

# National Workshop on Safer Cities for Women

*Perspectives, Methodology and Tools: A Report*



**August 19-21, 2010**

**TERI Retreat, Delhi**

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National Workshop on Safer Cities for Women: Perspectives, Methodology  
and Tools: A Report

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## National Workshop on Safer Cities for Women: Perspectives, Methodology and Tools

In this developing context of increasing safety concerns of women in cities, it is crucial that urban safety and gender inclusion create approaches that link women's initiatives with local government and other key stakeholders, as a way to influence public policy and address causes of violence against women in a systemic way. There is need to share and promote successful approaches, tools and scarce resources that have been developed which can be used effectively and on scale.

Jagori through this three day workshop(August 19<sup>th</sup>- 21<sup>st</sup>,2011) wishes to share the tools developed and tested with select women's movement partners in the country with the hope to catalyze new initiatives and strengthen existing ones. This platform has been organized in support of UN Women (UNIFEM), UNTF to end violence against women, UN Habitat, EED and ICCO.

### **OBJECTIVES OF THE WORKSHOP:**

- *To share the conceptual framework and strategies on analyzing women's safety and inclusion in cities, including tools and methodology developed for baseline studies.*
- *To demonstrate the use of the 'safety audit' as a tool for mapping and analyzing women's exclusion and unsafety and for development of appropriate programme interventions*
- *To learn from other experiences in the country and build stronger links and partnerships for advocacy.*

The three day training on safer cities for women: perspectives, methodology and tools saw participation of 25 representatives from 18 women's group across the nation.

### Day I – *Setting the Context*

During the opening session, each participant shared their regional experiences and interventions undertaken by them. After a draft outline of the expectations of the group, the workshop commenced formally with sharing an overview on Safer Cities Model and framework by Kalpana Viswanath. The understanding of gender based violence and its impact on safety in public spaces, with its interlinkages on every factor that impacted on 'rights to a city' of an individual and partnerships of every stakeholder to evolve strategies to redress the concerns, was the premise of taking up the initiative under the Safe Delhi Campaign. The strategy was to evolve tools and methodology to enhance the perspectives of the stakeholders and the beneficiary to the issue in the process of working with them. As a result, not only was community participation seen important under the intervention, but participation from government bodies was equally significant. Kalpana shared the concerns and challenges one encounters in the process of building partnership and association with the stakeholders for policy recommendations.



Moving further in discussing the interventions and strategies adopted at the national level, the international overview was shared by Gitanjali Singh, UNIFEM. The global *Safer Cities* programme (2009-2015) aims to prevent gender-based violence in public spaces by refining and testing a model which local authorities can use, working together with communities and women's organizations. The framework that has evolved as a result of the experiences from across the

globe, has been that of establishing associations between the community women and the service providers to develop holistic and sustainable strategies of ending violence against women and girls. To attain a composite understanding on women's safety it was important to look into urban design and planning, governance, rate of crime prevention and law enforcement, education and propose working with youth to take community actions. On the basis of the framework and the baseline survey conducted in partnership with the Department of Women and Child Development, Government of Delhi and Jagori under Safe Delhi Initiative, a strategic framework is being drafted to identify key areas to plan interventions and should be ready to be shared by November during the International Conference on Building Inclusive Cities, in Delhi.

The group was interested to reflect on the survey methodology and the outcomes of the research. The process of mapping, safety audit and the legal redressal mechanisms was discussed within the group. The nature of public spaces and the forms of violence reported by women and girls and its relation to services available was deliberated during the discussion. Unsafe public transport, lack of essential services like water and sanitation access, provisions of clean and safe public toilets, etc , unsafe leisure spaces came as some key areas that the group clearly felt reported more cases in their cities as well.



Akshara shared experiences of women travelling by buses who report sexual harassment from staring to flashing irrespective of time of the day. The difference between Delhi and Mumbai is that there is public support, if asked for, immediately, unlike the capital. The support of the public to the oppressor as seen in other cities as well, has many a times acted as a deterrent on the perpetrator. During the session, reflections on the nature of the respondents was frequently deliberated upon. The participants were curious to know about the social identities/ factors that were taken into consideration while doing the research like age, class, nature of public space being accessed etc. After this elaborate discussion on the survey methodology and the dilemmas that the team had encountered in the course of research, the group unanimously appreciated the efforts of the Jagori team to have comprehensively worked on the issue of violence free public spaces for women and girls.

The second half of the day aimed to provide insights to work undertaken across cities by different groups. Interventions from Akshara, Mumbai on their community intervention and their advocacy of the police helpline number '103'; of the Sakhi, Kerala on the safe cities initiative undertaken in Trivandrum with the state government and transport; of essential services and the community youth intervention by Jagori, Delhi were shared with the group.

