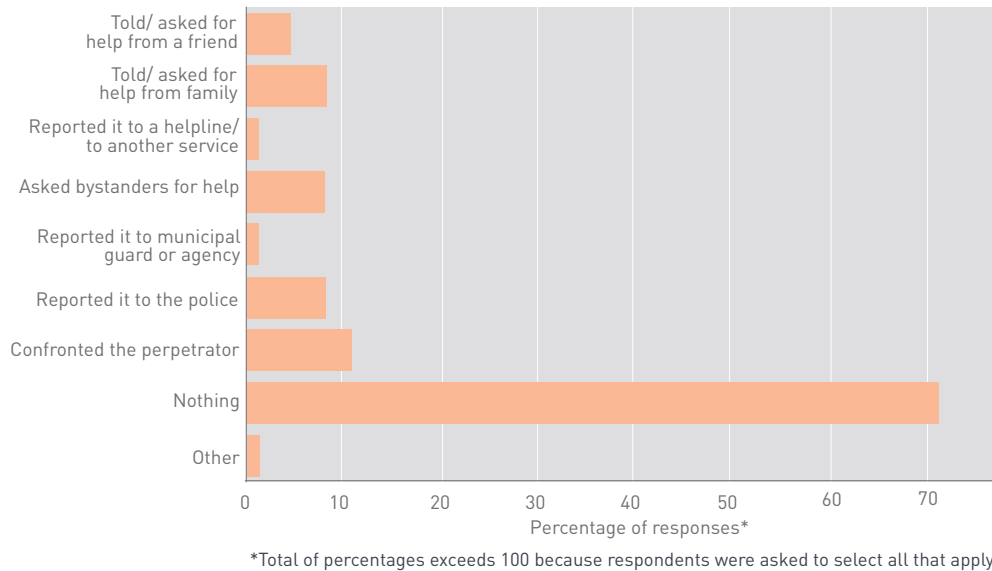
The street or roadside was reported to be the space where most respondents experienced sexual harassment/assault (65 per cent). Market places and bus stops were also reported as problematic sites (21 per cent each) (Figure 44).

**FIGURE 44**  
**DAR ES SALAAM STREET SURVEY - IN WHICH SPECIFIC PUBLIC SPACES HAVE YOU FACED SEXUAL HARASSMENT/ASSAULT IN THE PAST YEAR?**



When asked how they responded to incidents of sexual harassment and or assault, 71 per cent of respondents reported doing nothing. Of those who did report other responses, 11 per cent said they confronted the perpetrator and seven per cent reported the incident to the police, asked a bystander for help, or told and asked for help from a family member (Figure 45).

**FIGURE 45**  
**DAR ES SALAAM STREET SURVEY - ON THE OCCASIONS IN THE PAST YEAR WHEN YOU WERE SEXUALLY HARASSED/ASSAULTED, WHAT DID YOU DO?**

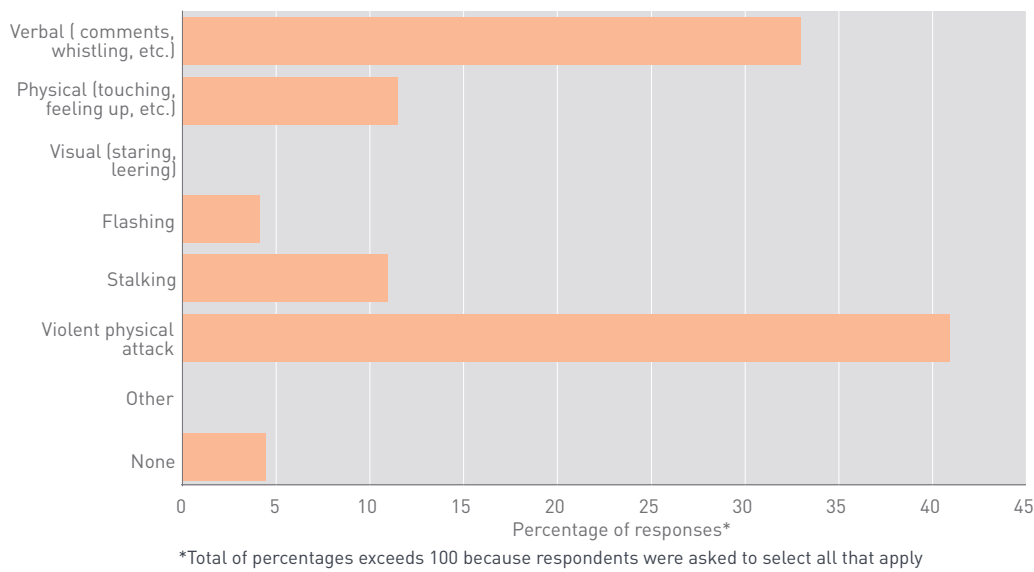


Of the seven per cent of respondents who reported an incident of sexual harassment/assault to the police, the most commonly reported type of incident was a violent physical attack (41 per cent) followed by verbal harassment (33 per cent) and stalking (11 per cent) (Figure 46). Of the cases that were reported, respondents indicated that just over half were recorded (56 per cent) and under half were actually investigated (48 per cent). Twenty-six per cent of survey respondents reported that the police caught the perpetrator (Figure 47).

