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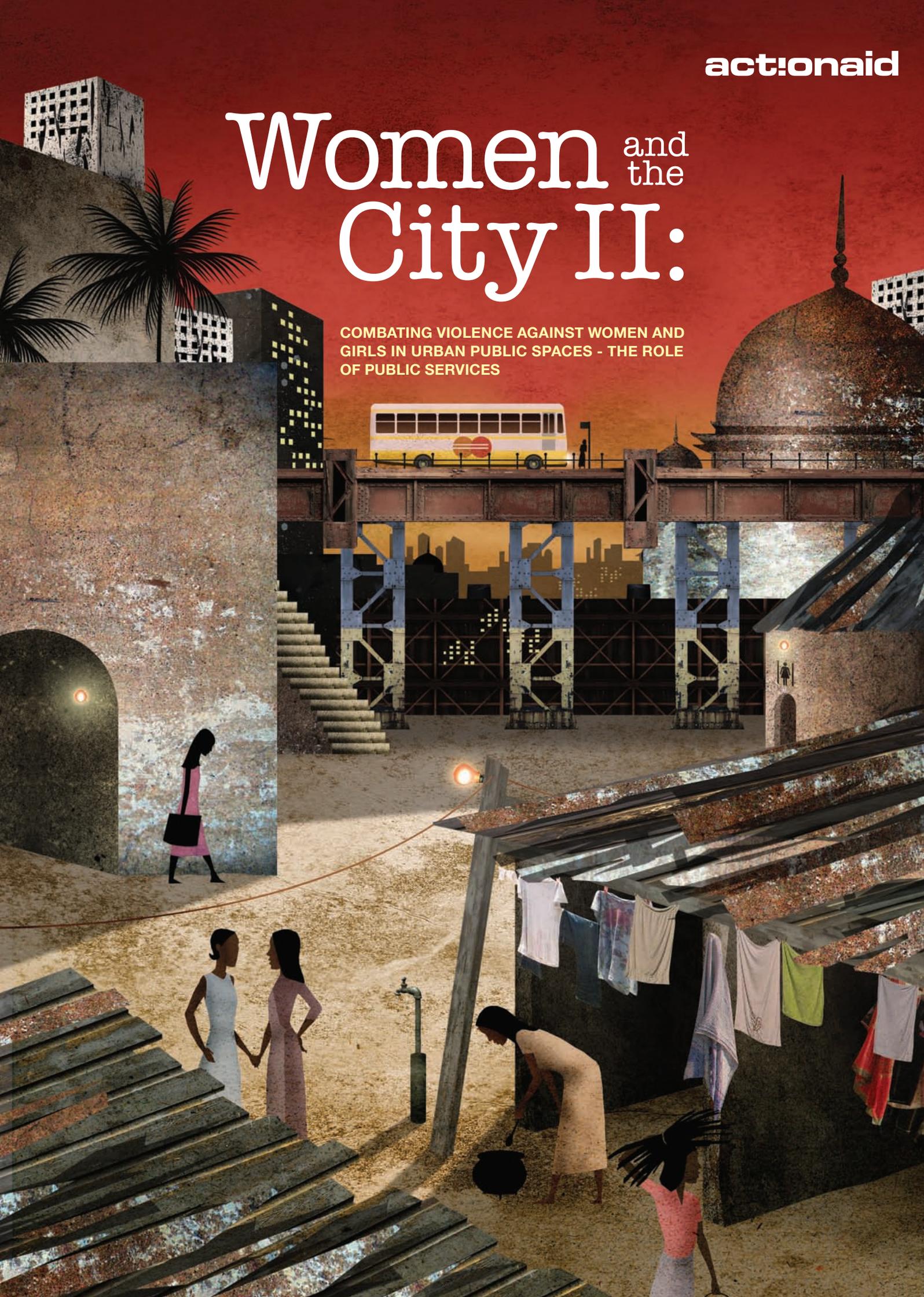
Women and the City II:

COMBATING VIOLENCE AGAINST WOMEN AND GIRLS IN URBAN PUBLIC SPACES - THE ROLE OF PUBLIC SERVICES

ACKNOWLEDGEMENTS

TABLE OF CONTENTS

"To avoid harassment, the women of the community rethink their way of life, including changing their mode of dress, in order to avoid "provoking" the approach of men…. even the schedules of women have changed, women have avoided work or working during the night and the girls had to change the schedules of schools, courses and even the time of their leisure."

WOMEN FROM BARBALHO, BRAZIL.

"My daughter got her salary which amounted to about US$150 and put it in her trouser pocket. She did not realise who stole the money. It was crowded when workers left the factory and everyone pushed each other to get through the factory gate. She only realised that she had lost her money after she got home."

CHAAN, MOTHER OF A GARMENT FACTORY WORKER, CAMBODIA

"Sometimes I have to wake up and leave home as early as 3 and 4am for work, to deliver goods for sale that will be taken by truck drivers to other towns or the countryside. I'm afraid of risks of rape and robbery when I leave home at this hour."

WOMAN VENDOR IN ETHIOPIA

"I don't see the need for services in any special way for women at the university because no policy of the university marginalises women in any way. There are separate toilets for men and women and other than that men and women can access all university services and facilities equally."

AN INSTRUCTOR AT THE UNIVERSITY OF LIBERIA.

EXECUTIVE SUMMARY

Introduction

It is now well recognized that women and girls around the world face violence, sexual harassment and abuse in many of the spaces that they inhabit – their homes, workplaces, educational institutes, on streets and on public transport.[1] Women's fear of violence restricts their movement, limiting their use of public spaces, their movement from their homes and as a result, their full enjoyment of a range of human rights.

ActionAid is working in different countries to make cities safe for women and girls through its *Safe Cities Initiative*.This initiative is founded on the concept of **right to the city.**[2] The right to the city is the right of all city inhabitants, especially poor people, to have equitable access to all that a city has to offer and also to have the right to change their city in ways that they see fit. It entails:

- Freedom from violence and harassment, including the fear of violence on the streets;
- Safe public spaces where women and girls can move freely, without fear of assault;
- Access to water and sanitation, electricity, transportation and other public amenities at residences and in public locations to reduce the risks of violence;
- Freedom from sexual harassment and abuse in the workplace;
- Gender sensitive policing mechanisms for reporting violence and obtaining redress, such as anti-violence centres/shelters; and
- Systems and structures for women and girls to enjoy social, economic, cultural and political participation.

This study, entitled *Women and the city II: combating violence against women and girls in urban public spaces- the role of public services,* was initiated to deepen our understanding about the links between violence against women and urban public services, to build evidence, to get communities as well as duty bearers to engage in the process and to strengthen our ability to work with women in these communities to seek change. Conducted in Brazil, Cambodia, Ethiopia, Kenya, Liberia and Nepal, this study comes at a time of significant global change. In 2008, the world reached a momentous milestone: for the first time in history, more than half of its human population – 3.3 billion people – lived in urban areas. By 2010, the global urban population outnumbered the rural population with 3.56 billion (51.5% of the global population) living in urban areas.

This report is envisaged as a knowledge building and advocacy tool. Our expected audience includes local municipalities and community leaders, law enforcement, urban planners, non-governmental organisations, feminist movements, the safe cities movement in particular, policymakers and donors at the national and international levels.

The report is divided into five sections, namely, an introduction that provides an overview of the right to the city and the global history of safe cities work; an outline of the methodology adopted for this study; country contexts for each of the six countries; key findings; and finally, recommendations.

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1. Department for Economic and Social Affairs, *The world's women 2010: trends and statistics,* United Nations Publications, New York, 2010, http://unstats.un.org/unsd/demographic/products/Worldswomen/WW2010pub.htm (accessed 9/1/13).
2. The **right to the city** is an idea and a slogan that was first proposed by Henri Lefebvre in his 1968 book *Le Droit à la ville.* Lefebvre summarises the ideas as a "demand... [for] a transformed and renewed access to urban life". David Harvey described it as follows: "The right to the city is far more than the individual liberty to access urban resources: it is a right to change ourselves by changing the city. It is, moreover, a common rather than an individual right since this transformation inevitably depends upon the exercise of a collective power to reshape the processes of urbanization. The freedom to make and remake our cities and ourselves is, I want to argue, one of the most precious yet most neglected of our human rights." Harvey, D. *Social justice and the city,* University of Georgia Press, Athens and London, 2009, http://bit.ly/WAjjKP (accessed 9/1/13).

Methodology

The objectives of the study were:

a) To strengthen the quality of our programming under the *Safe cities initiative* across countries by ensuring an evidence-based response derived through participatory knowledge building processes with communities;
b) To develop a better understanding of the links between lack of access to basic services and violence against women; and
c) To strengthen the global discourse and advocacy around these links.

A common set of tools was used across all six participating countries. The intention was to collect responses from each location to the same set of questions and concerns. The tools chosen were: policy analysis – a listing of policies, legislation, programmes and schemes that address the issues of availability of public services and violence against women;[3] focus group discussions (FGDs); key informant interviews (KIIs); and case studies.

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Country context

Brazil:

The State of Pernambuco is historically one of Brazil's poorest and most violent states. Drug trafficking is rampant here and the capital, Recife, has one of the highest murder rates per capita in the country.[4] Faced with rapid urbanization, many large agricultural fields in Pernambuco are being converted for large-scale projects, such as the expansion of the Port of Suape and the construction of the railroad Transnordestina. Other huge projects which are impacting on rapid urbanization in Brazil include the preparations for the World Cup and the Olympics of 2014 and 2016 respectively. This study focused on violence against women in slums of the metropolitan region of Recife, where there is a high prevalence of crime, evictions and displacement and limited reach of public services.

Cambodia:

Cambodia's capital, Phnom Penh, is one of the fastest growing cities in the world. According to the Cambodian Rural Urban Migration Report Project (CRUMP), undertaken by the Ministry of Planning and United Nations Population Fund Cambodia, young people (aged 20-34) from the provinces are flooding into the capital for work and education opportunities. This study focused on the violence and the lack of public services experienced by women garment workers. There are 320 garment factories employing 356,609 workers in Cambodia. Ninety percent of Cambodia's garment industry workers are migrant women with an average age of 24 years.[5]

Ethiopia:

83% of Ethiopia's population lives in rural areas. However, rapid urbanization is taking place across the country, with particular increases in rural-urban migration to the capital city of Addis Ababa.[6] Women migrate for labour opportunities and also to avoid early marriage practices in rural areas. In Addis Ababa, over 64,000 informal sector workers, more than half of the total number, are women.[7] This study focused on women vendors, many of whom travel from rural communities to sell their goods in Addis Ababa.

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3. Women in Cities International (WICI), *Tools for Gathering Information about Women's Safety and Inclusion in Cities - Experiences from the Gender Inclusive Cities Programme* 2011, Women in Cities International, Canada, 2011, http://www.womenincities.org/pdf-general/GICP%20Tools%20Report_internet.pdf (accessed 17/1/13).
4. Nóbrega, JM. *Barômetro da Violência e da Segurançana Cidadedo Recife, Política Hoje* Vol. 17, Segurança Publications, Brazil, 2008.
5. International Labour Organisation and The World Bank, *Cambodia: Women and work in the garment industry, The World Bank, Phnom Penh, Cambodia, 2006,* http://siteresources.worldbank.org/INTJUSFORPOOR/Resources/WomenandWorkinthefactory.pdf (accessed 17/1/13).
6. United Nations, Department of Economic and Social Affairs, *World Urbanization Prospects, the 2011 Revision* (shows this rate as 4.1% for Ethiopia for the period 2005-10), United Nations Publication, New York, 2012, http://esa.un.org/unpd/wup/index.htm (accessed 18/1/13).
7. Ethiopian Central Statistics Authority, *Urban Biannual Employment Unemployment Survey2004,* Ethiopia, 2004, Ethiopian Central Statistics Publication, http://www.csa.gov.et/ (accessed 18/1/13).

Kenya:

Mombasa, in Kenya, the second largest city in the country has a population of over 10 million people as of 2011.[9] The driving force behind urban migration for women as well as men is the search for economic opportunities. The study was focused on Ziwa la Ngo'mbe and Mwakirunge Dumpsite and the surrounding informal settlements in Bamburi.

Liberia:

The Republic of Liberia has a population of fewer than 4 million people. Liberia is a post-conflict, transitional society recovering from a 15-year civil war. Liberia's population is young, with approximately 52.7% of the population under the age of 20. This study focused on the situation of women university students, who, being among the most mobile of young women, are vulnerable to violence and harassment on the routes they traverse on campus and on transportation in the surrounding urban areas.

Nepal:

According to the preliminary results of the 2011 Population Census, the population of Nepal stands at 26.6 million.[8] Fifty percent are women and 20% of the population lives in urban areas. Since transportation was identified as one of the major obstacles to women's mobility, ActionAid decided to research and build evidence around public transportation and women's safety and mobility.

Findings

Availability, access and quality of public services in cities and sites:

The findings of the study show that the absence of access to quality services such as public transport, streets and street lighting, electricity, housing and living conditions, health services, food and water,

education and employment opportunities, substandard working conditions, safety and security, are all areas of great concern for the different categories of women who participated in this study. While policy frameworks in countries are committed to deliver public services, the provision of infrastructure and services to poor people appears to be a lower priority for governments. Women are frequently left with inadequate services for themselves and their families, often relying on weak, makeshift arrangements.