The experience of Sakhi during the survey conducted reflected largely on unsafe public transport reported in the city. Most of the public spaces are male dominated; even restaurants are not accessible to women in the evening. The team has advocated through posters and campaigns the police helpline number in partnership with Kerala State Road Transport Corporation in buses and has also completed training of 12143 bus conductors in 10 regions of the state in 2009. As a result of ongoing partnership with the government, certain measures like setting of 'Jagratha Samiti' (*vigilance cell*) and also State Women's Policy have been initiated.

With the objective to make the institution more effective, responsive and accountable for the rights and safety of women through a collaborative effort with the government and civil society organizations, Akshara in Mumbai has developed a framework of working with police, the municipal corporation, other civil societies in the city, the youth and student community of the city to check both public and private space violence. Massive advocacy and publicity of the 103

Helpline number that the police had initiated in the city was undertaken by the team for which posters, leaflets, advertisements to be sued in electronic media and traffic hoardings were prepared. 'Swayam Siddha'- the Barefoot Counseling Training Programme and setting of gender resource centre to focus on violence against women were steps promoted with the Bombay Municipal Corporation. The partnership with the civil society organizations to spread community awareness on domestic violence act and legal rights of women has also been undertaken during 16 Days of Activism against Gender Violence.

The aim of the work in Madanpur, Khadar, a resettlement colony in south Delhi as shared by

Madhu, from Jagori was to transform the society by *examining gendered power, norms and practices, setting up new norms and practices, mapping community spaces and finding creative expressions and solutions to the issues in the community.* This process of transformation stressed on creating awareness amongst the youth and especially among the male members of the community. The youth group was involved in mapping the community services during safety audit, advocating their rights to the concerned authorities, organizing trainings, workshops and counseling services for the beneficiaries of the community. As a result of participation from all, the attitude towards women's safety not being a woman's issue alone was highlighted and accepted by the group. Though a small change, the space has gradually being owned by the community who talk about their rights to advocate and reclaim their space rightly. A documentary made by the youth group 'Ratri Yatra' was shown to the group at the end of the session.



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The first day concluded with an enriched broad understanding of national and global interventions on creating safer cities for women and girls.

## Day II – *Sharing Methodology and Tools*

After the conceptual framework being discussed on the previous day, the objective of the *second day* of the training was to share tools and methodology developed for baseline studies and to demonstrate the use of the 'safety audit' as a tool for mapping, analyzing and suggesting recommendations to make the space safe and inclusive for all.

The baseline survey tools and research guidelines were shared on the second day of the training. The following tools have been developed and adapted by Jagori for the research:

### 1. *Questionnaires:*

- Delhi Questionnaire- Safer Cities Free of Violence against Women and Girls Initiative- Men/Common Witness
- Safer Cities Free of Violence against Women and Girls Initiative-Delhi Sample Recruitment Questionnaire

*[Adapted from Street Questionnaire developed by Women in Cities International (WICI) and Jagori under Gender Inclusive Cities Project (GICP)]*

### 2. *Focus Group Discussion:*

- Guidelines for Focus Group Discussion ; developed by WICI for GICP

- Focus Group Discussion Guide; *developed for Action Research Project on Women's Rights and Access to Water and Sanitation in Asian Cities, by JAGORI and WICI*

### 3. Safety Audit Guidelines:

- How to Conduct Safety Audit in the city with a focus on Women safety and gender inclusiveness; *developed by WICI for GICP*
- Draft Guidelines on How to Conduct a Safety Audit in Urban Resettlements with a focus on WATSAN Facilities; *developed for Action Research Project on Women's Rights and Access to Water and Sanitation in Asian Cities, by JAGORI and WICI*



Each of the tools was discussed at length on the basis of their applicability and the methodology followed. The group wanted to familiarize with the usage of the tool specifically the women safety audit. Safety audit as a tool gives one a sharper lens to not only identify spaces from a gender perspective but also helps in indentifying agencies to be approached for recommendations and partnership for changing that space and making steps towards safety and inclusive. The practical problems while conducting the audit was discussed

at length and the team made an attempt to suggest solutions for the same. While discussing the tool, specific issues like that of migration, urban poverty, urban housing and politics came up with regards to the nature of the space being surveyed. Certain members shared their concerns with regards to insensitive authorities towards any action for social change unless affecting the power structure. Such practical concerns enriched the session to also critically analyse the model of change that stressed on government partnership. At the same time, the group also agreed that for a change to be sustainable and at a micro level, ownership by both community as well as service provider is required. The feminist movement today should strongly concentrate on advocating for a new change in urban governance to take the voices to a macro level to impact the change and have gender inclusive policies.