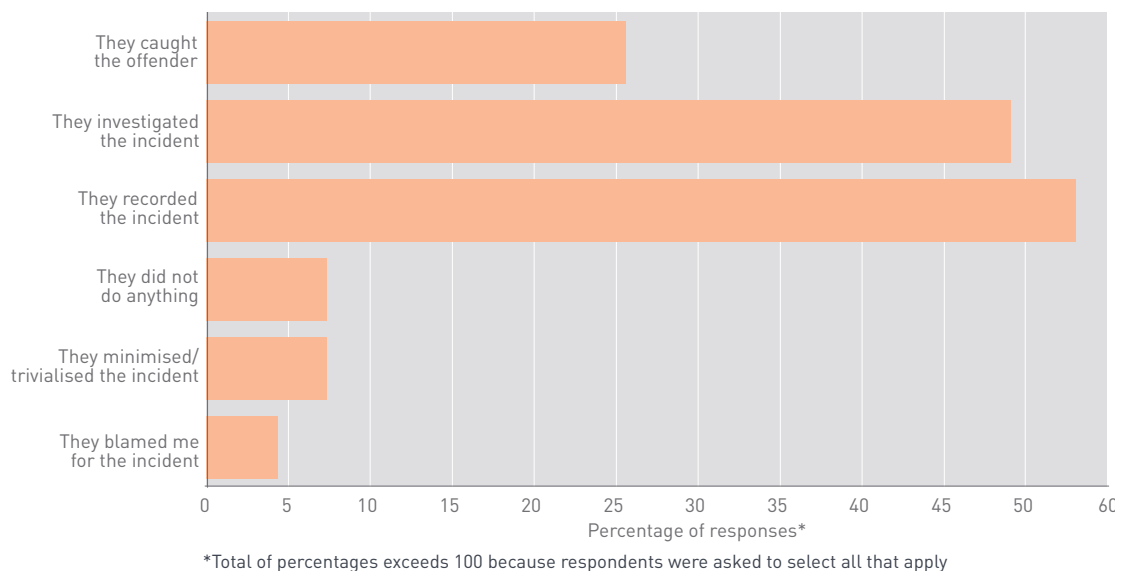


GICP street survey being conducted in Ubungu ward.  
Photo: ICNIC-T

**FIGURE 46**  
**DAR ES SALAAM STREET SURVEY - WHAT WAS THE NATURE OF THE MOST RECENT INCIDENT YOU REPORTED TO THE POLICE?**

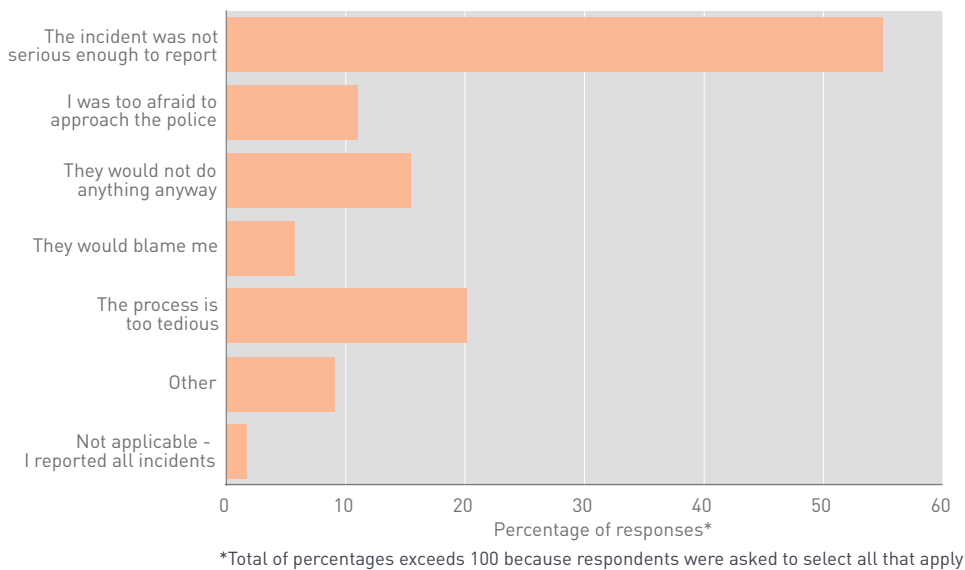


**FIGURE 47**  
**DAR ES SALAAM STREET SURVEY - WHEN YOU REPORTED THIS INCIDENT TO THE POLICE, WHAT WAS THEIR RESPONSE?**



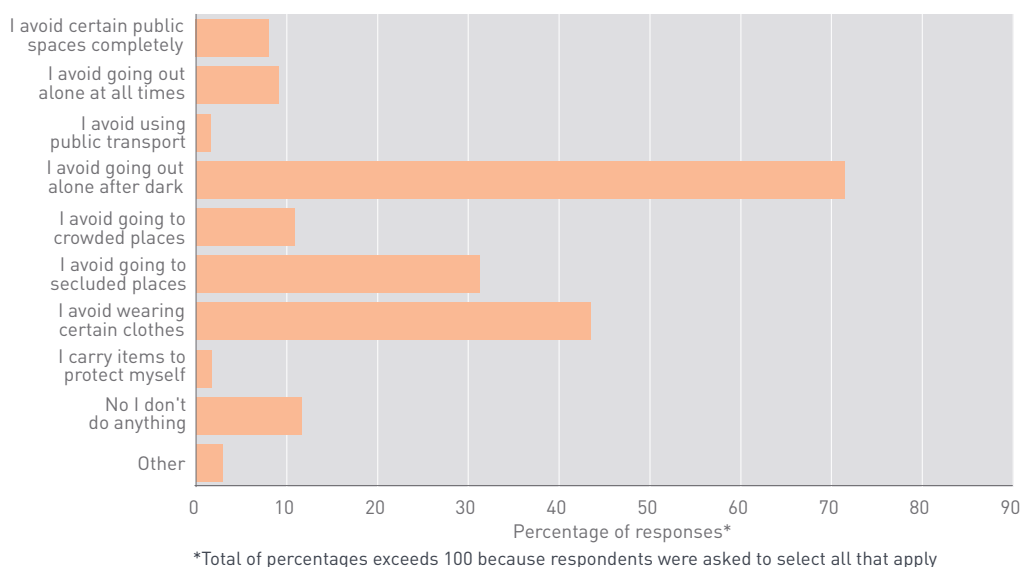
Most survey respondents who did not report incidents to the police (55 per cent) stated that they did not consider the issue to be serious enough to warrant a complaint. Notably, 20 per cent of non-reporters claimed that the process was too tedious and 15 per cent claimed that the police would not do anything even if a complaint was made (Figure 48).

**FIGURE 48**  
**DAR ES SALAAM STREET SURVEY - IN THE PAST YEAR, WHY HAVE YOU NOT REPORTED SOME/ALL INCIDENTS TO THE POLICE?**



Respondents' fear of harassment/assault appeared to be strong enough for many to take several kinds of precautions in public spaces. The most common type of precaution reported was the avoidance of public spaces after dark (72 per cent). Respondents also reported that they avoid wearing certain clothes (43 per cent) and going to secluded spaces (32 per cent) to reduce risk (Figure 49).