In Recife, government-led evictions are displacing many families. In Phnom Penh, garment workers live in rented rooms, sharing cramped quarters near factories. In addition to the limited space, tenants are required to separately pay for water, electricity, and garbage collection services at rates significantly higher than what is charged by the government for these services. Women living near and around the Mwakirunge dumpsite, in Bamburi, Mombasa lack access to the most basic services, including water, electricity, healthcare or any forms of security and protection while working at the dumpsites or passing through them. In Addis Ababa, many women vendors experience lack of access to a marketplace, lack of infrastructure in the marketplace, for example, water and electric services.

Sexual harassment is a constant reality across the six countries. In the past few decades, led by women's movements, a public discourse against sexual harassment and other forms of violence against women in the public sphere has been developing. Governments are increasingly demonstrating efforts to develop legal and policy frameworks to fight such violence. Nonetheless, violence remains a persistent feature of many women's lives.

Concerns around policing were articulated in all the countries where the study was undertaken. Police patrols and immediate responses from police to women's complaints of violence were identified as inadequate.

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8.   Central Bureau of Statistics, Preliminary Result of National Population Census 2011, http://census.gov.np/ (accessed 18/1/13).
9.   Kenya National Bureau of *Statistics Kenya Facts and Figures 2012,* Kenya National Bureau of Statistics Publication, Kenya, 2012, http://knbs.or.ke/downloads/pdf/Kenyafacts2012.pdf (accessed 17/01/13).

Lack of coordination among government departments and the need for better coordination was expressed by many community members and public service providers, for example, in Brazil by the police and in Ethiopia by vendors.

The lack of public services and its impact on women

During the course of this study, women from poor and marginalised communities spoke of how lack of access to quality public services (including bad roads, inadequate or inexistent street lighting, lack of public transport, unavailability of public toilets and weak crime control), lack of information, the absence of legislation and laxity in implementation of existing legislation, affects their way of life. Cities have been planned and built and services delivered without taking women's lives and needs into account. Lack of gender sensitive responses heighten the inequalities suffered by women.

Women's experiences examined in this study emphasise that lack of public services and the controls imposed on women limit their ability to live with autonomous control over their lives both within and outside the home. In fact, the study shows that a lack of public services leads to extreme forms of violence against women, such as young children aged 10-12 being sexually harassed and raped and facing unplanned pregnancies, as seen in the dumpsites in Mombasa, Kenya. In Brazil, women spoke of the harassment and violence facing themselves and girls in their communities, violence which has been exacerbated by the presence of drug trafficking and the nexus between the police and drug traffickers. Our findings in Nepal reveal the limitations on women's mobility imposed by the lack of policing and an absence of gender sensitivity within the transport system and society in general.

Role of authorities and gender-sensitive responses

Violence against women is not a one-off incident but deeply embedded in society. Women's mobility and conduct is regulated both in the public sphere and at home. For many people, including governments, ensuring safety for women often translates into regulating women's behaviour. There is a strongly held belief across cultures that women 'provoke' violence and harassment by their own behaviour and actions.

Our findings reveal a failure among policymakers to appreciate that even if policies do not deliberately exclude women, women will remain excluded if policies do not address normalised forms of exclusion, violence and inequality in patriarchal societies. Women must be placed at the centre of the design of cities and public services for levels of violence and the gravity of such attacks to be reduced. If women are attacked on streets, there have to be measures in place to reduce the risk of such attacks, like well-maintained and lit roads, regular police patrolling, training of police personnel to ensure they recognise the crime and do not lay blame on the victim, penalties in place for violence against women and public education measures to promote a woman's right to safe mobility.

Role of community and non-governmental organisations

Communities take up responsibilities and play a role in improving their situation. Countries like Ethiopia, Nepal and Kenya have trialled systems of community policing. In addition to state and community efforts, women community members see non-governmental organisations and civil society organisations as stakeholders who play a role in influencing the provision and maintenance of services. In this study, individual women have spoken about their efforts to resist violence and sensitise public service providers.

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Recommendations

During the course of this study, participants have offered suggestions for change. The following recommendations are an amalgamation of those ideas put forward by directly affected groups, other community members and officials:

Policy, legislation and programmes

- Policies, laws, programmes and campaigns have to focus on ending violence against women and girls, both at home and in public life. There is a specific need for state-enacted legislation to address all forms of violence against women and girls in public spaces.
- Policies, programmes and plans for affirmative action for women and girls should be put in place in all sectors.
- Governments and law enforcement agencies should ensure implementation of legislation, policies and programmes and combat impunity for violence against women.
- Government programmes and schemes have to be flexible, so that they are able to accommodate the differential needs that can be identified among excluded groups of women and girls.
- Coordination and information sharing among various government departments should be more streamlined for efficient delivery of services.

Justice system

- The justice system, whether it is the local police station or the law courts, must be equally accessible to women and it must be just.
- Mechanisms for voicing grievances should be in place and accessible to the most poor and excluded women.
- Methods like social audits could be used to involve people living in poverty in assessing and monitoring how public services are being delivered.
- The legal framework of countries should support the formation of workers' unions/collectives and non-governmental organisations to facilitate change.

Public services

- Governments should commit to and allocate appropriate budget to ensure provision of accessible and affordable public services including access to safe drinking water, health, education, housing, sanitation, electricity, roads and public transport to poor people, especially women and girls.
- Information about policies, laws, programmes and mechanisms should be made available and accessible in local languages.
- Services to prevent and redress violence against women, both in the private sphere and in public, should also be included in the realm of essential public services.
- Governments should regulate and monitor service providers and the services they deliver. State departments must act in close coordination with each other.
- All children, including the girl child, should be supported to access education. Women's participation in higher education should be supported. Policies for affirmative action, both for admission and scholarships, may be introduced.
- Employers should provide services such as childcare to enable women to work outside the home. Governments/employers should also strengthen legal provisions for maternity leave and ensure that benefits are accessible for workers in the informal sector.
- Needs of women and girls regarding public services and safety have to be understood from a rights perspective and considered in planning processes. The focus must be on right to mobility rather than restrictions on women.
- Streets must be crime-free and policing should be sensitive and efficient. Crime-free neighbours and streets reflect the commitment of governments to the right to the city.

Gender-sensitisation and training

- Gender training should be made mandatory for service providers, be they government employees or private providers, and also for the employer. Training manuals for police personnel, public transport workers, and health providers should include modules on gender training.

- Training of police personnel should focus especially on breaking gender stereotypes and providing sensitive services to women who have faced violence, including women with disabilities.
- Discussions have to be conducted at different levels of government, and in different departments, to challenge deeply held patriarchal beliefs and challenge and change sexist practices that affect women's empowerment and their daily lives. This will enable achievement of the promises set out in policies and laws promoting gender equality.
- Stringent action should be taken against service providers who commit harassment including where access to public services is made conditional on the provision of sexual favours. Gender sensitivity should be a criterion for selection of staff.

Organising women

- Women need to organise to demand information and entitlements, and to build their capacity and awareness on issues related to their safety, cultural stereotyping and victim blaming that seems common to all societies.
- Efforts need to be directed towards building strong grassroots women's groups that see themselves as opinion builders and influencers of policy, legislation and plans on combating violence against women and delivering public services that are inclusive and gender sensitive.

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Conclusion

Work on safe cities for women asserts women's and girls' right to the city and all its public spaces. The movement for safe cities for women believes that women have a right to be outside for work and play, during the day and at night, alone or with others and are individuals who have the right to fully enjoy everything that a city has to offer.

This study has also looked at policy and legislative frameworks in the different countries to see whether an enabling environment exists that furthers the idea of a world free of violence against women. A commitment to good governance by national governments, fostering principles of democracy and equality, creates an atmosphere that promotes women's rights. Ideas of equality outlined in constitutions are given form by policy and legislation. These are translated into practical changes in the daily lives of people through the way cities are planned and designed and the quality of services offered.

This study, *Women and the city II: combating violence against women and girls in urban public spaces - the role of public services*, has looked at the experiences of different groups of women, namely, displaced women in Brazil, migrant women garment workers in Cambodia, women vendors in Ethiopia, women living in informal settlements and dumpsites in Kenya, women university students in Liberia and women using public transport in Nepal. It has recorded what these women have to say about their experiences of living and working in cities, the violence and harassment they face and how their problems are compounded by non-existent or very poor public services.

The findings of this study pose questions to people in government, to planners and architects, to civil society organisations, to employers, to service providers - both government and private – to different social institutions and to individuals of all genders about their ideas of people's right to the city, the reasons why women are excluded and ways in which such exclusion is perpetuated. This study acknowledges that there are deep-rooted patriarchal beliefs and values that compromise a woman's right to free mobility. Social and cultural change is the foundation for sustainable improvements in women's lives. At the same time, it highlights the particular need to provide gender sensitive, efficient public services as a significant and practical way of challenging sexism, promoting women's right to mobility and moving towards more just and equal societies.

Woman from slum community in Nairobi, Kenya.
Lack of public services increases women's burdens especially
for women living in poverty and exclusion.
PHOTO: CLAUDIA JANKE

INTRODUCTION

"The most notable fact our culture imprints on women is the sense of our limits. The most important thing one woman can do for another is to illuminate and expand her sense of actual possibilities."[10]
Adrienne Rich

The world's women 2010 - trends and statistics report indicates that violence against women is a universal phenomenon and women are subjected to different forms of violence – physical, sexual, psychological and economic – both within and outside their homes.[11] According to UN Women, up to 70% of women will experience violence in their lifetime, and a woman's abuser is usually known to her.[12] Women and girls face violence and the threat of violence at every stage of their lives, across all communities, cultures and countries,[13] and in all spaces they inhabit – homes, workplaces, educational institutions, streets and public transport. Women's fear of violence restricts their movement, limiting their use of public spaces and movement from their homes to public or other private spaces.

Violence against women and girls reinforces gender inequality. Poverty, migration and the mobility of women and girls for livelihoods, education and in pursuit of their other needs are also factors that make them vulnerable to violence, especially when they move to urban areas. Most of these threats are triggered by the perception and dogmatic belief that women and girls should not transcend the traditional gender roles which they are assigned by society. Violence against women and girls thus violates women's human rights and hinders women's empowerment.

Women fear and experience violence in two dimensions: violence against women and violence arising from urban insecurities, particularly in relation to urbanisation and poverty. Women may experience these two types of violence simultaneously. For example, a woman may experience rape by someone she knows (gender-based violence), have the act discounted or rationalised by others (another form of gender-based violence), and then struggle with inadequate services as she seeks legal recourse and access to a health service (urban insecurities).[14] Violence against women in public spaces particularly affects poor and excluded women. Women's roles and the differences between women by race, ethnicity, age, sexual orientation, disability, marital and parenthood status and socio-economic status directly influence how women experience cities on a daily basis.

10. Adrienne Cecile Rich (May 16, 1929 – March 27, 2012) an American poet, essayist and feminist. She was called "one of the most widely read and influential poets of the second half of the 20th century", and was credited with bringing "the oppression of women and lesbians to the forefront of poetic discourse."

11. Department for Economic and Social Affairs, *The world's women 2010: trends and statistics,* United Nations Publications, New York, http://unstats.un.org/unsd/demographic/products/Worldswomen/WW2010pub.htm (accessed 9/1/13).

12. UN Women, Violence against women prevalence data: 2011, United Nations Publication, New York, 2011, http://www.unifem.org/gender_is sues/violence_against_women/facts_figures.html (accessed 9/1/13).

13. United Nations Development Fund for Women, Not a minute more: ending violence against women, United Nations Publication, New York, 2003, http://www.unifem.org/materials/item_detail86d2.html (accessed 18/1/13).

14. ActionAid International, *Women and the city: Examining the gender impact of violence and urbanisation,* ActionAid International Publication, Johannesburg, 2011, http://www.actionaid.org/publications/women-and-city-examining-gender-impact-violence-and-urbanisation (accessed 18/1/13).

In 2008, the world reached an invisible but momentous milestone: for the first time in history, more than half of its human population – 3.3 billion people – lived in urban areas. By 2010, the global urban population outnumbered the rural population with 3.56 billion (51.5%of the global population) living in urban areas. This milestone marked the advent of a new urban millennium. It is estimated that 56% of the world's population will live in urban areas by 2020; by 2030; this percentage will rise to 60% (or 5 billion urbanites).[15] It is expected that 90-95% of this growth will occur in cities in developing countries.

Increasing population size in cities has led to problems in ensuring adequate housing, transport, sanitation and provision of basic services to all populations. The growth of slums and urban poverty has had an effect on the quality of life for millions and has highlighted government inability and lack of political will to fulfil people's basic needs. Poor people 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. 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.[16]

The global safe cities for women movement began to emerge in the 1970s, with groups of women in different countries organising protest marches to "take back the night" or "reclaim the night" – illustrating the fact that women's right to the streets has long been a concern of feminists. Another defining event for the safe cities movement is The Montreal Massacre.[17] Many women's groups and public officials saw this as an anti-feminist attack that was representative of wider societal violence against women. Consequently, the anniversary of the massacre has since been commemorated in Canada as the National Day of Remembrance and Action on Violence against Women.

Over time, several organisations began conducting work on women's urban safety. These organisations included Women in Cities International (WICI), Women and Habitat Network Latin America, the Huairou Commission, Jagori, UN-HABITAT, and UN Women (formerly UNIFEM). Although the initiatives are varied in their geographic scope and focus, they have highlighted the importance of city planning, and encouraged practical initiatives that involve women themselves in creating safe cities. There have been three International Conferences on Women's Safety, in 2002, 2004 and 2010, resulting in the Montreal Declaration 2002, Bogota Declaration 2004 and Delhi Declaration 2010. New generation programmes like the Gender Inclusive Cities Programme (GICP) aim to create cities that are inclusive and respect the right of all people, including women, to live, work and move around without fear or difficulty.