The group also reflected on the rights of the disabled being affected by the insensitive infrastructure in the city. The focus group discussion with the disabled conducted under the survey by Jagori highlighted the non- inclusive public spaces and the concerns of the disabled. The guidelines for conducting the focus group discussions were shared in depth followed by the guidelines on street survey.

The day followed with a session on sharing the process of drafting a strategic framework of interventions drawing from global and national experiences. On the basis of the survey findings, seven key areas have been identified;

1. Urban planning and design of public spaces
2. Provision and maintenance of essential services
3. Public transport
4. Policing
5. Legislation, justice & support to victims
6. Civic awareness and partnership-building
7. Education

The interventions for each of these seven strategic areas were illustrated as part of the discussion. For each of the strategic areas, there were certain 'quick wins', medium term and long term interventions demonstrated during the session.

Training of administrative staff and advocacy on policy changes is significant. Experiences and lessons have been shared with the participants to be taken into consideration while planning for each of the interventions. It was realized by the group any change in the attitude can only come in course of time. Women's safety in public spaces is not the priority for policy makers at any level. While physical interventions such as those relating to planning, design and services can show results in the short term, policy changes and institutional interventions (e.g. those relating to police, legislation etc.) will be effective only in the medium to long term. So it was considered necessary to have a consultative process to ensure commitment at highest level of recommendations.

For a practical experience on the safety audit tool, an exposure walk was organized for the group. Specific responsibilities required during the walk like capturing the area through photographs, recording voices of the people who are accessing the space, noting it on the check list, were assigned to each of the group members. The members were intrigued by the applicability of the tool to identify the nature of public space being safe or unsafe for women and girls.

### Day III- *Conclusion and Steps ahead*

The first session of the *third day* of the training was on debriefing on safety audit walk and how to prepare a safety audit map. The group was first moderated towards a discussion on their observation of the space where the safety audit was conducted on the second day. The factors that affect the vulnerability and hinders the accessibility of a particular space were reflected by the group. The group noticed intricately the gaps in the designing of essential services in public spaces, the pavements and also the services available in the particular area. Community services, like those of public transport were seen as largely absent in the area even with a market nearby, the group observed. The housing lanes though had private guards and the lanes did not have enough lights on streets.



The group during the discussion deliberated once again on gendered spaces while talking about how a woman 'manufactures' legitimacy for her presence in a particular space. Also, the usage of space also impacts the nature of it being safe or unsafe.

As far as the recommendations are concerned, community ownership and partnership was seen as imperative in bringing any change in the social and physical infrastructure of the space. The involvement of each of the stakeholder and service providers with the service users would lead to a composite and

sustainable change.

Towards the culmination of the three days deliberation on working towards safer cities, a calling for the feminist movement actors network to work together on the issue of violence and

addressing the multi-faceted factors affecting safety of women in one's own region of work was agreed unanimously. The participants believed to advocate the issue and concern at the national level by supporting it with facts on the basis of the tools shared during the workshop. Each group would conduct safety audit or focus group discussion to identify the problem and prepare a strategy for a national level campaign for policy change. It was also suggested to develop strategies to advocate the issue during the 16 Days of Activism against Gender Violence Campaign both nationally and internationally.



A word of appreciation to the entire participant and the vision to work together in strengthening the association further was given by Jagori.

## *Appendix*

1. Content of Reading Material for Training on Women's Safety; Aug 19-21,2010
2. Participating Organizations
3. Reading List and Web Links for References

## *Reading Material for National Workshop on Safer Cities for Women*

### **1. Safer Cities for Women Workshop: Perspectives, Methodology and Tools**

- 1.1. a. Concept Note
- 1.1. b. Agenda of the Workshop
- 1.1. c. Logistical Note

### **2. Reading Material by JAGORI**

- 2.1. a What is Women's Safety?
- 2.1. b Urban Safety and Poverty in Asia and Pacific
- 2.1. c Safe in the City?
- 2.1. d 'Shall we go Out?' Women's Safety in Public Spaces in Delhi
- 2.1. e Excuse Me! Can I Just Live Freely in This City?
- 2.1. f Delhi Women Can Depend on Bus Conductors For a Safer Ride

### **3. Tools Developed/Adapted by JAGORI**

- 3.1 Questionnaires
- 3.2 Focus Group Discussion
- 3.3 Safety Audit Guidelines

### **4. Research Reports by JAGORI**

- 4.1. a Gender Inclusive Cities, a Brief Research Report, Delhi
- 4.1. b Safe City Free of Violence against Women and Girls Initiative, a Brief Research Report, Delhi