**FIGURE 49**  
**DAR ES SALAAM STREET SURVEY - WHEN IN THIS AREA, DO YOU DO ANY OF THE FOLLOWING TO AVOID SEXUAL HARASSMENT/ASSAULT?**



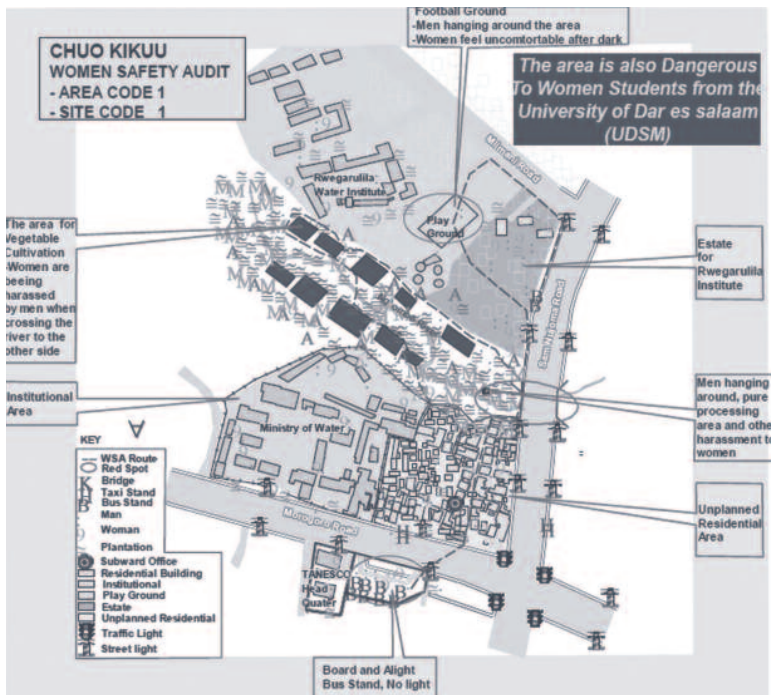
## ▶▶ WOMEN'S SAFETY AUDITS

ICNIC-T conducted WSAs at several sites within the Ubungu and Keko wards in November 2009. The sites were identified as dangerous by selected representatives of the community (women and men). The following groups participated in WSAs in each area:

- ▶▶ 6 community representatives (women)
- ▶▶ 3 officials (men and women)
- ▶▶ 1 team leader (woman)
- ▶▶ 3 members of the project team (women)
- ▶▶ 1 mapping expert (woman)



GICP WSA team from Keko ward debriefing after their walk.  
Photo: ICNIC-T



Example of a map which documents the results of a GICP WSA in Dar es Salaam. The map provides a visual representation of audit findings, including areas where the audit team observed men harassing women.  
Photo: ICNIC-T

### UBUNGU WARD

In Ubungu ward, WSAs covered three sub-wards (University Sub-ward, NHC Sub-ward and Ubungu Kisiwani Sub-ward). The walks included visits to the Ubungu residential flats, Ubungo Central Bus Station, bus stops, football grounds, cemeteries, valley areas used as throughways and open areas around schools (Table 5).



GICP WSA team walking assessing Chumba Kirefu (Long Room) area.  
Photo: ICNIC-T



**TABLE 5**  
**AREAS COVERED BY WSA WALKS IN EACH UBUNGO SUB-WARD**

University Sub-ward	Commuter bus stops Ubungo Bridge DCC Football Grounds Ubungo Market Road to Msewe Vegetable Valley Abiani Street
NHC Sub-ward	Magorofani (National Housing Estate) Kinesi playground Kinesi Dell Former Cultural Centre NHC Primary School Street to Perfect Vision High School Shekilango bus stop Ubungo bus stops Ubungo Bus Terminal
Ubungo Kisiwani Sub-ward	Chumba Kirefu (Long Room) area Ankoi Street Ubungo Bridge/TANESCO area TASAF Bridge Kisiwani Hallow Mzee Amour area Master One area Railway

**WSA FINDINGS**

Participants in the WSA walks identified the following features in the physical environment as factors causing insecurity and exclusion for women:

- ▶▶ unplanned settlements not serviced by feeder roads
- ▶▶ lack of street lighting
- ▶▶ broken street lights that have not been repaired
- ▶▶ lack of signage with maps or directions
- ▶▶ absence of street names
- ▶▶ lack of phone booths for use in emergencies
- ▶▶ lack of boundary walls around cemeteries
- ▶▶ lack of pavements in residential areas
- ▶▶ bushes which could be used as a hideout and which could obscure sightlines.



Cemetery site located in Ubungo Kisiwani after dark.  
 Photo: ICNIC-T



In addition, the following insecurity/exclusion factors were noted in the area's social environment:

- ▶▶ police posts located far away from residential areas
- ▶▶ lack of police patrols
- ▶▶ lack of community police initiatives
- ▶▶ old buildings and abandoned construction sites used as criminal hideouts
- ▶▶ youth gangs and unemployed youth
- ▶▶ lack of important social services, such as hospitals, schools, etc.