This report, like the work of the safe cities movement, is embedded in the notion of the right to the city. This is defined as the right of all city inhabitants, especially poor people, to have equitable access to

15. United Nations, Department of Economic and Social Affairs, *World Urbanization Prospects, the 2009 Revision highlights,* United Nations Publication, New York, 2010, http://esa.un.org/unpd/wup/Documents/WUP2009_Highlights_Final.pdf(accessed 18/1/13).
16. Women in Cities International, Learning from women to create gender inclusive cities: Baseline findings from the gender inclusive cities programme, Women in Cities International publication, Canada, 2010, http://www.femmesetvilles.org/pdf-general/gicp_baseline_compress.pdf (accessed 17/1/13).
17. A young man walked into the École Polytechnique in Montreal on 6 December 1989 and shot and killed fourteen women students, most of them studying engineering. "You're women, you're going to be engineers. You're all a bunch of feminists. I hate feminists," said the killer and began his killing spree, Wikipedia (http://en.wikipedia.org/wiki/%C3%89cole_Polytechnique_massacre) taken from Sourour, T.K. Report of Coroner's Investigation 1991, Canada, 2006, http://www.diarmani.com/Montreal_Coroners_Report.pdf (accessed 18/1/13).

all that a city has to offer and also to have the right to change their city in the ways that they see fit.[18] The growing safe cities for women movement[19] adapted the idea of women's right to the city, and it aims to eliminate all forms of violence against women and girls by simultaneously targeting the systemic societal factors that create gender inequality and by 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 opportunities for 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.

Building on this history of work, movement building and advocacy and demands for change in 2011, ActionAid piloted work to investigate women's safety in cities and urban spaces in several countries where it works. This programme sought to build upon ActionAid's experience working on both violence against women and urban poverty, and to support the consolidation and development of tools and approaches,[20] foster public awareness, and development of practical strategies to enhance women's urban safety.

In keeping with ActionAid's participatory and human rights-based approach, the entry point in all countries was through community women's groups with whom ActionAid had some prior experiences of work. ActionAid explored the ways violence and insecurity limit poor women's mobility and their participation in society by using participatory safety audits in Brazil, Cambodia, Ethiopia, Liberia and Nepal. In each of the five countries, ActionAid worked with partners to identify groups of women particularly affected by violence in public urban spaces. A Participatory Safety Audit Toolkit was used to record women's experiences of safety in their country. Teams also adapted the tools in ways that were culturally and contextually appropriate. The study's findings helped country programmes and partners[22] not only to lay the foundation for their safe cities programme, but it also resulted in the publication of the report Women and the city: examining the gender impact of violence and urbanisation in 2011. Documenting and prioritising women's experiences offered new information that was then used to develop ActionAid's position and strategies on safe cities.

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18.   Harvey, D. *Social justice and the city,* University of Georgia Press, Athens and London, 2009, http://bit.ly/WAjjKP (accessed 9/1/13).

19.   The Safe Cities movement is a new movement promoted by Jagori in India, Women in Cities is International, Canada, and the Huairou Commission for the past 10-15 years along with UN-Habitat and UN Women.

20.   In the 1990s in Canada, several organisations and cities developed useful frameworks and tools to assess and address women's safety in the city, notably the Toronto Metropolitan Action Committee on Violence against Women and Children (METRAC) women's safety audit (WSA) tool, and the Montréal Comité action femme setsécurité urbaine (CAFSU) From Dependence to Autonomy Toolkit.

21.   ActionAid International commissioned Social Development Direct to work with country offices and partners to develop a template for the Rapid Situational Analysis in the five countries and to develop a Participatory Safety Audit Toolkit.

22.   ActionAid partners include: Brazil- Casa da Mulher do Nordeste (House of the North-eastern Woman), ETAPAS - EquipeTécnica de Assessoria Pesquisa e Ação Social (Team Technical Advisory Research and Social Action), Fórum de Mulheres de Mirandiba (Conviver), Centro das Mulheres do Cabo (Women's Centre of Cabo); Cambodia - Worker's Information Center (WIC); Ethiopia - Women in Self-Employment association (WiSE); Liberia - Women Care International Foundation (WICF); Nepal - Home Net, Nepal MahilaEkataSamaj, Activista Nepal and Rastriya Mahila Adhikar Manch, Secretariat-Prerana; Kenya - Sauti Ya Wanawake, Pwani.

Findings from *Women and the city I: Examining the gender impacts of violence and urbanization* (2011)

In Brazil, key constituents were poor women who live in informal settlements. The presence of drug trafficking and related violence had aggravated the perpetual fear and insecurity among poor women, restricting their opportunities for livelihood, education and recreation. Inadequate infrastructure and public services, inaction by police and public sector officials were key issues. Rape and fear of rape was very common. Adult women in the study were most vulnerable in public, urban spaces when they were alone. Harassment and violence were normalised, and women were blamed for their occurrence. Other issues identified included: negative effects of large projects such as the construction being done for the Program for the Acceleration of Growth (PAC) the Olympics and the World Cup; increasing incidence of teenage pregnancy; sexual abuse of children and teenagers; more young women being involved in sex work; the spread of sexually transmitted infections; and drug use.

In Cambodia, the key constituents in the study were women garment workers. A safety audit done with them revealed that services to ensure women's sexual and reproductive health and other health needs, as well as services to address rape, were inadequate and were considered a priority for change by the women. Most garment workers are poor women who have migrated from their provinces because of rural poverty. Garment workers not only face problem of short-term contracts and low wages but also have to make do with poor facilities. Inadequate policing, overcrowding in rental areas, poor hygiene and sanitation, poor lighting and distance between rental rooms and toilets increase women's risk of violence, including rape.

In Ethiopia the key focus group in the study comprised women who work as small-scale vendors in urban areas in and around Addis Ababa. Findings showed that some key issues were: the lack of a safe marketplace; robbery, theft and homicide; housing problems; and transport. Perpetrators of violence and harassment saw women vendors as easy targets for robbery, bribes and sexual favours. Violence and harassment affected women's earnings and the sustainability of their small businesses, thus having an impact on their empowerment. The research report recommended that cooperatives should work with other organisations to prioritise women's safety concerns.

Liberia chose as their key constituents female university students, who face widespread sexual violence, including rape, which persists as a legacy of civil war. Changes that are needed at the university level included sexual and reproductive health services, counseling, improved campus security, and student organisations and peer groups that raise awareness about violence and advocate its elimination. University authorities and national and local governments must be held accountable for violence that takes place on campus.

In Nepal, the research conducted in 2011 aimed to understand the experiences of women who use public transport in Kathmandu Valley. The key constituents are squatter women and women who work in the informal sector in Kathmandu, many of whom, to sustain their livelihoods, have to travel on public transport daily. They face harassment and violence on buses, micro-buses and other forms of transport on isolated routes. Most of them these women have migrated to Kathmandu Valley for better economic opportunities. Crowdedness, time of day, and even the seasons affect women's experiences. However, cultural norms encourage women to remain silent, protect family prestige, and not to report incidents. Women in Nepal sometimes preferred or were told to travel with elders, husbands or companions, regardless of how urgently they needed to travel.

ActionAid's *Safe cities initiative* promotes the concept of the right to the city. For ActionAid a safe city is a place where the State and civil society ensure opportunities for women and girls to enjoy their city, which means:

- Freedom from violence and harassment, including the fear of violence on the streets
- Safe public spaces where women and girls can move freely, without fear of assault
- Access to water and sanitation, electricity, transportation and other public amenities at residences and in public locations to reduce the risks of violence
- Freedom from sexual harassment and abuse in the workplace
- Gender sensitive policing mechanisms for reporting violence and obtaining redress, such as anti-violence centres/shelters
- Systems and structures for women and girls to enjoy social, economic, cultural and political participation.

The *Safe cities initiative* aims to result in: safety, mobility and access to public services for women and girls living in poverty and exclusion; the enactment and implementation of gender inclusive urban policies and legislation; a reduction in violence and fear of violence experienced by women and girls; and the participation of women and girls in economic, educational, cultural and political opportunities.

Rental accommodation area for workers at Dangkor, Cambodia. 'No choice' is a very common phrase from the workers who must continue to earn their living in cramped, hot rooms with many other people; eating low quality food; working under short-term contracts and working long hours; living under fear of rape or robbery after leaving work at night time.
PHOTO: SAVANN OEURM/ACTIONAID

METHODOLOGY

"Feminist theory – of all kinds – is to be based on, or anyway touch base with, the variety of real life stories women provide about themselves."[23] Maria Lugones and Elizabeth Spelman

ActionAid's global strategy People's action to end poverty has ten change promises against which the organisation will hold itself to account. Change Promise 3 states: *"by 2017, through holding governments and corporates to account, we will have secured improvements in the quality, equity and gender responsiveness of public services for five million people living in poverty". Change Promise 9 states "by 2017 we will have organised over five million women and girls in rural and urban areas to challenge and reject gender-based violence that would have denied them control over their bodies and sexuality and made them vulnerable to HIV and AIDS".* The current study is contextualised within these promises. It explores the links between the two promises.

This study is guided by principles of feminist research and the tools are also developed in accordance with those principles. The aim is to bring the ideas, concerns and voices of the most excluded and vulnerable women and girls to the centre. The process of the study is a means for women and girls to express their opinions, thoughts and ideas and become participants in a process of learning and change. This focuses on validating the experiences of women, documenting them and bringing the concerns of poor and marginalised women into the sphere of planning and public policy.

The safe cities study is planned as a qualitative study, to give us better understanding of the links between lack of access to basic services and violence against women. This work will link with that of the ActionAid Governance team, which is currently involved in a rapid assessment of both urban and rural basic services policies at the national level across countries.

The objectives of the study are:

a) To strengthen the quality of our programming under the *Safe cities initiative* across countries by ensuring an evidence-based response derived through participatory knowledge building processes with communities;
b) To develop a better understanding of the links between lack of access to basic services and violence against women; and
c) To strengthen the global discourse and advocacy around these links.

A common set of tools and questions was used across all countries for this study, which was conducted in cities within Brazil, Cambodia, Ethiopia, Kenya, Liberia, and Nepal. The intention was to collect responses from each location to the same set of questions and concerns. The tools chosen were: policy listing – a listing of policies, legislation, programmes and schemes that address the issues of availability of public services and violence against women;[24] focus group discussions (FGDs); key informant interviews (KIIs) and case studies. More than one kind of tool was used to give

23. Lugones, María and Elizabeth Spelman. "Have We Got a Theory for You!: Cultural Imperialism and the Demand for the Woman's Voice." *Hypatia Reborn: Essays in Feminist Philosophy.* Ed. Asisah al-Hibri and Margaret A. Simons. Bloomington, Indiana: Indiana University, 1990. 18-33.
24. Women in Cities International (WICI), *Tools for Gathering Information about Women's Safety and Inclusion in Cities - Experiences from the Gender Inclusive Cities Programme* 2011, Women in Cities International, Canada, 2011, http://www.womenincities.org/pdf-general/ GICP%20Tools%20Report_internet.pdf (accessed 17/1/13).

depth to the methodology and enable investigators to get the viewpoints of different cross-sections of society, as well as to highlight different aspects of the problem.This enabled the investigators to engage with multiple stakeholders on issues relating to violence that urban women face in public spaces and to strengthen ongoing programmes and campaigns around women's safety in urban public spaces.

In the context of work on women and cities, policy listing endeavours to collect information and provide an overview of policies, plans, legislation, and initiatives or programmes that address violence against women, gender equality and women's right to the city. It is used to determine where interventions on women's safety and gender inclusion fit within the larger political and institutional context of the city, state (province) or country. Such analysis allows for a strategic assessment, highlighting possible opportunities for initiatives or actions to strengthen current policies, plans, legislation, initiatives or programmes. Such a listing also enables an understanding of the policy, plan, legislation, initiative or programme gaps related to violence against women, gender equity and women's right to the city. Given that such a review of policies and laws is essential for research of this kind, it was conducted as a first-step in all six countries.

During this study, FGDs were used 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 spaces can be improved. Each country selected groups of partici-pants whose concerns were considered particularly relevant to the local situation. This meant that the composition of groups was varied and some included men as well as women. Each participating country conducted three to six FGDs. For example, in Liberia, FGDs were conducted with six women students attending the African Methodist University, 12 women students of the University of Liberia, a mixed group of men and women in their 20s and 30s and another group of six men and women.

During this study, KIIs were conducted to get the points of view of people in government, university authorities, as well as those conversant with the issue and/or the community. For example, in Nepal, KIIs were conducted with a member of the Bar Association and trade union leaders. Specific KII questionnaires were developed for university personnel in Liberia and the police in Brazil.

Women's safety audits offer a practical and partici-pative 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. This tool was used by ActionAid Brazil only.

Participating countries have also used case studies as one of the tools to gather information. Guidelines for preparing case studies for this study were developed and used in conjunction with the existing ActionAid case study checklist.

The methodology details are illustrated in a table below.

Country	FGD	KII	Case Study
Brazil	5	3	2
Cambodia	6	8	2
Ethiopia	3	8	2
Kenya	5	5	1
Liberia	5	10	1
Nepal	6	11	3

The report is divided into five sections, namely, introduction, methodology, country context, findings and recommendations. This report is expected to

reach out to different groups of people within countries and internationally. The expected audience includes local municipalities and community leaders, law enforcers, urban planners at national and international levels, UN Habitat, UN Women, UNDP, and other international donors and international institutions working on the issue. ActionAid also hopes to reach non-governmental organisations, feminist movements, the safe cities movement, activists, students, youth and the media.