### **4. Additional Reading List**

## **Additional Reading List Shared During The Workshop**

1. Women's safety; From dependence to autonomy, CAFSU, Montreal, 2002
2. Urban policies and the Right to the City; Rights, Responsibilities and Citizenships, UN Habitat & UNECSO, 2009
3. Negotiating Spaces: Residence, Property and public Spaces in North Kerala; Janaki Abraham
4. The Way She Moves; Mapping the everyday production of Gender-Space, Review of Women Studies, Ranade, Shipla, Economic and Political Weekly, Vol.42,No.17,1519-1526.
5. UN Habitat for Safer Cities, 1996 – 2007, UN Habitat
6. Women-Friendly Seoul Project Facilities Guidelines I ; Seoul metropolitan Government, Seoul Foundation of Women and Family; 2009
7. Women-Friendly Seoul Project Facilities Guidelines II; Seoul metropolitan Government, Seoul Foundation of Women and Family; 2009
8. Walking our Neighborhoods, building Cities Free from Violence; Regional Programme 'Cities without Violence Against Women, Safe Cities for All'
9. Women's community safety audits; WISE
10. Safety, gender mainstreaming and gender based programme; Caroline Moser
11. Is this My City, Mapping Safety For Women in Delhi ; JAGORI
12. Draft Gender Inclusive Cities Project Report; JAGORI

## **WEB LINKS FOR REFERENCES**

[http://jagori.org/wp-content/uploads/2011/03/Baseline-Survey\\_layout\\_for-Print\\_12\\_03\\_2011.pdf](http://jagori.org/wp-content/uploads/2011/03/Baseline-Survey_layout_for-Print_12_03_2011.pdf)

**Safe Cities for Women and Girls Initiative; Report of Baseline Survey Delhi 2010**

<http://www.unhabitat.org/categories.asp?catid=375>

**UN-Habitat Safer Cities Programme**

<http://www.unhabitat.org/downloads/docs/GenderandSafetyandSecurityinCitiesfactsheet.pdf>

**Gender and Safety and Security in Cities, Fast Facts and Figures**

<http://www.unhabitat.org/downloads/docs/Dialogue1.pdf>

**Taking Forward the Right to the City; Report to UN-Habitat; Alison Brown; February, 2010**

<http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2848>

**The Global Assessment on Women's Safety**

[http://www.redmujer.org.ar/pdf\\_publicaciones/art\\_18.pdf](http://www.redmujer.org.ar/pdf_publicaciones/art_18.pdf)

**Tools for the Promotion of Safe Cities from the Gender Perspective (2006)**

[http://www.womenincities.org/pdf-general/FCM\\_city\\_tailored\\_eng.pdf](http://www.womenincities.org/pdf-general/FCM_city_tailored_eng.pdf)

**A City Tailored to Women – The Role of Municipal Governments in Achieving Gender Equality (2006)**

[http://www.unhabitat.org/downloads/docs/5524\\_70912\\_Safer%20Cities%20-%20Strategic%20plan.pdf\(2007\)](http://www.unhabitat.org/downloads/docs/5524_70912_Safer%20Cities%20-%20Strategic%20plan.pdf(2007))

**UN-Habitat Strategic Plan for Safer Cities, 2008-2013**

<http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=1919>

**UN-Habitat for Safer Cities, 1996-2007**

<http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2887>

**Gender Equality for Smarter Cities: Challenges and Progress**

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*UNDERSTANDING WOMEN SAFETY AUDIT*

<http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2848>

**The Global Assessment on Women's Safety**

<http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2847>

**Women's Safety Audit: What Works and Where?**

[http://www.unhabitat.org/downloads/docs/5544\\_32059\\_WSA%20Centrum%20report.pdf](http://www.unhabitat.org/downloads/docs/5544_32059_WSA%20Centrum%20report.pdf)

**Women's Safety Audit for a Safer Urban Design, Result of pilot audit carried out in Centrum, Warsaw, and (25th August, 2007)**

### *Participating Organisations*

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### *About Jagori*

Jagori('AWAKEN, WOMEN') is a women's documentation, training and communication centre with the aim of spreading feminist consciousness to a wider audience using creative media. Established in 1984 Jagori is rooted in the experiences of the Indian women's movement with a vision to help build a just society through feminist values. It defines its mandate as building feminist consciousness through identifying and addressing the capacity-building, information and networking needs of women, particularly those belonging to oppressed groups in rural and urban areas.

Mission Statement: To deepen feminist consciousness with diverse stakeholders at the national and local levels through advocacy, perspective-building and supporting struggles against human rights violations of women and generating new body of knowledge.

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