### WSA RECOMMENDATIONS

Based on the WSAs conducted in the Ubungo ward, the following recommendations were made:

- ▶▶ **Roads should be upgraded to tarmac with safe footpaths and street lights** to enable women to move safely. Improved roads will increase accessibility to other social services like water, schools, hospitals, etc. Street names and signs should be installed and clearly visible.
- ▶▶ **Owners of industrial buildings should install/fix security lights and walls/fences.** Government officials should impose a by-law which requires owners of industrial buildings to install street lights around their premises to enhance security for people walking in the area.
- ▶▶ **Forested nature conservation areas should be fenced off** to prohibit criminals from using them as hideouts. Boundary walls around cemetery areas should also be fixed. A forest which is located on the way to Msewe was mentioned as the location of many crimes.
- ▶▶ **The unofficial market located at Ubungo Cross Junction should be moved to another area** because it creates congestion and unsafe conditions for people who use Ubungo commuter bus stops.
- ▶▶ **Community policing initiatives, or police-sanctioned citizen patrols (*Sungusungu*), should be established and strengthened** to enable the community to understand and share responsibility for preventing and reducing crimes in the area.
- ▶▶ **Police posts should be located near residential areas** so that it is easy for people to report crimes, even at night. At least one police post should be set up in each sub-ward and the post should employ a sufficient number of officers.
- ▶▶ **Abandoned buildings at Ubungo NHC where criminals hide out should be demolished/renovated.** Responsible authorities should give an order with a specific time limit to the owners of these old buildings to renovate or demolish.
- ▶▶ **Important services such as schools and dispensaries should be built in the area.** This will prevent women from having to walk long distances and pass through unsafe environments to obtain services, especially at night.





- ▶ **Local meetings should be used to educate the community on safety issues.** Meetings in the ward/sub-wards should include security on the agenda to inform the community about how to deal with violence and crime. The events should be used as an opportunity to discourage women from concealing criminals.
- ▶ **A strategy should be put in place to help youth drug users.** The municipality, the police, the community, NGOs and other stakeholders should devise a strategy to educate youths about drug problems, address drug importation into the country and support victims of drug addiction. Education and support should be used to engage youths suffering from addiction in economic activities.
- ▶ **The “*Matembo*” (Elephants) Group should be eradicated.** A group of people known as *Matembo* collect illegal tax from women petty traders. The government is aware of their activities but no action has been taken against them.
- ▶ **Local leaders should work with communities to develop strategies to engage girls in economic activities for poverty reduction** in order to prevent them from engaging in criminal behaviour, such as prostitution and drug abuse.



GICP WSA team at the Ubungo Market  
Photo: ICNIC-T



Cemetery site located in Keko Mwanga B sub-ward  
Photo: ICNIC-T

## KEKO WARD

WSAs also covered three sub-wards in Keko (Keko Magurumbasi A Sub-ward, Keko Mwanga A Sub-ward and Keko Mwanga B Sub-ward). The walks covered streets and areas near bars, cemeteries, bridges and industrial sites (Table 6).

**TABLE 6**  
**AREAS COVERED BY WSA WALKS IN EACH KEKO SUB-WARD**

Keko Magurumbasi A Sub-ward	Omax Bar area Karikoo ndogo Magurumbasi Primary School New Ward Offices area Annex Wokima Guest House area Keko bus stops
Keko Mwanga A Sub-ward	Molem area Ministry of Natural Resources and Tourism area Darajani Bus Station Darajani Bridge area Ngazi Mbili area Keko Mwanga Police Post area Lab Complex area Villa Mar Industrial area Mkunguni Street Super Mill area
Keko Mwanga B Sub-ward	Keko Mwanga B Market Keko Mwanga B Primary School Top Life Bar area Yankizi area Matimila Pub area Cemeteries area Danger area Umoja (local brew bar) area



## WSA FINDINGS

Through the WSAs, participants identified several factors in the physical environment which they believe contribute to insecurity and exclusion:

- ▶▶ unplanned settlements with places of entrapment
- ▶▶ lack of planned roads, which force women to walk through unsafe routes
- ▶▶ lack of lighting in industrial areas
- ▶▶ lack of street lighting
- ▶▶ lack of signs or maps
- ▶▶ lack of street names
- ▶▶ lack of fences around cemeteries or schools
- ▶▶ bushes that are used by criminals to hide



Street audited after dark in Keko Mwanga B sub-ward  
Photo: ICNIC-T

Factors in the social environment identified by WSA participants included:

- ▶▶ gangs of unemployed youths
- ▶▶ insufficient police posts and police posts that are old or far away from residents in dangerous, poorly lit areas
- ▶▶ lack of a community policing initiative
- ▶▶ lack of police patrols
- ▶▶ bars that sell alcohol located in residential areas



GICP WSA team interviewing a police officer during their walk in Keko Mwanga A sub-ward  
Photo: ICNIC-T



Police post located in Keko Mwanga A sub-ward  
Photo: ICNIC-T



## WSA RECOMMENDATIONS

The WSA participants in Keko made the following recommendations for improving women's safety:

- ▶▶ **New roads should be constructed** in order to make services such as school, water and hospitals accessible. This would also improve access for emergency services.
- ▶▶ **More roads should be earmarked for upgrading** in envisaged infrastructure upgrading projects.
- ▶▶ **Streets should be named and signs indicating the name should be visibly installed** to enable residents/visitors to know where they are, to direct people to reach the area or to provide directions in case of emergency.
- ▶▶ **Street lights should be installed** in all streets. At the same time, the community should be informed about the value of street lights for enhancing safety, in order to discourage people from vandalising street lights.
- ▶▶ **A boundary wall/fence should be fixed at Magurumbasi A Primary School** to stop criminals from entering and using the area as a hideout.
- ▶▶ **Cemetery areas should be fenced** to prevent criminals from stealing tomb signs (crosses) and using the area as a hideout or as a place to attack/assault people passing by (especially women).
- ▶▶ **Community policing initiatives, or police-sanctioned citizen patrols (*Sungusungu*), should be established.** If the community cooperates with the police and participates in local security, it will be easier to reduce crime. Also, existing laws and procedures for community policing should be made clear to the community by police, local authorities and NGOs such as ICNIC-T.
- ▶▶ **The community should also be educated about the establishment of community security groups** in a way which encourages people to develop their own initiatives and create their own safety.
- ▶▶ **One police post should be built in each sub-ward.**
- ▶▶ **Police should cross examine people who bail out suspects** to make sure that they are not fellow criminals. Also, the local authority should be very careful when they write an introductory letter<sup>15</sup> for persons wishing to bail suspects out of jail.
- ▶▶ **Parents should be educated on strategies to prevent their children from engaging in criminal activity and to cope with children who are engaged in criminal activity.**
- ▶▶ **Local meetings should be held at ward/sub-ward levels to educate the community** on its role in combating/preventing crimes. Meetings should also emphasise the importance of victims and witnesses following through on any charges they make by appearing in court so perpetrators are not released for lack of evidence.
- ▶▶ **A strategy should be established to help youths who use drugs.** The municipality, the police, the community, etc. should work together to establish a strategy to educate young people about substance use. A programme could be created to involve substance-using youths in economic activities. The issue of drug importation in Tanzania should also be addressed to prevent other youths from accessing drugs.