The report will be an advocacy tool at multiple levels to demand that:

- Urban public services are accessible to poor women and girls from the most vulnerable communities

- Gender policies are comprehensive and include a strategy to ensure women's rights to public services are realised
- Urban governance at all levels adopts a gender sensitive approach, for example in planning, developing policies, infrastructure and delivering programmes
- Communities keep a watch on systems, structures and delivery of urban public services and ensure commitments are fulfilled on time
- Communities play a role to the extent that this is possible at all levels.
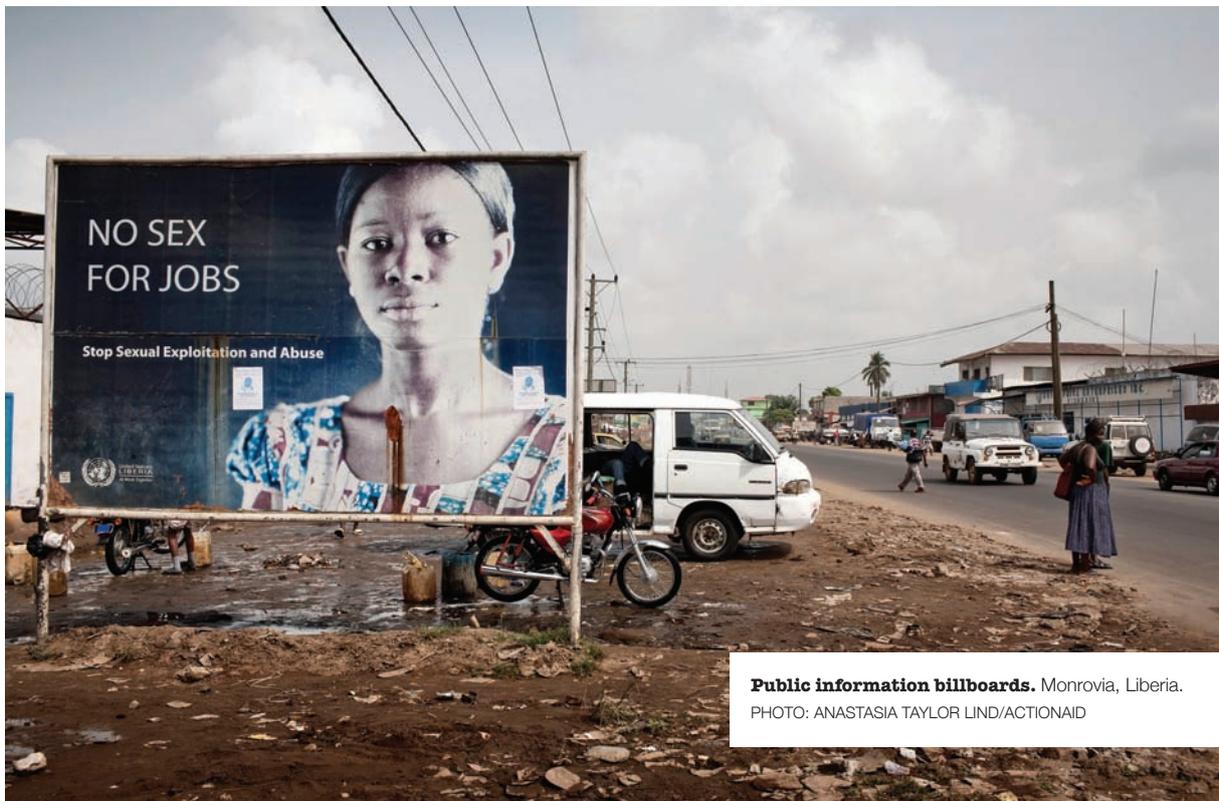
Public information billboards. Monrovia, Liberia.
PHOTO: ANASTASIA TAYLOR LIND/ACTIONAID

COUNTRY CONTEXT

"Man is defined as a human being and a woman as a female — whenever she behaves as a human being she is said to imitate the male."[25] Simone de Beauvoir

This section provides the context for countries in which ActionAid's *Safe Cities Initiative* is being carried out – Brazil, Cambodia, Ethiopia, Liberia, Kenya and Nepal. The contextual analysis is derived from many sources including the policy listings done for this study. The *Safe Cities Initiative* began in all countries except Kenya in 2011. Kenya joined the other 5 pilot countries with their work in 2012, beginning with a rapid assessment in the area of Bamburi where ActionAid Kenya has been working since 2009.

Brazil

According to the 2010 revision of the *World Population Prospects*, Brazil's population was 194 million.[26] Recife, in Pernambuco State, where ActionAid has started the *Safe cities initiative* is the ninth largest city in the country, and has a population of 1.5million. Traditionally an agriculture based economy, Pernambuco is changing with rapid urbanisation where many large agricultural fields are converted for large projects. In the city of Cabo de Santo Agostinho, the expansion of the Port of Suape and the construction of the railroad Transnordestina resulted in the arrival of about 40,000 new workers from various regions of the country. The preparations for the 2014 World Cup and the 2016 Olympics have resulted in major new urban initiatives. There is an estimated deficit of 35 million homes in the five neighbouring municipalities of the Suape Complex. The housing shortage and rampant inflation of property prices have increased land conflicts.The value of real estate in the region has escalated, land has become scarce and the price per square metre that earlier cost 500 Brazilian real (US$242) has gone up to 2,000 Brazilian real (US$969).[27] The forecast for the coming years is that high prices will persist with the arrival of new workers hired for the construction of the Abreu e Lima refinery, which at its peak will have 28,000 workers.

According to hotline data on violence against women, recorded by the Special Secretariat of Policies for Women, the number of registered calls received nationwide from January to September 2010 was 552,034. A nationwide Avon Institute/Brazilian Institute of Public Opinion and Statistics poll conducted in February 2009 shows 62% of women and 48% of men knew a woman who suffered from domestic violence. Approximately 4,000 cases a year were filed, with one-third of reports resulting in a prosecution. Many judges opted for alternative sentencing such as therapy. The lack of confidence that the judicial system or the police could protect abused women contributed to the reluctance on the part of some women to bring lawsuits against their abusers.[28] The state of

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25. Simone de Beauvoir was a writer on feminism and existentialism. She also wrote novels. Her book "The Second Sex" is a feminist classic. It is based on the idea that, while men and women may have different tendencies, each person is unique, and it is culture which has enforced a uniform set of expectations of what is "feminine," as contrasted to what is "human" which is equated with what is male. Beavoir argued that women can free themselves, through individual decisions and collective action.

26. United Nations, Department of Economic and Social Affairs, *World Urbanization Prospects, the 2010 Revision*, United Nations Publication, New York, 2010, http://esa.un.org/wpp (accessed 9/1/13).

27. Jornal do Commercio, Pernambuco, 2010, http://www2.uol.com.br/JC/especial/suape/ocupacao.html (accessed 17/1/13).

Pernambuco is historically one of Brazil's poorest and most violent states. A 2006 WHO multi-country study published in the Lancet in 2006 evidenced a prevalence of 14.8% violence against women in the sugarcane plantation region in the state of Pernambuco.[29]

The capital of the state, Recife, has one of the highest murder rates per capita in the country.[30] The vast majority of people killed in Pernambuco are men, but more women are killed than in any other state in Brazil, with about 300 murders of women reported annually. According to the feminist non-governmental organisation SOS Corpo, from 2002 to 2004, 55% of these murders occurred in public places. In a survey conducted in Pernambuco, 78% of people surveyed said that they thought sexual violence was increasing.[31] More generally, women were more likely to feel insecure than men, whether at home or in public spaces.

Brazil suffers from a lack of specific laws and policies that address the issue of violence against women in public spaces. There are legal mechanisms that provide for the punishment of acts that threaten the life, liberty and equality of all citizens irrespective of gender. The Maria da Penha Law that focuses on domestic violence was passed in 2006. The penalties provided by law include an obligation to stay away from the victim, community service and imprisonment. The penal code of 1940 was amended as law 12.015, in 2009 to make sexual harassment and rape a crime. Rape, including spousal rape, is a crime punishable by 8 to 10 years' imprisonment.

In Brazil, public safety is the responsibility of the federal and state powers. Nationally, the Ministry of Justice, through the National Secretariat of Public Security (SENASP) works in partnership with states, on the restructuring of police units, creating and strengthening of police intelligence, training of professionals and the creation and expansion of national statistics. However, in the state of Pernambuco, the body responsible for public safety, prevention and punishment is the Secretary of Social Defense, composed of the Fire Department, Military Police and Civilian Police, which has a Police Department for Women (DPMUL).Since 2002, Brazil has had a Secretariat of Policies for Women within the federal government and various government agencies of policies for women at municipal and state level such as secretariats, departments and superintendants. These bodies aim to develop public policies for women with specific actions and in partnership with other government agencies.

Gender equality provisions include national law No. 9504 of 1997 that establishes a 30% quota for women in political parties. Although regulation obliges political parties to meet this quota, the law is not enforced. The platform "More Women in Power" formulated by the National Secretariat of Policies for Women provides a series of campaigns and actions aimed at increasing women's political participation at different levels. There are no equal opportunity requirements for hiring women in government jobs and no affirmative action policies for hiring women. The BIGE (Brazilian Institute of Geography and Statistics) collects gender disaggregated data during the census. The II Plan policies for women have identified education as an important issue in promoting gender equality.

The Government of Pernambuco created the Special Secretariat of Policies for Women in 2007. Its mission is to develop and coordinate public

28. US Department of State, *Human rights report 2010: Brazil, 2010* USA, http://www.state.gov/j/drl/rls/hrrpt/2010/wha/154496.htm (accessed 9/1/13).
29. As cited in Da Silva, MA et al., CadSaúdePública, Brazil, http://www.scielo.br/pdf/csp/v26n2/06.pdf (accessed 5/1/13).
30. Nóbrega, JM. *Barômetro da Violência e da Segurançana Cidadedo Recife, Política Hoje* Vol. 17, 2008.
31. Nóbrega, JM. *Instituto de Pesquisa e Econômica Aplicada: Sistema de Indicadores de Percepção* Segurança Publications, Brazil, 2008.

policies focused on women, draft and implement educational campaigns that address discrimination, including gender issues within state government activities, and promote and execute programmes in cooperation with public and private agencies committed to implementing policies beneficial to women. This Special Secretariat has its own budget and the state only receives funding from the Office of Women's Policy of the Federal Government.

Cambodia

Cambodia's capital, Phnom Penh, is one of the fastest growing cities in the world. According to the last two Cambodian censuses, the population of the city of Phnom Penh more than doubled between 1998 and 2008, from 567,860 to 1,237,600 residents. This represents an average annual growth of about 8%, an extraordinarily high rate. The population of the city actually did double over a period of just eight years, from 1998 to 2006. The majority of the growth of Phnom Penh (80%) occurred through net migration.[32] Migrants to Phnom Penh come from every province of the country. A greater number of young women, 20-34 years, migrate to Phnom Penh than any other age/sex group. This is changing the age and sex structure of the city. Phnom Penh is now a young city with slightly higher percentage of young females than males.

Rural poverty pushes women to migrate to Phnom Penh and other urban areas to earn money to support themselves and their families. Occupations are gender specific. The most common jobs for migrant men are those of construction and non-construction labourers and drivers and for migrant women they are garment worker, entertainment/

service worker and small business owner. The female professions are the lowest paying. Although women migrants make less money than their male counterparts, they are more likely to send money back to their village of origin(sending on average 25% of their income). Female migrants are less likely than male migrants to have children, even if they are married. It appears that having children is an impediment to migration for women but not for men. For more than 20% of Phnom Penh migrants with children, their children live elsewhere, not with them, and more than 80% of children who live elsewhere live with their grandparents. Leaving children behind has been noted as a cost of migration, and it is especially important in villages that have lost a large number of people through migration.[33]

There are 320 garment factories employing 356,609 workers in Cambodia. The Chief Technical Advisor of ILO-Better Factories Cambodia has said that "90% of Cambodia's garment industry workers are women with an average age of 24 years".[34] Cambodian factories made headlines with news of over 2,300 workers fainting in the first half of the year 2011, due to poor air circulation and overtime hours.[35] Workers at several factories went on strike, but conditions have largely remained the same. "There has been little significant improvement in compliance in areas related to the causes of group fainting…with many of these areas still below 50% in compliance....There is no one cause for the factory fainting incidents. Contributing factors include poor worker nutrition, excessive overtime, high heat levels, poor ventilation, and mass psychogenic illness (MPI)."[36] Most factories are located in the outskirts of the capital, Phnom Penh.

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32. Net migration rate is the difference of immigrants and emigrants of an area in a period of time, divided (usually) per 1,000 inhabitants (considered by midterm population). A positive value represents more people entering the country than leaving it, while a negative value means more people leaving than entering it.

33 Ministry of Planning, The Cambodian Rural Urban Migration Project (CRUMP), 2012, Cambodia, 2012, http://www.mop.gov.kh/ (accessed 18/1/13).

34. International Labour Organisation, *Better Factories Cambodia,* 2012, http://www.betterfactories.org/newsdet.aspx?z=4&IdNews=803&c=1 (accessed 18/1/13).

35. Keo, M. Radio free Asia, *Hundreds Faint in Garment Factory,* 2011, http://www.rfa.org/english/news/cambodia/faintings-08252011182914.html (accessed 17/10/11).

36. International Labour Organisation, *Better Factories Cambodia,* 2012, http://www.betterfactories.org/newsdet.aspx?z=4&IdNews=803&c=1 (accessed 18/1/13).