GICP WSA team surveying Keko Magurumbasi Primary School

Photo: ICNIC-T



- ▶ **There should be closer cooperation between local elected leaders, executive officers and politicians to ensure security in the community.** It was reported that sometimes politicians and local leaders have different views on issues of security which results in controversial decisions that have a negative impact on the area.

## CONCLUSION

From the data collected in Dar es Salaam, it is clear that women experience a lack of safety and that this situation adversely affects many areas of their lives. In the street survey, over 80 per cent of respondents reported that they feel unsafe and in the FGD and WSA findings, several areas and types of public spaces within the community were identified as unsafe.

A range of factors were identified as having an impact on the level of safety experienced by women and girls in public spaces. One issue that came up in the street surveys, FGDs and WSAs was the physical infrastructure. Problems women noted included poor street lighting, broken pavements, lack of signage and in some cases, lack of street names. In poor neighbourhoods, especially unplanned settlements, infrastructure and planning were generally low-quality, with many narrow streets and “dead ends”.

Policing was another major issue brought up in Dar es Salaam. Street survey findings revealed that women hesitate to approach the police. Participants from FGDs and WSAs pointed out that the distant location of police posts, lack of police training and police corruption are factors which negatively impact on women’s safety. In addition, participants in all strands of research noted that the police lack sensitivity to women’s concerns. Also of note, WSA findings recommended that community policing initiatives be launched in the area in order to encourage residents to take responsibility for their own safety. Other recommendations focused on improving the relationship between the public and the police and developing more police accountability. It is interesting to note that in spite of the apparent dissatisfaction with police services in Dar es Salaam, many research participants in street surveys, FGDs and WSAs indicated that increased police presence would increase women’s safety.

Data also revealed that social issues affect women’s safety. Findings from WSAs reinforced the importance of strong community and family networks in dealing with criminal youth behaviour. FGD and street survey findings indicate that the burden of safety can also rest in large part with women themselves. Women were blamed for provoking sexual harassment and assault because of their clothes, appearance and being out in certain public spaces at certain times. It appears that women may have internalized this attitude of blame, as the street survey revealed that over 70 per cent of respondents avoid going out after dark and over 40 per cent reported that they do not wear certain kinds of clothes in order to reduce their risk of harassment/assault.

These findings reveal that improved urban planning, social planning and police services are required. In addition, a public campaign may be useful to make the public aware of the issue of women’s safety and exclusion and to assert women’s right to the city.





# Chapter 7

## Cross-City observations

**T**he main focus of the GICP has not been to generate information that can be rigorously compared across all four cities; such a task would require a different programme design with much more emphasis placed on comparative site selection and highly similar methods of data collection and analysis. However, as the programme is being implemented, all participating partners have focused on developing as rigorous a process as possible to enable comparisons, while allowing for adaptation to the very significant cultural, social and economic differences between cities to be taken into account. It is both valuable and relevant to review the baseline information collected from the GICP to date in order to understand broad similarities and differences between the experiences of women and girls living within the very different geographical and socio-cultural contexts of Dar es Salaam, Delhi, Petrozavodsk and Rosario<sup>16</sup>. Based on the preliminary data presented here, it appears that there is a need for much more research and action to draw attention to the significant impacts which safety (and lack thereof) has on women's lives in cities.

### CROSS-CITY SIMILARITIES

One of the most interesting and consistent findings across all cities is that women identified their **gender as the number one personal identity-related factor which contributed to lack of safety** (75 per cent of street survey respondents in Dar es Salaam, 89 per cent in Delhi, 76 per cent in Petrozavodsk and 89 per cent in Rosario). This confirms that gender is a very important determinant in how people experience their cities, as well as a very important determinant of how safe people feel in public spaces.

Several other factors were noted across all cities as contributing to women's lack of safety/exclusion. In particular, factors relating to **physical infrastructure** were highlighted. In all GICP FGDs, street surveys and WSAs, women identified lack of lighting, inadequate signage and poorly maintained/abandoned areas within their physical environment as a problem. Moreover, FGD participants in every city named areas with large elements of physical infrastructure as unsafe. For example, in Dar es Salaam, participants reported that areas around bridges are unsafe, while in Petrozavodsk, participants said that they considered dark paths under the railway as unsafe. Also, FGD participants in every city stated that they perceived natural areas such as forests and/or parks as dangerous, in most cases at night. From these findings, it appears that urban planning for women's safety and inclusion (and crime prevention in general) is not a priority issue among decision-makers.





In all cities, **public transport** was also mentioned as unsafe and/or not inclusive for women. In FGDs, participants repeatedly named public transport vehicles and places designated for waiting for public transport as unsafe. Many participants made recommendations for improving the safety and inclusiveness of public transport service. In street surveys, also, respondents in every city named public transport vehicles or public transport waiting areas as a common place where sexual harassment/sexual assault occurred. Considering that equal access to transport is a key determinant in the mobility of women and girls as they engage in city life, this is a particularly regrettable situation. This indicates that gender inclusion and women's safety should be a priority issue for both transport planners and for transport drivers and conductors. What is more, the GICP findings indicate that walking is not necessarily a safer alternative. Among survey respondents in all four cities, the roadside was reported as a common, if not *the most* common, place where sexual harassment and/or assault were experienced. In all cities, women reported that they purposefully restricted their movements, especially at night, in order to remain safe.

Another common factor noted across all cities in FGDs, WSAs and/or street surveys was the **presence and use of alcohol and drugs**, especially in association with men and often with youths. In many cases, groups of men and youths were identified as an unsafe or non-inclusive presence, even without any association to alcohol or drugs. For instance, in Rosario, the presence of large groups of men and boys in sports fields was identified as problematic because it produces an atmosphere where women and girls do not feel welcome. Also in Rosario, FGD participants stated that they were afraid of young men, who were perceived as possible robbers. In Petrozavodsk, the presence of groups of youths was identified as threatening to some participants. This could indicate two things. Firstly, drug and alcohol use is an issue which commonly adversely affects women's safety across all four cities and it is an activity which women seem to associate with particular groups (men and youths). Secondly, the exclusive or almost exclusive use of spaces by certain groups creates an atmosphere which is perceived by women as unwelcoming or even dangerous. Thus, many of the women participating in GICP activities across the cities have recommended that spaces are designed/programmed to meet the needs of a variety of different groups at once, so that no one group dominates an area.

While women in all four cities expressed the view that they felt less safe at night than during the day, street survey respondents reported experiencing sexual harassment and/or sexual assault **as much or more during the day**. This may suggest that women's perceptions of insecurity after dark are not based on actual incidents, but on other factors such as cultural understandings of women's roles in public spaces at certain times of day. It should also be noted that fear of going out at night prevents women from going out after dark, thereby accounting for fewer actual cases of harassment at that time. Thus, it is possible that this information provides further proof that women and girls do not have access to public spaces at night.

In Dar es Salaam, Petrozavodsk and Rosario, the most common fear experienced among street survey respondents in public places was **being robbed**. In Delhi, this was the second most common concern reported. These concerns were echoed in FGDs. Although robbery itself is not always considered a gender-based crime, many women noted that women may be more susceptible to robbery or fear of robbery. In Dar es Salaam, some research participants noted that women are perceived as weaker and therefore more vulnerable. In Rosario, research participants pointed out that robberies can be more traumatising or violent for women, because they are more prone to sexual assault when being robbed.





Very few street survey respondents in any of the four cities reported to the police incidents of sexual harassment and/or assault that they experienced within the last year. The most common reason for not reporting such incidents in every city was that the **respondents did not think that the incident was serious enough to report**. This finding indicates that sexual harassment and/or assault may not be perceived as a crime in any of the four cities. This finding also indicates that incidents of sexual harassment and/or assault are probably quite under-reported in these locations as well. It is particularly notable that in Dar es Salaam, Delhi and Rosario, FGD participants and street survey respondents indicated that police service is generally poor and ineffective when it comes to incidents of sexual harassment and/or sexual abuse. Women in Delhi and Rosario even reported that the presence of police caused greater insecurity and increased the threat of sexual harassment and/or assault at times.

When faced with sexual harassment and/or assault, by far the most common response among street survey respondents in every city was to **do nothing**. In Dar es Salaam, Delhi and Rosario, the second most common response was to **confront the perpetrator**. Few respondents in any city asked a bystander for help (7 per cent in Dar es Salaam, 5 per cent in Delhi, 8 per cent in Petrozavodsk and 7 per cent in Rosario). These findings indicate that across the four cities, it appears widespread for women and girls to either not acknowledge sexual harassment and/or assault, or to take responsibility for dealing with it themselves. It does not appear widespread for women and girls to expect support from the larger public.

## CROSS-CITY DIFFERENCES

As would be expected, some of the results of the GICP baseline research varied from city to city. A few differences seem particularly noteworthy, given that they may indicate areas where cultural, political or geographical factors influence the level of safety women and girls experience, or because they highlight areas where further investigation seems desirable.

One notable distinction is the kind of issue discussed in FGDs. While some issues arose in all cities (e.g. physical infrastructure, policing, and drug or alcohol usage), others were specific to one or two. In Dar es Salaam, mistrust among neighbours and public perceptions of women were common themes. In Delhi, lack of safety due to socio economic factors and lack of public support were highlighted. In Rosario, the experiences of young women and children added another dimension to the research. In Petrozavodsk, anti-social behaviour was an important topic and women also identified specific spaces where they felt unsafe. Whilst these variations may be significant, they may simply reflect the composition of focus groups, rather than real differences 'on the ground', so the relevance of these more localised themes needs to be explored further.

Another notable distinction between the four cities is the level of concern women express in relation to the threat of different crimes. In Dar es Salaam and Delhi, significant portions of survey respondents reported that they were concerned with sexual harassment (37 and 43 per cent respectively) as compared with Petrozavodsk (4 per cent) and Rosario (19 per cent). Conversely, relatively few street survey respondents in Dar es Salaam and Delhi reported that sexual assault/rape was a major concern (5 and 4 per cent respectively). However, in Rosario, 39 per cent of respondents stated that they were concerned about sexual assault/rape. Also in Rosario, 43 per cent of women reported that they feared being murdered, as opposed to 3 per cent in Dar



es Salaam, 2 per cent in Delhi and 1 per cent in Petrozavodsk. More research is needed to examine exactly why women in Rosario appear to have a greater level of fear of violent crimes. At first glance, it may seem that women in Rosario are more exposed to violent crimes against women (either in public, in private, in cultural understandings of gender roles and/or in the media) than in the other participating GICP cities and, as a result, women in Rosario experience higher levels of fear. However, another possibility may be that women in Rosario have been more exposed to discourse about high levels of GBV (in Rosario and elsewhere in the world) and are therefore more aware of the risks that they face in public spaces. It is likely that a number of factors are at play.

As mentioned above, it appears that women in Delhi express a comparatively high level of fear of sexual harassment – particularly when information gathered in FGDs and street surveys is combined. As in the case of Rosario, more research is needed to determine the exact reasons for this finding. Certainly the city has gained a reputation in India as having high incidence of sexual harassment. While this reputation is no doubt based on the lived experiences of women and girls in Delhi, it is possible that this reputation (as well as an ensuing discourse on women’s rights in the face of sexual harassment) has contributed to heightened levels of awareness about the issue among the city’s female population. This, in turn, could possibly result in more women in Delhi understanding and perceiving the threat of harassment than in other cities.

For Petrozavodsk the findings are much more tentative than for other cities because significantly fewer women were willing to answer street survey questions related to personal experience. This means that any cross-city analysis which involves street survey data from Petrozavodsk (including the analysis above) cannot be considered conclusive. As stated previously, it should be noted that in this city, the FGDs were far more successful than the street survey for gathering information from research participants on sensitive topics such as their fear of GBV. This indicates that using a variety of research methods is advisable when researching gender inclusion and GBV, especially within cultures where it is extremely unusual to speak about such matters.