One of the highest concentrations of factories is in Dangkor, the area where ActionAid Cambodia has started its *Safe Cities Initiative*.

There are several articles in the National Constitution of Cambodia that support gender equality, including articles 31, 35, 36, 38, 43, 45, 46, 72 and 73. There are gender mainstreaming action groups (GMAGs) in each line ministry to train officials in their respective Ministry on the contents and purpose of CEDAW. Legislation on domestic/family violence was passed in 2005 and covers certain forms of physical violence, mental violence and marital rape. There is also a National Action Plan to prevent violence against women and its core objective is to encourage the enforcement of the law to prevent and reduce all forms of violence against women. The plan stresses the need for a standardised system for data collection from different sources to monitor the frequency and extent of violence against women and children.

The National Strategic Development Plan (NSDP) incorporates the commitments to gender equality and women's empowerment and re-states the government view that "women are the backbone of the society and the economy". Core indicators in the NSDP include: a gender equity indicator; mainstreaming of gender in all spheres; the percentage of female share of wage employment in agriculture, industry and services; the percentage level of awareness that violence against women is a crime; the number of protection orders issued by courts, based on the law on the prevention of domestic violence; and the number of domestic violence survivors who receive counselling by qualified personnel. Indicators for improvement in health and education also include sex-disaggregated data and indicators concerning enrolment at primary and secondary schools, completion rates, maternal mortality and female anaemia.

The government has a strategy for growth, employment, equity and efficiency, which recognizes the interconnection between gender equality, women's roles, poverty reduction and the socio-

economic development of the country. The Ministry of Interior has a Strategic Framework for law enforcement advancing the protection of children and vulnerable people, which is called LEAP. LEAP's strategic framework will address issues of sexual and labour exploitation, sexual abuse, human trafficking, domestic violence, the worst forms of child labour, drug abuse, exploitative adoption and fostering, exploitative marriage brokering, juvenile justice, including children in conflict with the law.

There is no legislation for sexual harassment in the workplace but there is a law for sexual harassment/molestation in public places with a jail term of one to three years. The punishment is doubled if children are harassed or molested. There is legislation against rape, in accordance with the National Penal Code (2010). Rape is punishable by imprisonment of 5 to 10 years. If rape is accompanied by aggravating circumstances, such as threats with a weapon, use of drugs, abuse of authority or power, or if it is committed by two or more offenders or accomplices, or if it is committed against "particular vulnerable" people or pregnant women, the punishment is a term of imprisonment of 7 to 15 years. The Royal Government of Cambodia has a programme that municipal, provincial, city and district authorities must have at least one woman in a leadership position. In addition, the government has also taken special measures at the *sangkat* (commune) level to ensure the representation of women through the Committee for Women and Children of the sangkat. There are child friendly school programmes, which focus on development of gender equality and equity in the education sector.

Ethiopia

Ethiopia, with a population of 79.8 million, is the second most populous country in Sub-Saharan Africa. It has a high rural population, with 83% of its people living in rural areas. Fifty percent of Ethiopia's population are female. It is one of the least developed countries in the world, with a ranking of 174 out of 187 countries, according to the UNDP's 2011 *Human Development Report.*

Ethiopia is ranked 64 out of 86 in the 2012 Social Institutions and Gender Index.[37]

In Ethiopia, a minority of the population currently lives in urban areas (17%). With a 3.76% annual urban growth rate, the percentage of the population living in urban areas is expected to reach 37.5% by 2050.[38] However, rapid urbanisation is already taking place across Ethiopia, with particular increases in rural-urban migration to the capital city of Addis Ababa. Both men and women migrate, with men seeking jobs linked to the increasing development in Addis Ababa. Women migrate for labour opportunities and also to avoid early marriage practices in rural areas. In Addis Ababa, 128,598 people out of a population of nearly 3.5 million are active in the informal sector. More than half of informal sector workers are women (over 64,000).[39] The informal sector is defined as "household type establishments/activities which are mainly engaged in market production; not registered companies or cooperatives; have not full written book of accounts; which have less than 10 persons engaged in the activity and have no licence."[40]

Women in Ethiopia have been historically marginalised from social, economic, and political spheres of life. Ongoing dominant social and cultural norms contribute to further subjugating women to inferior positions within society. There is a great discrepancy between sexes in terms of literacy rates. Nationally, among the population between 15 and 49 years of age, 67% of men are literate, while 38% of women are literate.[41] In Addis Ababa (including the capital

and surrounding areas), literacy rates increase and the discrepancy between sexes is lower. Women's illiteracy contributes to their disadvantage in formal labour market opportunities, making them rely on informal income-generating activities. Though there are a significant number of women informally employed in Addis Ababa, there is a scarcity of information regarding the types of insecurities they face. Likewise, there is a lack of information to indicate how these dangers may restrict them economically or prevent them from exercising their rights to the city.

Ethiopia is a federal country with nine regional states and two city administrations and it has a decentralised system of governance. Each of the country's nine regions consists of a number of zones, which in turn comprise *woredas* (districts) and *kebeles* (local councils). Basic administrative services such as security, magistrate courts, health care and public education are delivered in a top-down manner, and reach most of the country.[42] Thirty per cent of the seats in the House of Peoples' Representatives (one house of parliament) are reserved for women at National parliament, regional parliament and district level council. This has increased the representation of women in legislative bodies. There is an Ethiopian Women's Parliamentary Caucus at the national level. As part of the country's five-year Macro Policy, Growth and Transformation policy, there is a plan to increase the representation of women in the civil service to 30% at the higher leadership level and 50% at the medium leadership level by the end of 2015.

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37. OECD Development Centre Social Institutions and Gender Index: *Ethiopia,* 2011, http://genderindex.org/country/ethiopia (accessed 17/01/13).
38. Bertelsmann *S. Ethiopia Country Report 2010,* Bertelsmann Stiftung, 2012 http://www.bti-project.de/fileadmin/Inhalte/reports/2012/pdf/BTI%202012%20Ethiopia.pdf (accessed 17/01/13).
39. Ethiopian Central Statistics Authority, *Urban Biannual Employment Unemployment Survey* 2004, Ethiopia, 2004, Ethiopian Central Statistics Publication, http://www.csa.gov.et/ (accessed 18/1/13)
40. Ethiopian Central Statistics Authority, *The 1994 Population and Housing Census, Ethiopia,* Ethiopian Central Statistics Publication, 1997, http://www.csa.gov.et/index.php?option=com_rubberdoc&view=category&id=62&Itemid=70 (accessed 18/1/13).
41. United Nations Children's Fund, The United Kingdom Department for International Development and the United States Centers for Disease Control and Prevention, *Ethiopia Demographic and Health Survey: Key Findings,* USA, 2012, http://www.measuredhs.com/pubs/pdf/SR191/SR191.pdf (accessed 18/1/13).
42. Bertelsmann S. *Ethiopia Country Report 2010,* Bertelsmann Stiftung, 2012 http://www.bti-project.de/fileadmin/Inhalte/reports/2012/pdf/BTI%202012%20Ethiopia.pdf (accessed 9/1/13).

Recently, in July 2012, a national guideline was developed for mainstreaming gender in programme and budget processes in Ethiopia, to be used across sectors.

Gender equality was put in article 35 of the Ethiopian Constitution 1995, ensuring women's equal right to property and employment, repealing earlier discriminatory laws and practices and ensuring affirmative action. The Domestic Violence Act was passed in 2005. Punishment includes three months imprisonment for assault that doesn't cause injury to a person's health, two years for common wilful injury, and 1 to 15 years for grave wilful injury that causes permanent physical or mental health damage.

The Ethiopian labour proclamation is being amended to include articles to protect women from sexual harassment and abuse in the work place. Molestation in public spaces is considered a petty offence against morality and the penalty is imprisonment for a month or a fine. There is a revised criminal justice administration policy that was introduced in 2010 and has a special chapter with the provision of enacting special regulation to support women experiencing violence. The policy is currently being discussed and is yet to come into effect. There are no women's cells or women's police stations. Community policing initiatives are there for general crime prevention. They are not focused on violence against women in particular.

Liberia

The Republic of Liberia, situated on the west coast of Africa, is a relatively small nation, covering approximately 111,369 km with a population of fewer than 4 million people. It is estimated that 64% of Liberians live below the absolute poverty line, and, among the extremely poor, 73% of households are headed by women. Liberia is a post-conflict, transitional society recovering from a 15-year civil war. The country is divided into 15 political subdivisions, called counties. Monrovia is Liberia's largest city and serves as its administrative, commercial and financial capital. As a result of greater security in urban centres during war times and greater access to jobs, services and social gratification during peace time, 47% of the population lives in urban areas. According to the 2008 National population and housing census, the population is 50.1% male and 49.9% female. Liberia's population is young, with approximately 52.7% of the population under the age of 20 years. The relatively young population, combined with factors such as high rates of teenage pregnancy (32%) and low levels of contraceptive prevalence (11% overall; 7% in rural areas) contribute to Liberia's high total fertility rate of 5.9 children per woman. According to the 2010 United Nations Development Programme's *Human Development Report,* Liberia ranked 162nd out of 169 countries. Liberia ranks 87 of 102 in terms of gender discrimination.[43]

Violence against women cuts across every sector of Liberian society, but it affects groups of women in different ways. For instance, being among the most mobile of young women, university students are vulnerable to risks in terms of the many routes they traverse on campus and on transportation in the surrounding urban areas. In addition to lingering effects of the war, factors that influence the levels of violence include social and cultural norms of gender inequality, poverty and shortcomings in social, health and law enforcement institutions— which were devastated during the conflict.[44] Liberian women have very limited access to justice in particular, and the justice system is met with weak security nationally and at university campus level. There is a dual legal system that recognises both statutory and customary laws, but statutory

43. OECD Development Centre Social Institutions and Gender Index: *Ethiopia,* 2011, http://genderindex.org/country/ethiopia (accessed 17/01/13).
44. Sirleaf E.J. *National Gender-based Violence (GBV) Action Plan: Liberia 2006-2011,* http://www.fmreview.org/sites/fmr/files/FMRdownloads/en/FMRpdfs/FMR27/21.pdf (accessed 18/1/13)

legal facilities are often inadequate or absent. There is a lack of training on and awareness of women's rights and violence against women, and there is resistance among male-dominated legal and government practitioners to enforce laws that protect women and prosecute offenders.

The Government of Liberia enacted legislation to amend the new Penal Code of June 1976 Chapter 14, Section 14.70 and 14.71 (the Rape Law). The new rape law came into force in January 2006. This Act[45] states that a person who has sexual intercourse with another person (male or female) without his/her consent has committed rape that is punishable by 10 years or lifetime imprisonment depending on the degree of the rape (rape of a minor, rape resulting in serious bodily harm, rape using a weapon, gang rape).The Act also requires *in camera* hearings for all rape cases. There are women's courts provided by government called Criminal Court "E" for pursuing rape cases.

As far as sexual harassment in public places is concerned, the Penal Code gives attention to offensive touching and names it as a form of assault. If the molestation does not involve touch, the law is silent. The handbook of the Women and Children Protection Section (WACPS), funded by both the Government of Liberia and the donor community, is complemented by a Handbook for Prosecution of Sexual Offences. Community police have been named as partner in combatingviolence against women in some communities. It is unclear how community police are funded. Community police are more active in some communities than in others. There are hardly any emergency services to respond to violence against women. The emergency services in hospitals are very weak. An Emergency Response Unit (ERU) exists as a part of the police but is particularly involved with anti-riot activities. Women feel that the WACPS is more responsive than the ERU.

Attempts to introduce quotas on female representation have failed in the legislature. The failure has been blamed on inadequate executive support. A women's legislative caucus exists at the national level, which includes members of both houses and is currently headed by Representative Josephine Joyce Francis of Montserrado. A local government /decentralisation policy is being prepared to increase women's participation in local government. Presidential appointment of women to local government occurs, though the policy is pending. Women have been appointed to the mayoralty of the capital and leadership of the two largest counties. There is no gender mainstreaming in government budgets at the national, state or local levels. Gender activities/programmes are mainly donor funded. State budgets are prepared on the basis of prices of goods and services and not gender.

Constitutional provisions forbid discrimination in government recruitment on the basis of gender, religion or age. A person employed is assumed to be the best qualified, regardless of sex. However, qualified women are often reluctant to work for low government salaries. The Ministry of Gender and Development was established by an Act of Legislature in 2002. The Ministry has a gender office in each county. Some counties may have more effective gender offices than others. The Ministry of Gender and Development hosts coordination meetings amongst different departments and ministries. The meetings take place at both the national and county levels.

There is no annual gender equality plan. Plans exist for implementing various gender equality goals and instruments but there is no consolidated annual plan. Counties implement portions of the national plans and strategies. There are implementation plans on The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

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45. UN Secretary-General's database on violence against women: Liberia Rape Amendment Act (2006), http://sgdatabase.unwomen.org/searchDetail.action?measureId=10413&baseHREF=country&baseHREFId=766 (accessed 9/1/13).

and UN Security Council Resolution (UNSCR) 1325. The Liberia Institute for Statistics and Geo-Information Services works with data. Data is disaggregated on the basis of age, gender, county and other demographic categories. Each county has a County Statistics and Information Office.