It is important to mention that in Dar es Salaam, findings from FGDs and street surveys indicate that there appears to be a higher level of blame or responsibility placed on women victims of sexual harassment/assault. Again, this information cannot be considered conclusive, though it does suggest a direction for further research.



# Chapter 8

## Conclusion

**T**he first year of the Gender Inclusive Cities Programme, funded by the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women, has engaged women in the identification of factors which cause them to feel unsafe or insecure in four different international cities. With organization by WICI, and implementation by the ICNIC-T (Dar es Salaam), Jagori (Delhi, India), ICIWF (Petrozavodsk, Russia) and CISCSA (Rosario, Argentina), a great deal of concrete, useful information about women's safety/insecurity and inclusion/exclusion has been generated. Moreover, the very act of women participating in the collection of this data has generated awareness within participating cities of women's needs and experiences in everyday public life.

To date, this research suggests that the safety of women in all four cities is adversely affected by their gender. Moreover, other factors which cause marginalisation, such as poverty, age, or sexual orientation appear to intensify women's exclusion and lack of safety. The nature of the problem is widespread in all cities, relating to multiple levels of urban life including urban planning, public transportation, police, health and victim support services, gender norms and the presence of criminal activities such as drug use or robbery. These findings suggest that a community-wide response which addresses root causes of gender inequality is needed to increase women's safety. Common recommendations made by women who participated in GICP research stress that solutions in the physical environment (such as increased street lighting and improved pavements) should be paired with solutions in the social environment (such as education on gender-based violence for service providers and the provision of police services which cater to women's needs).

In the first stage of this project, GICP participants have shown that it is possible for community-based organizations to collect valuable information on women's safety and inclusion in the city, using limited resources. What is more, GICP participants have demonstrated that it is possible to adapt common tools to use in diverse contexts – a strategy that reduces the amount of resources necessary for programme development and comparative analysis. The combined use of the street survey, WSA and FGD tools have enabled participants to gather a rich and complementary set of data, which provides weight and legitimacy to research conclusions. Continuing work in this project suggests that the data collected and summarized in this report can be very important in influencing decision-makers and stakeholders to make positive changes which increase women's safety and inclusion in all four communities. More details about the use of this information for advocacy and educational purposes will be provided in the next GICP report, to be released in 2011.



In the second GICP phase, participants will be using the baseline information they have gathered in order to develop activities to increase the safety and inclusion of women and girls in their community. Each activity will be designed to address one or more of the factors identified within the baseline research, and recommendations made by GICP research participants in FGDs and WSAs will be used as a basis from which to create a meaningful and effective plan of action.

Overall, it is expected that this information will serve as a catalyst for further action on the creation of safer and more inclusive cities for women in Dar es Salaam, Delhi, Petrozavodsk and Rosario. It is hoped that the GICP methodology used to collect information on women's safety and inclusion be replicated in other cities, in order to increase the amount of available knowledge on women's access to public life and in turn act as a catalyst for local action. Further, it is hoped that the knowledge generated in cities around the world will be used by women's organizations, local governments, service providers, academics and the media to take action to ensure that women and girls everywhere are willing and able to assert their right to the city.



## SAMPLE STREET SURVEY QUESTIONNAIRE

**Interviewer:** “I am conducting a survey about women’s safety in public spaces.

By safety, I mean safe from being harassed, assaulted or attacked because you are a woman.

Do you feel you can answer questions on women’s safety in this area? It should take less than 10 minutes.

If respondent does not feel able to answer, thank her and end interview.

If in any doubt whether respondent is old enough, say “Can you please confirm that you are over 16?”

If not 16, thank her and explain that survey is for over 16s only. End interview.

### 1. How long have you lived in this city?

Longer than 5 years	1
1 – 5 years	2
Less than 1 year	3
Just visiting the city	4

**Interviewer:** “The next few questions relate only to the area around here which is marked on the map”. [Show map and point out boundaries].

### 2. Why are you in this area [Tick all that apply].

Live here	1
Study/work here	2
Shopping/other	3

### 3. How often have you been to this area in the last one year?

Just once or rarely	1
Occasionally	2
Frequently/Daily	3



**4. What personal safety risks concern you most when you are in this area? [Tick all that apply].**

None, I have no concerns	1
Sexual harassment, hassling, 'eve teasing', stalking, touching, 'flashing', staring	2
Sexual assault or rape	3
Robbery or having money or possessions stolen	4
Murder	5
Other (specify)	6

**5. In this area which factors contribute to your feeling unsafe? [Tick the three most important].**

Poor lighting	1
Lack of/poor signage or information	2
Poor maintenance of open public spaces	3
Crowded public transport/bus stops/stations	4
Lack of clean and safe public toilets	5
Lack of vendors or stalls/people in the area	6
Lack of effective/visible police or civil guards	7
Men dealing with or taking alcohol/drugs	8
Lack of respect for women from men	9
Other (specify)	0

**Interviewer:** "If it is okay with you, I would now like to ask about your personal experiences of sexual assault or sexual harassment in this area." [If respondent does not agree, go to question 15].

**6. Do any of these factors affect your personal safety in this area? [Tick all that apply].**

Being a woman	1
Being of a certain religion	2
Being of a certain race	3
Being from another state/region	4
Being from another country	5
Sexual orientation	6
Other (specify)	7

**7. What kinds of sexual harassment/assault have you faced in public places in this area in the past year? [Tick all that apply].**

Verbal (comments, whistling, etc.)	1
Physical (touching, feeling up, etc.)	2
Visual (staring, leering)	3
Flashing	4
Stalking	5
Violent physical attack	6
Other (specify)	7
None	8



**Interviewer:** [If option 8 is chosen, go to question 15].

**8. How often have you experienced such incidents in this area in the past year?**

Just once	1
2 to 5 times	2
More than 5 times	3

**9. At what time of day did this/these incidents occur?**

Daytime	1
After dark	2
Both	3

**10. In which specific public spaces have you faced sexual harassment/assault in the past year? [Tick all that apply].**

Type of place	Name of specific place
Roadside	1
Using public transport	2
Waiting for public transport	3
Market place	4
Park, square, beach	5
Public toilets	6
Other (specify)	7

**11. On the occasions in the past year when you were sexually harassed/assaulted, what did you do? [Tick all that apply].**

Nothing	1
Confronted the perpetrator	2
Reported it to the police	3
Reported it to the municipal guard or agency	4
Asked bystanders for help	5
Reported it to a helpline/to another service	6
Told/asked for help from family	7
Told/asked for help from a friend	8
Other (specify)	9





**Interviewer:** [If "3" in question 11 is not chosen, go to question 14].

**12.** What was the nature of the most recent incident you reported to the police?

Verbal (comments, whistling etc)	1
Physical (touching, feeling up etc.)	2
Visual (staring, leering)	3
Flashing	4
Stalking	5
Violent physical attack	6
Other(specify)	7
None	8

**13.** When you reported this incident to the police, what was their response?  
[Tick all that apply].

They blamed me for the incident	1
They minimized it/trivialized it	2
They did not do anything	3
They recorded the incident	4
They investigated the incident	5
They caught the offender	6

**14.** In the past year, why have you not reported some/all incidents to the police?  
[Tick all that apply].

Not serious enough to report	1
Afraid to approach the police	2
The police would not do anything anyways	3
They would blame me	4
The process is too tedious	5
Other (specify)	6
Not applicable – I reported all incidents.	7

**15.** When in this area, do you do any of the following to avoid sexual harassment/assault?  
[Tick all that apply].

Avoid certain public spaces entirely	1
Avoid going out alone at all times	2
Avoid using public transport	3
Avoid going out alone after dark	4
Avoid going to crowded places	5
Avoid going to secluded spaces	6
Avoid wearing certain clothes	7
Carry items to protect myself	8
No, I don't do anything	9
Other (specify)	10



**Interviewer:** "Finally, would you tell me a little about yourself?"

**16.** What is your age?

**17.** What is your level of education?

Did not attend/complete primary school	1
Completed primary school	2
Completed secondary school	3
Completed/going through college/university	4

**18.** Which of the following best describes your household income?

Below average band (below \$XXX)	1
Average band (\$XXX - \$XXX)	2
Above average band (above \$XXX)	3

**19.** What is your occupation?

If you are not the main earner, what is the occupation of the main earner in your household?

**Interviewer:** "That is the end of the interview. Thank you very much for your time. If you would like more information..."



1. Women's safety and violence against women in the public sphere has been a growing concern for cities since the "Take Back the Night!" marches held on city streets in the 1970s. The work that has stemmed from this concern is sometimes referred to as part of a safe cities for women movement. This movement seeks to establish community-wide programming in cities across the globe which recognises that women have unique safety concerns while using public spaces, based on the fear of gender-based violence. Moreover, the movement advocates for urban programming (in areas such as urban planning, policing and health) that responds to women's safety concerns while simultaneously eliminating factors which generate women's fear and exclusion. Communities all over the world have adopted safe cities for women strategies, from Cordoba, Argentina, to Cairo, Egypt, to Seoul, South Korea. Several programmes now promote the safe cities for women approach on an international scale, including the UNIFEM (part of UN Women) Virtual Knowledge Centre to End Violence against Women, the UNIFEM (part of UN Women) Global Programme Safe Cities Free of Violence against Women, the UN-HABITAT Safer Cities Programme and Girls and this Gender Inclusive Cities Programme, funded by the United Nations Trust Fund to End Violence against Women and Girls.
2. The term mapping is used here to connote the participatory process of compiling various types of data on a particular subject (women's safety/lack of safety and inclusion/exclusion from public spaces in this case) in order to provide an overall picture of the state of the subject in a particular community.
3. In 2011, WICI will be publishing the tools and guidance notes used in the GICP. These publications will be available on the WICI website located at <http://www.womenincities.org>.
4. It should be noted that when the results of surveys are presented, some percentage values total more than 100 per cent. In these cases, it is because survey respondents were asked to select all survey responses which applied to their situation.
5. No women residents from informal settlements participated in GICP activities in Rosario.
6. Mate is a traditional South American infused beverage, made from the dried leaves of yerba mate. Drinking mate is generally a social activity, whereby the mate cup (made from a gourd) is shared between people.
7. These mini-landfill sites were used as transitory dumps by informal waste collectors living in the area (people who make a living by recycling waste and removing large objects that municipal collection do not take).
8. HYPERLINK <http://www.thaiindian.com/newsportal>.
9. The Hindu. "Delhi tops crime against women list". In *The Hindu* 4 September 2006.
10. The term "eve teasing" is used in India to describe sexual harassment, including everything from staring and sexually suggestive remarks to outright assault.
11. In 2008 there was a case of young woman journalist who was driving back from work late at night but was later found dead. The police have not been able to solve the case. A few months later, another young call center worker coming home from work late at night was killed when she got out of her car at home.
12. The Russian Criminal Code can be viewed at <http://www.russian-criminal-code.com>.
13. American Bar Association. (2006). *CEDAW Assessment Tool Report for the Russian Federation*. Moscow: American Bar Association, p. 98.
14. Tanzania's mainland is divided into 25 regions, one of which is Dar es Salaam. The comparative crime rate of Dar es Salaam is calculated in comparison to the country's other regions.
15. The local authority in Dar es Salaam is responsible for providing a letter to persons wishing to bail suspects out of jail, confirming that the person personally knows the suspect. In the past, the local authority has given these letters out to anyone who has applied.
16. All conclusions drawn in this chapter are preliminary, given that the available data between each city is highly variable. In particular, readers should note that the information used to represent women's experiences in Petrozavodsk, Russia is quite limited, because only a small percentage of street survey respondents agreed to disclose personal information (see Chapter 5 for more details).



The safety and inclusion of women and girls is a priority issue across the globe. In every country and society, women and girls are subject to violence in both public and private spaces, simply because of their gender. Over the past thirty years, the international women's movement has generated research and action on different forms of violence against women and girls, including violence within the home and work places.

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