Nepal

According to the preliminary results of the 2011 Population Census, the population of Nepal stands at 26.6 million.[46] Fifty per cent are women and 20% of the population live in urban areas. Agriculture is the major occupation, with 76% of households involved in agricultural activities. Currently, 4.5 million people (17%) reside in urban areas.[47] Kathmandu Valley is the urban centre of Nepal and includes five major cities: Kathmandu, Lalitpur, Bhaktapur, Kirtipur, and Thimi. Kathmandu Metropolitan City is the largest city in Nepal and the cosmopolitan heart of the Himalayan region. The city, along with the other towns in the Valley, with 2000 years of history, rank among the oldest human settlements in central Himalaya. The three Valley districts Kathmandu, Lalitpur, and Bhaktapur together cover an area of 899 km^2, and have 150 local administrative units (Village Development Committees and Municipalities). With more than 1.5 million people, (220,000 households) the Kathmandu Valley is the most important urban concentration in Nepal.

The urbanisation rate of Nepal is 6.4%. Migration within Nepal is high, with almost half the migrants moving within the country. Men migrate mostly for work (72%), while women primarily migrate due to marriage (54%). Another common reason for migrating is educational pursuits, with 17% of men and 14% of women citing this as a reason.

Women also tend to migrate due to family reasons, such as accompanying their spouse or accompanying their children who move to urban areas for education.[48] People move to the cities for better facilities but overpopulated urban settlements have created their own problems of waste management, air pollution, vehicle congestion, security and management. Conflicting land uses, unplanned and haphazard construction, an inadequate road network, and inefficient transport management are creating severe traffic congestion during peak commuting periods in the city. Due to the lack of proper road networks connecting the city centre and semi-urban areas, public transport cannot operate effectively in a semi-urban settlement.

According to Women's Rehabilitation Centre (WOREC) Nepal, violence against women is a disturbingly growing trend in Nepal. A semi-feudal and patriarchal social structure, superstitions and illiteracy among women, as well as poverty and marginalisation of women are the factors contributing to violence against women. At the same time, impunity in the state and weak enforcement of law are also responsible for violence against women. Statistics of cases received by WOREC Nepal reveal that that there were 1,569 cases of violence against women from June 2010 to June 2011. Of these, 1,002 were domestic violence, 124 rape, 64 murder, 47 trafficking and 266 social violence. Out of the total women killed, 91% of the women were killed by people they know.[49] As a response, the government of Nepal declared 2010 as the Year to End Gender-Based Violence.

A five-year action plan for empowerment of women and to prevent gender-based violence is in place. The action plan focuses on empowerment of women and prosecution, protection and prevention,

46. Central Bureau of Statistics, *Preliminary Result of National Population Census 2011*, http://census.gov.np/ (accessed 18/1/13).
47. Central Bureau of Statistics, *National Planning Commission Secretariat Government of Nepal 2011,* http://siteresources.worldbank.org/INTLSMS/Resources/3358986-1181743055198/3877319-1329489437402/Statistical_Report_Vol1.pdf (accessed 18/1/13).
48. The Rising Nepal, *3 December, 2011*, http://www.gorkhapatra.org.np/archieve.new.p10.php?cat_id=7 3/12/ 2011 (date accessed 04/2/13).
49. WOREC keeps the record of all the cases of VAW which are registered in their safe centers, that Women Human Rights Defenders (WHRD) deals with and that comes in media. They also consult with police administration and then publish it in their report named Anweshi.

highlighting the need for a special commission to investigate cases of violence against women. To address gender-based violence, a free hotline telephone number isnow available in the Prime Minister's Office. On 23 February 2012 the Prime Minister, Dr.Baburam Bhattarai, directed all secretariats of respective ministries and security forces to prepare a mechanism to address incidents of gender-based violence within 24 hours. This was done to encourage survivors to report cases.

The Interim Constitution of Nepal (2007) prohibits physical, mental or any other form of violence against women and declares that such acts shall be punishable by law [Article 20(3)]. It also incorporates a separate article recognizing that women's rights, including reproductive rights, are fundamental. The Interim Constitution recognises the right to equality as a fundamental right. It provides that all citizens are equal before law [Article 13(1)].

On 5 May 2009 the Parliament of Nepal passed the Domestic Violence (Crime and Punishment) Act. The Act includes physical and psychological violence within the definition of domestic violence. The Act also states that the reporting of the crime can be in either verbal or in written form. If the case does not get resolved through quasi-judicial bodies or mutual understanding, the survivor can file a case directly to the courts. Furthermore, a third party can also file a report on behalf of the person who has suffered violence. It also has provisions for interim relief for those affected by domestic violence. The court can order interim protective measures for the entire duration of case proceedings. The guilty party will be fined any amount from 3,000-25,000 Nepalese rupees (US$35-294) or will be imprisoned for 6 months, or both. If the guilty person is a public servant punishment will be enhanced. A repeat offender will receive double punishment.

The Human Trafficking Act (2007) extended the definition of trafficking to include the offence of transportation for the purpose of trafficking. With this extended definition and other support measures,

the new Act helps to control human trafficking and affords needed support and care for survivors. Apart from these actions, the Supreme Court has also issued orders at different times prohibiting various malpractices that contribute to gender-based violence.

The Gender Equality Act passed in 2006 repealed and amended 56 discriminatory provisions of various Acts and has also incorporated provisions to ensure women's rights. There is no law yet but a bill has been submitted to the government regarding sexual harassment in the work place. The law on sexual assault/rape says that if found guilty of raping a girl below the age of 10, the person will be imprisoned for 10 to 15 years, for raping a girl of 10 to 16 years, the person will be imprisoned for 7 to 10 years and for raping a woman of 16 years and above, the person will be imprisoned for 5 to 7 years. Those found guilty of a gang rape will serve an additional five years. The survivor will get half the property of the rapists. If a woman is sexually harassed/molested in a public place then the guilty person will have to pay 100-500 Nepalese rupees (US$1.18-5.88) as a penalty and will be imprisoned for 6 months. If someone is found guilty of groping or touching or holding a woman with an intention of rape he will be charged up to 500 Nepalese rupees (US$5.88) as penalty or will be imprisoned for a year, or both.

There are government policies on quotas for elected women in government. Thirty-three percent of the seats have been allocated for elected women in government at all levels, namely, national, district, municipality and Village Development Committee. There is the Local Self-Governance Act and Local Self-Governance Regulation for local government. There are no networks of elected women representatives in Nepal.

Gender mainstreaming in national, state and local budgets is guided by the Local Self-Governance Act and Local Self-Governance Regulation. It is also regulated by Gender Equality and Social Inclusion (GESI) strategy. The equal opportunity requirement

for hiring in government jobs is guided by the Public Service Commission Act and Civil Service Act. Gender Equality Offices or Women's Offices are incorporated in the government structure from national to district level. They are not present at the Village Development Committee level. There is an Annual Gender Equality Plan at the national, district, municipality and Village Development Committee levels, guided by the Local Self-Governance Act and Local Self-Governance Regulation. It is also regulated by the GESI strategy and Gender Responsive Budgeting. The Central Bureau of Statistics has gender disaggregated official data. There are national police guidelines and protocol covering police response to sexual assault. ActionAid Nepal is supporting the Government in the development of a manual for gender sensitive crime investigation. Women's desks have been established in the police stations in Kathmandu and one in each district police office. Community police carry out some programmes and activities in coordination with international and national non-governmental organisations and local groups and organisations as well.

Kenya:

Kenya has a population of 39.5 million as of 2011.[50] Kenya's current urbanisation level is 39.7% according to the 2009 population census and is projected to hit 50% by 2030. Kenya's urbanisation is occurring for a number of reasons. Rising birth rates and natural growth of the urban population accounts for approximately 55% of urban growth. Rural-urban migration due to factors including drought, conflict and rural poverty accounts for an estimated 25% of urban growth. Rapid urbanisation is changing the face of poverty in Kenya. Nairobi's population is set to nearly double to almost six million by 2025, and 60% of residents live in slums with limited or no access to even the

most basic services such as clean water, sanitation, housing, education and healthcare. Whereas the starkest poverty has previously been found in remote rural areas, within the next ten years half of all poor Kenyans will be in towns and cities.

Rising urban inequality is creating a huge underclass with serious consequences for the country's security and social fabric. The struggle to survive has forced some of the most vulnerable people into crime and high-risk occupations such as sex work. "Frustrated youth are increasingly turning to violence and with Kenya still extremely politically volatile following the 2007-08 post-election violence, the risk of ethnically-linked clashes in Nairobi's slums is being exacerbated by the growing resentment over inequality and desperate living conditions."[51]

The driving force behind urban migration for women as well as men is the search for economic opportunity. Various studies have documented the general high prevalence of domestic violence in Kenya. The 2003 Kenya Demographic and Household Survey found that about one in four married, divorced or separated women had experienced emotional abuse at the hands of their current or most recent husband; 40% had experienced physical violence, and 16% had experienced sexual violence. The study noted that up to two thirds of women who were physically or sexually abused were abused by husbands or other relatives. A recent countrywide study by the Federation of Women Lawyers in Kenya (FIDA-K) reveals that gender-based domestic violence and intimate partner violence is a common feature across Kenya and is overwhelmingly driven by factors "ranging from the low status society accords to women, to poor policy and legal frameworks that

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50. Kenya National Bureau of *Statistics Kenya Facts and Figures 2012,* Kenya National Bureau of Statistics Publication, Kenya, 2012, http://knbs.or.ke/downloads/pdf/Kenyafacts2012.pdf (accessed 17/01/13)

51. Oxfam International, *Kenya threatened by new urban disaster,* Press release, 2009, http://www.oxfam.org/en/pressroom/pressrelease/2009-09-10/kenya-threatened-new-urban-disaster (accessed 9/1/13).

condone or ignore the prevalence and perpetuation of domestic violence".[52]

Mombasa, the second largest city in Kenya, houses a little over one million people. Over one-third of the city's population lives below the poverty line and virtually all of the urban poor live in unplanned settlements spread across the city. Estimates from the 2007 Kenya Household and Budget Survey show that 37.6% of Mombasa's households fall below the poverty line. Poverty appears more entrenched among women-headed households with 48.8% of this group below the poverty line.

Mombasa is managed by a municipal authority, the Mombasa Municipal Council (MMC). It is also the headquarters of Mombasa District, an administrative sub-unit of the province. The district boundaries are the same as those of the municipal authority.

Contrary to expectations, more children and ado-lescents than women are being referred to Kenya's Sexual Gender Based Violence Recovery Centres, a study from Coast General Hospital in Mombasa has shown. Revealing the study during the on-going Integration for Impact 2012 Conference in Nairobi Lou Dierick, Director of Support Services at the International Centre for Reproductive Health, said the revelations from the Mombasa observations call for policy change that would integrate Sexual Gender Based Violence Recovery Centres into the public health system. According to the study, 55% of survivors of sexual gender-based violence are children below 15 years, 83% of whom are girls. Rape and sodomy constitute 86% of reported cases. Seventy-five per cent of perpetrators are known to by the survivors of the violence; they are either neighbours, relatives or close family friends.

ActionAid Kenya started working in Bamburi, Mombasa in 2009 in partnership with Sauti Ya

Wanawake, Pwani. The current population projection of Bamburi stands at 7,625 with a total of 932 households. Most community members in this area are squatters who live on private land with or without the knowledge of the landlords. The indigenous people have no title deeds for the pieces of land where they have built their houses. A welfare monitoring survey found that 38.32% of the population in Bamburi live in absolute poverty. Within Bamburi is Mwakirunge Dumpsite, a large dumpsite established by the Mombasa Municipal Council in 2008. The dumpsite was established amidst promises for improved infrastructure for Bamburi – including a new road and classrooms for a nearby primary school. None of these promises have been fulfilled, and instead the site has proved to be a security and environmental hazard, with no sign of the state taking responsibility for what it has become.

All children have a right to education. The plight of girls out of school is bought out sharply by the hopelessness felt by girls as young as 12-13 in the Mwankirunge dumpsite, Mombasa, Kenya
PHOTO: FEDIS MBURA - SAUTI YA WANAWAKE

52. Amnesty International, Insecurity and indignity - Women's experiences in the slums of Nairobi, Kenya, 2010,
    http://www.amnesty.org/en/library/info/AFR32/002/2010 (accessed 18/1/13).

As part of the *Safe cities initiative* a Rapid Assessment was done in Ziwa la Ngo'mbe and Mwakirunge Dumpsite in September 2012. The findings raise number of issues:

The dumpsite is a haven for criminal activities. Criminal gangs are said to have moved out of Mombasa to the dumpsite and have introduced drug use and crime to the area. There are no regular police patrols and this provides a haven for gang activity.

Fear of being robbed, mugged and physically injured: In Ziwa la Ng'ombe women fear being attacked in dark alleys and back streets, especially because of poor lighting. Young men intimidate women by asking them to stay indoors, even during the day, especially because they want to do their criminal acts out of sight of the adults. Pupils from Ziwa la Ngo'mbe primary school and women said that they are afraid of walking home unaccompanied.

Sexual violence including rape and sexual harassment: The men who work here have colonised the place and demand sex and money from women in order to allow them to enter to get work, or even to collect valuables. The men collude with the truck drivers who come to the dump and girls have been raped in the dumpsite. They lure young girls from the neighbouring villages. At least 4 girls from a neighbouring school have fallen pregnant here, 6 have actually dropped out of school to be married by these men, 12 live at the dumpsite and one young girl has been raped while she was playing near the dumpsite.

Drug and alcohol abuse: In Ziwa la Ng'ombe, increasing drug and alcohol abuse, especially in the residential areas, has increased the sense of insecurity as there are reports of drunken men trying to lure young girls into lodgings in the area.

Accidents and health concerns: Women working in the dumpsite have no protective gear, exposing them to inhaling poisonous gases and smoke and being cut by sharp objects. At least four cases of children being burned at the dumpsite have been reported so far. The huge smoke that billows from the dumpsite makes visibility very poor and trucks and motorbikes occasionally hit pedestrians.

Kenya's new constitution of 2010 states that no more than two-thirds of any elected and appointed public body, at any level, shall be of the same gender. This will only take effect after the first elections under the new constitution to be held in March 2013. Whereas the constitution is clear on the mechanisms for achieving this principle at the level of the county assembly, it does not contain a clear mechanism for the levels of the National Assembly (Parliament) and the Senate. A constitutional amendment bill to elaborate a mechanism for achieving the principle in Parliament and the Senate has failed to gain support in Parliament.

Additionally the State Attorney General has sought a judicial advisory opinion from the Supreme Court to the effect that the principle is to be implemented progressively. There is a Kenya Women Parliamentarians Association (KEWOPA) but there is no equivalent body for women representatives of local governments.

A law on domestic/family violence is pending in Parliament. In 2006, a law was enacted on Sexual harassment/molestation in the workplace with a jail sentence of no less than three years or a fine of 100,000Kenyan shillings (approx. US$1,152.74)

or both. The law on sexual assault/rape (2006) includes a jail sentence of no less than 10 years and can continue for life. The law on sexual harassment/molestation in public places (2006) includes a jail sentence of no less than 10 years. The term used is "indecent acts" and includes only: touching of genitals, breasts or buttocks; and showing pornography against the will of second party. There are no women's courts but sensitive cases, such as those concerning sexual violence, are often heard in camera.

There are no specific police guidelines for responding to violence against women. National Guidelines on the Management of Sexual Violence in Kenya (2009) only cover medical and psychosocial response. There are some gender desks to handle gender-based cases. There are no national programmes on community police initiatives on violence against women but several initiatives between government, -non-governmental organisations and bilateral donors. The government, through the National Gender Commission, worked with non-governmental organisations and drew up a National Gender-Based Violence (GBV) Framework in 2009, whose purpose was to promote coordination among those who provided services to combat violence against women.

Marta Lucia da Silva, from Ibura, a favela in the Brazilian city of Recife, on a safety audit walk around her neighborhood for Actionaid International's *Safe Cities Initiative*. Women from Ibura have been collecting information on how poor infrastructure and drug trafficking make the public spaces of this community dangerous for women at all times of day.

PHOTO: DANIELLE PECK/ACTIONAID

FINDINGS

"Stepping onto a brand-new path is difficult, but not more difficult than remaining in a situation, which is not nurturing to the whole woman."[53] Maya Angelou

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This section presents the experiences of women, girls and other members of marginalised communities around public services and violence against women. This is detailed in four sections, namely: availability, access and quality of public services in cities and sites; role of authorities and gender sensitive responses; lack of public services and its impact on women; and role of community and non-governmental organisations.

Availability, access and quality of public services in cities and sites

Housing and living conditions, electricity, public transport, streets and street lighting, health services, working conditions, employment opportunities, food, water, policing and safety are major areas of concern for all the different categories of women spoken to during this study. Poor and marginalised communities experience exclusion in every sphere. For example, women vendors in Ethiopia find it difficult to access recognised market spaces, migrant workers in Cambodia have to make do with cramped living and working conditions, women in Nepal, Ethiopia and Liberia are faced with harassment and violence on public transport. Lack of safety due to poor police responses was a major issue in all six countries. Study participants asserted that public services have to be delivered to all, with specific focus on poor people and most vulnerable.

Lack of an adequate standard of living: The right to an adequate standard of living is recognized as a human right in international human rights instruments and is understood to establish a minimum entitlement to food, clothing and housing at a subsistence level.

In Cambodia, garment workers live in rented rooms near the factories. In addition to the room, the tenants also pay separately for water, electricity, and garbage collection services. However, the landlord usually charges them more than double what the government charges for these services. The number of people sharing a room is worked out by the tenants, who collectively pay for the room they rent. The landlords are usually keen to maximise profit and do not take any steps to ensure that living conditions are healthy and safe. Garbage disposal is a problem. Tenants and owners have little choice but to dump garbage in empty plots of land. Garbage is not removed everyday by the local authorities so it is left for days to rot.

Factory workers in Phnom Penh are on the lookout for cheap food so most food sellers near factories buy low quality ingredients (vegetable, meats and fish) to prepare food. The workers usually spend either 500 or 1,000 Cambodian riel (US$0. 12-0.25) for food and 300 riel (US$0.07) for rice.

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53. Dr. Maya Angelou (Marguerite Johnson) is one of the most renowned and influential voices of our time. Hailed as a global renaissance woman, Dr. Angelou is a celebrated poet, memoirist, novelist, educator, dramatist, producer, actress, historian, filmmaker, and civil rights activist. She demonstrates an evolution of female identity throughout her autobiographical works of which the most popular is "I Know Why the Caged Bird Sings" (1970).

In total, spending on a single meal is the equivalent of US$0.31-0.32. The food bought at this price is of poor quality. It is also not sufficient for a person working a 10-12 hour day. Many women work overtime to earn more money and the roads from the factory are dark, dirty and muddy putting the workers at risk of being attacked, abused and robbed by criminal gangs.

Bopha, from the Prey Veng province of Cambodia, lives in Phnom Penh in a rented room which is 2.3 metres by 3 metres. She has an eight year old son, who lives in the village with his grand-parents. The floor of her room is covered with a plastic sheet and is used for cooking during the day and sleeping at night. There is a wooden shelf on top where two women sleep. All bags and cases, clothes, pots and pans, a sewing machine, and the toilet are in this small space. Bopha shares this space with four other women. The room costs US$20 a month. The women share the cost of the room among themselves. In addition to the rent, they share the cost of water and electricity. The toilets in the house are run down, dirty and smelly. All workers bathe in front of their rooms, in spaces they have covered for some privacy.

The water bill is usually over 15,000 riel (US$3.66) per month per room and tenants share the cost among themselves. While workers' pay 1,500 riel for a jar of water and another 1,500 riel for one kilowatt of electricity, the actual charge imposed by governments is 350 riel per cubic metre[54] for water and 650-850 riel for one kilowatt of electricity. House owners charge much more than government rates for water and electricity.

In eight years, Bopha has worked in three different garment factories - Universal factory, I Khang factory and, since 2006, Hong Hwa factory. She is a contract worker and her contract is renewed every six months. Bopha receives a minimum wage of US$61 a month. If she works overtime and on Sundays, she receives US$0.43 per hour and an additional amount of US$0.50 (2,000 riel) for her evening meal. Overtime is usually for two hours but occasionally extends to four hours. During peak season when production has to meet deadlines, she has worked 10 hours overtime. She starts the normal shift from 7am to 4pm and continues the overnight overtime from 7pm to 6am with an hour's break for a meal between 11pm and 12am. At the end of each month, her total salary is US$70. Occasionally, with overtime work throughout the month, she might get a total salary of over US$80 or US$90.

Bopha, a garment worker in Dangkor shares her rented room which is just 2.3 metres by 3 metres, with four other women.
PHOTO: SAVANN OEURM/ACTIONAID

54.   This refers to the volume of the container.

Weak and inefficient systems and structures for service delivery: Governments do not prioritise the delivery of public services to poor people. There are no systems and structures in place that enable regular and timely delivery of services to poor settlements. Certain sections of the population, such as migrants, are often seen as outsiders, even if they are from the same country, and administrations make little, if any, effort to bring them within the purview of services. Women have the major responsibility of looking after homes and families and a lack of public services adds considerably to their workload. They are vulnerable to harassment and violence and exploited at all levels.

Waste management is an enormous problem in Mombasa and the atmosphere in the dumpsite is unhealthy, full of flies and smoke from burning waste. Children get involved in accidents when they hang onto the waste vehicles in the area and there are dangerous items like medical waste bottles and syringes everywhere. Children and even adults sustain burns when the waste is being burned; some waste burns or retains heat for days. Dirty paper bags fly everywhere including inside the nearby houses.

Health and sanitation is yet another major issue for women and children in the dumpsites of Mwakirunge and Bamburi in Mombasa, with practically no services. Children eat from the dumpsite and are prone to diseases like cholera. Chest infections and coughs and colds are very common. The nurse at the Mwakirunge health dispensary explained the lack of adequate services: there are toilets but often there is no running water or even electricity, and they have to get water from different places. The nurse went on to say:

"We do not have much in the way of facilities and, as such, no separate toilets for women. We give special services to women like family planning and children's clinics. There is a delivery room that is secluded and provides privacy to women. But a laboratory is essential. Women who face sexual violence also need special treatment although we are not able

to give it – such as post-exposure prophylaxis and other specialised post-rape care. They have to go to the Coast General Hospital in Mombasa for that."

Lack of Infrastructure and basic amenities: In Addis Ababa, many poor women experience lack of access to a marketplace and lack of infrastructure in the marketplace, for example, water and electric services. Getting information about services is difficult and a lack of correct information leads to loss of time and money. The government department for small and micro enterprises supports women vendors but the demand is much more than they can meet. Some women who have received support from non-governmental organisations on different issues also feel that government departments discriminate against them. There are also lengthy procedures and cumbersome requirements to obtain a business licence. Another group of women, in Ethiopia, had a bad experience getting electricity for their stall. They spent a lot of time lobbying with the *kebele* (local authorities), and small and micro enterprises agency at first, before they were told to go to the sub-city. There they were asked to pay 20,000 Ethiopian birr (US$1,111.11), out of which they paid half. And again, there were delays with the electric corporation.

"I paid 7,000 birr (US$388.88) for that place. The place was demolished within eight months. The marketplace was demolished because the place was claimed by the Ministry of Water," says a woman vendor in Ethiopia describing her problems in finding a place for vending.

"I have a Singer (sewing machine) and used to work from home, which I rent from someone else. The process to get a business licence is very complicated. We register and they ask as for the capital we have. We don't have a lot of capital. And if we have a licence we need to have a proper marketplace. And the government is not providing us with a marketplace,"[55] complained a vendor.

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55.   Women in Self-EmploymentAssociation (WISE), an ActionAid partner in Ethiopia, http://www.wise.org.et (accessed 18/1/13).

Privatisation of services with no monitoring: Governments often say that it is not cost effective for them to provide poor people with public services. Even when governments provide such services, special efforts are not made to ensure women will have the information. When governments do not provide poor people with affordable services, poor people are compelled to seek those services from private providers at a high cost. There seems to be minimal regulation of providers, which leads to poor quality of services.

In Addis Ababa, the government duty bearer for public transport service providers, such as city mini-buses, is not clearly known. The mini-buses are assigned routes but they don't work according to their assigned routes. It is generally assumed that road transport authority is responsible for ensuring that they work in the place they are assigned. But the office is often seen as not performing its job. There are government assigned, mini-bus/taxi attendants. However, they often tend to be part of the problem. They collaborate with mini-bus drivers and assistants in overcharging women vendors carrying goods.

"Once when returning from Awasa city to Addis Ababa, the bus driver told us to get out before we reached our destination, even if we had paid the fare. He said this was as far as he would go. I went to the nearest road and transport office in Kaliti. The first official who I talked to was not willing to help me. The second official I talked to told me to write the plate number of the bus. When I went back to write the plate number, everyone had got off the bus and it had left," said a woman in Addis Ababa.

Sexual harassment a constant reality across countries: In Kenya, women say that they are harassed and demeaned at the dumpsites. Insulting and abusive language, most of it sex-related and considered 'normal', ensured to keep them away from earning a living out of the dumpsite. Young girls, some as young as 10, reported that men often demand sex if they help women with goods or waste. They also said that rape was widespread but girls usually kept quiet about it because they didn't feel anything could be done. Girls are out of school in the area and even girls as young as 12 have become pregnant. In Recife, Brazil, there are some streets that are actually narrow unpaved alleys. Women feel unsafe because of the risk of being surprised in such locations. In these places, street lighting is unreliable or even nonexistent. Many areas are poorly connected by public transport. Women in Nepal's Kathmandu Valley have discussed the inadequacy of public transport facilities, over-crowding and long waits at bus stops. Women constantly face various kinds of sexual harassment in public places like streets, markets, parks, temples, bus stops and on different public transport vehicles. Harassers are male travellers, as well as drivers and conductors. Although the problem of sexual harassment is widespread, it is not openly acknowledged. Some women said that it was this process of conducting the study that has enabled them to name the harassment that they often experience in public spaces. Women drivers and women police personnel also have to face harassment from co-workers and passengers, even while on duty.

Women university students in Liberia have echoed the experience of women in Nepal as far as public transport is concerned. They have also pointed out that although things are changing, women face discrimination and violence on university campuses. Women are approached for sex in exchange of grades and the atmosphere on campuses does not encourage women to resist such overtures or complain. Some students say that campuses lack basic services like toilets for women and running water.

Women vendors in Ethiopia have strongly emphasised the fear that women all over the world feel when they have to negotiate deserted roads, especially early in the morning or late at night.

"Sometimes I have to wake up and leave home as early as 3 and 4am for work, to deliver goods for sale that will be taken by truck drivers to other towns or the country-side. I'm afraid of risks of rape and robbery when I leave home at this hour." – woman vendor in Ethiopia

Two Kathmandu women were returning home one evening when they were accosted by a man, who flashed his penis at them. The women chased after him but he ran away. The next day, the man was arrested because he had flashed his penis at another woman. The man was in prison for seven days. One of the women, whom he had flashed earlier, went to meet him. She asked him whether he recognised her.

Inadequate policing: Concerns around policing were articulated in all the countries where the study was undertaken. The police patrolling conducted in communities to keep them crime-free is not adequate and also reflects a logic which is often seen in the attitude of the police toward poor people: the criminalisation of poverty. With this logic, the police enter communities, quite violently, and are not concerned about differentiating the guilty from the innocent. Many feel that for the police the logic is that all are guilty until proven innocent. In Cambodia, for example, garment workers can easily be hauled up by the police in case there are 'incidents' in their neighbourhood. In Ethiopia, women who don't have a proper marketplace, who sell goods on the street, are continuously at risk of robbery. In Addis Ababa, Ethiopia, the police patrol main streets during the day. However, they are not around at night and hardly ever in places where robberies are known to occur. The police do not patrol side streets and dangerous neighbour-hoods, or even marketplaces, especially at night.

Robbers attack women as they leave for home in the evenings assuming they carry money with them. One woman explained how she had to keep moving homes:

"I live renting a room from individual house owners – in their compound. I have been moving from one house to another because thieves keep coming and stealing stuff at night. Recently they stole a bicycle belonging to my son and I had to move again to a different compound."- Woman in Addis Ababa

A story from Cambodia illustrates the helplessness women feel when they face criminal attacks:

"It was the end of October this year, just before Pchum Ben holiday (a local festival). My daughter got her salary which amounted to about US$150 and put it in her trouser pocket. She did not realise who stole the money. It was crowded when workers left the factory and everyone pushed each other to get through the factory gate. She only realised that she had lost her money after she got home. My daughter felt very bad; that was her salary for a whole month of working at least 10 hours a day. I consoled her that it was the bad luck that went with the money. It was terrible as we needed money for the festival. Fortunately, we had some savings to live on throughout the month."- Chaan, mother of a garment factory worker.

Role of authorities and gender sensitive responses

There are stark differences between the way women on the ground see issues and the perception of officials. Most officials are willing to grant that everything is not perfect. Yet there is reluctance to accept that violence against women is not a one-off incident but deeply embedded in society. Women's ability to live and work becomes further

compromised by social attitudes that indicate that women do not need to work outside the home, and strictures such as a belief that women must be 'modestly' dressed. Women's mobility and conduct is regulated both in the public sphere and at home. For many people, including governments, ensuring safety for women often translates into regulating women's behaviour.

Denial and blaming the victim are common:
There is a strongly held belief across cultures that women 'provoke' violence and harassment by their own behaviour and actions. In many instances, when the police receive complaints related to violence that women experience in public spaces, there is a tendency to blame the victim by reinforcing ideas about the need to curtail women's freedom in order to avoid violence. Women who face sexual harassment, or are molested or attacked, experience both the indifference and ineptitude of the police. There is a reluctance to accept women's complaints – they might be laughed off or sometimes even accused of provoking the attack by their dress, gestures or voice. The problems are compounded when there are no specific laws or policies regarding violence against women in public places. However, the policy listing showed that laws addressing violence against women, whether at home or outside the home are rarely implemented.

"The college going girls attract the drivers and conductors with their fashion in order to travel without paying [the] fare," remarked a union leader of drivers in Nepal.

"I generally treat persons with disabilities and the elderly in a bit of a different way, the rest are treated equally. It is not possible to provide separate services for everyone. I attend to those needing quicker services first, for example, those needing just a signature need not wait till I finish maybe a domestic violence case. There has not been any VAW issues like rape here. Only once in 2008 there was a rape case, the perpetrator in this case was appre-hended," said an official in Kenya.

"Well, as far as my knowledge goes, there are no specific policies adopted by the University of Liberia to ensure women's participation. Instead, everyone irrespective of gender is permitted to participate at all levels based on qualification," remarked an instructor at the University of Liberia

"I don't see the need for services in any special way for women at the university because no policy of the university marginalises women in any way. There are separate toilets for men and women and other than that men and women can access all university services and facilities equally," asserted an instructor at the University of Liberia.

These comments reflect a limited understanding among university officials in Liberia of the importance of addressing normalised forms of exclusion in a patriarchal society. For instance, women are not seen in leadership roles in student organisations. Officials are also unwilling to accept that sexual harassment of women students is a reality of university life.

Implementation limitations within the system:
Some women and men in positions of authority recognise the need for gender sensitive responses but also pointed out different limitations in implementation. In Liberia, one of the officers felt the need for a policy. A woman official at a Liberian university agrees that women need specific services. In Addis Ababa, a woman trade and industry officer recognises that official responses have to be matched to women's realities. In Brazil, the chief of the Women's Police shared the limitations she has observed.

"However, it would be necessary to develop such policy that will not protect only women, but men as well on the job against sexual harassment. Unions everywhere are organised to address issues which confront their members. Obviously, if a female student reports to a student union any issue of sexual harassment, I believe the union will address it." - Grants coordinator, University of Liberia

"One hundred and twenty women organized by micro and small enterprises were given a four-storey building in a place called Almi. But the place was not suitable for a marketplace and they started renting out for residential purpose. The four-storey building also does not address the need of different women, for example women with disability. The building has no means of accessibility for people with disability." – Trade and Industry officer, Addis Ababa

In Brazil, the idea of creating a specialised women's police station signals a concern to take into account the specificities of violence against women. The work of specialised women's police stations in Brazil, which have rules provided in the Maria da Penha Law, deals specifically with cases of domestic violence against women in the country. The women's police stations are expected to fill the gaps women experienced earlier when they sought the support of police. In the state of Pernambuco, there are eight women's police stations.

According to the chief of the Women's Police, there is no structure to give some kind of differential treatment to violence suffered by women in public spaces, unless that is sexual violence. If women experience crime in public spaces, these crimes will not be regulated by a special law, but by the Brazilian Penal Code. The ability to be sensitive to gender issues is evaluated when selecting the right professionals to work in the specialised women's police unit. There are selected officers who show an interest in working in the area. These professionals, before starting work, are required to get a qualification that makes them sensitive to meet the specific demands of women who experience domestic violence. There are also ongoing training programmes to guard against de-sensitisation, as stories of domestic violence are often extremely repetitive. These courses are provided through ongoing training in partnership with the Women's Secretariat of the State of Pernambuco.

The continuum of violence: Women vendors in Ethiopia have broken the barriers between the 'public' and 'private' in their accounts of their lives. They have spoken candidly about the resistance that most of them faced from their husbands. The experiences of these women emphasise the fact that women's ability to function as full individuals with autonomy both within and outside the home is restricted by the controls imposed on them at home. These controls can be verbal strictures or acts of overt physical and/or sexual violence. Poverty means not just a lack of income and material goods, but also not enough resources, opportunities and security.[56] This takes away dignity and accentuates people's vulnerability. Poverty is also about power – who has it and can exercise it, both at home and in public life.

"When I started my own small business, my husband didn't want me to go out and work. But because I received a lot of training at WiSE, I was confident enough to stand up to him. Today I have employed my daughter and husband, in addition to other employees." – woman union member, Ethiopia

"When we start working and earning money, our husbands want us to cover all the household expenses." – woman in Ethiopia

Women in Ethiopia see a significant role for the women's associations and women's affairs offices at local government level. They feel these offices are able to "settle disputes" in cases of domestic violence.

"Women's affairs office at kebele level helps women if the husband beats his wife, drinks, or does not give her money for household expenses. The husband will be called to the kebele to provide response on those things. He will be given advice by the women's affairs office." –a woman vendor.

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56.   The UN Works for People and Planet, Human rights and poverty: 60 years later, http://www.un.org/works/sub3.asp?lang=en&id=63 (accessed 17/01/13).

Positive moves by government: Measures are introduced by governments, both local and national, to promote women's empowerment. There is a constant battle between implementing progressive ideas and battling the resistance to women's autonomy that is deeply entrenched in the minds of many people in high office.

Governed by the Nepal Government's policies, the Municipality in Lalitpur has been conducting various women's programmes, which include training on violence against women, skill development training such as mobile repairing, house wiring and leadership development. Various agricultural training courses including floriculture and mushroom farming have been introduced. The impact of the training programmes should be assessed subsequently. An evaluation is required to understand the extent to which these programmes have helped women in terms of enhancing knowledge, skills, employability and self-confidence.

In Pernambuco, Brazil, the state government runs two specialised health services for the care of women survivors of violence. However, not too many people know about these services and they focus only on the state capital. Also, there is no kind of data systematisation of the women registered there so it is difficult to keep track of how the services function.

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Lack of public services and impact on women

During the course of this study, women from poor and marginalised communities spoke of how a lack of services (such as bad roads, no lighting, lack of public transport, unavailability of public toilets and weak crime control), a lack of information, the absence of legislation and the laxity in implementation of existing legislation affects their way of life. Cities have been planned and built and services delivered without taking women's lives and needs into account.

Lack of gender sensitive responses aggravate women's burdens.

Fear of violence and harassment and lure of new lifestyles: In Brazil, it is evident that there is a close relationship between drug trafficking and lack of policing and the issue of women's safety in urban spaces. Children are lured into drug use and drug marketing, and girls and young women are affected by harassment and urban violence, which have increased because of the presence of drug trafficking. They also become drug users and due to addiction become vulnerable to sexual exploitation. The idea of the arrival of men from others parts of the country has encouraged girls to believe in what is locally called the "myth of romantic love". Given the situation of vulnerability experienced by these girls, namely, lack of employment, education and poverty, they believe they can live a different reality in another location, with any man who has come from somewhere else in the country and may offer a new life to the local girls and young women.

"To avoid harassment, the women of the community rethink their way of life, including changing their mode of dress, in order to avoid "provoking" the approach of men…. even the schedules of women have changed, women have avoided work or working during the night and the girls had to change the schedules of schools, courses and even the time of their leisure." women from Barbalho, Brazil.

Increased work and care load: Women working in garment factories in Phnom Penh are not provided any childcare facilities, although employers are supposed to provide this facility, according to the labour laws. They have to make their own arrangements. An elderly migrant woman, whose daughter is a garment factory worker, works as a babysitter for other workers. She describes the work she does and how the lack of childcare facilities affects women who have children:

Keo is a single mother in Cambodia, who came from Svay Rieng province to Phnom Penh. Her story is an illustration of the kind of labour women put in when there is no social security support. She has two daughters working in the garment factory. Both her sons are still studying at lower secondary school. She rented a flat to live with all her four children. It costs her US$70 a month, plus the cost of utilities. Keo earns money by doing three different jobs. She sells Khmer noodle in front of her house throughout the day but she does not have a lot of customers. Keo also takes in sewing from people in the community. Lastly, Keo babysits two children of women workers who live in the nearby rented rooms.

"I guard the small children while their mothers work in the factories. The mother brings her child to me before 7am and comes to take him/her back at 12pm when they have lunch break. They bring the kids again at 1pm and get back at 6pm. They leave food (porridge, milk) with me to feed the babies. I took on this job so that I could earn some money to cope with the cost we pay for rent and other expenses. The mother pays me US$50 per month for one child."

Keo, a single mother does multiple jobs to maintain her family of four. Her two daughters work in the garment factories.
PHOTO: SAVANN OEURM/ACTIONAID

Increasing poverty, subjugation and violence:
In Kenya, during discussions, elderly people explained that the dominant cultural viewpoint is that women are not "full members of society". Cultural ideas are also carried into the realm of citizens' rights –many women do not have national identification documents and so they do not participate in directly electing their representatives.

For practical matters of everyday living, it is women who bear the brunt. For example, when there is no water in the taps for days, it is women who have

to make alternate arrangements. There are many instances of women being the only breadwinners of the family. Women's contributions to family life are not recognised and often, violence against women is so extreme that they are turned out of their home on flimsy grounds.

"We live in abject poverty and are unable to afford basic necessities; the children get sick and we are the care givers. Women too can make a living out of the dumpsite but there is a lot of vulgar language against women meant to demean us and chase us off the business areas of the dumpsite," lamented some women in Mombasa, Kenya.

"Women are many a times the breadwinners of the family. Even the water goes off the taps for days and they have to keep looking for water and it is a point of vulnerability. When the girls go to fetch firewood, they are attacked and violated," remarked an elderly male in Mombasa, Kenya.

In Liberia, there is high illiteracy amongst women. Also, employment opportunities are inadequate. Women find it difficult to report violence, especially sexual harassment because they feel that they will be blamed for the way they dress. Women in Nepal said that it would be difficult to find women who had never faced any kind of sexual harassment in their lives. Children in Kenya said no girl in the dumpsite can grow beyond the age of 10 without getting sexually abused.

"This semester, while on campus one day I wanted use the washroom but to my surprise all the doors were locked due to the lack of water. I rushed to a bush nearby. While I was there a fellow came from nowhere and said he also wanted to pee. I was so afraid thinking that this man could do anything to me since the place was so isolated and in the bush. I asked him to please allow me to wear my clothes and leave. I did so. He didn't do anything to me but I felt terrified at that moment. We need women's groups on campuses to draw attention to our vulnerable situation," says **Famata Thomas** a junior student from University of Liberia.

Role of community and non-governmental organisations

This section provides examples of community attitudes and initiatives that exist on the ground. It presents changes at the grassroots that have taken place by focusing on the need to deliver quality public services and fight violence against women. There are instances of individual initiatives and collective efforts. There are girls and women who speak out against violence, either individually or collectively.

*"I am **Debaki Dhungel** and I live in Gairigaon slum community in Kathmandu. I am 22 years old and I am studying in grade 11. My sister and her family lives in Kaandaghari. I usually travel there to meet them. The bus to Kaandaghari is always crowded. I cannot afford to travel in a taxi. I have to bear harassments in public vehicles every time I travel but I always remember one incident because this was the first time I had spoken against it. Since, there are very few buses on that route, the bus is always crowded and in a seat of three, the bus driver and conductor had crammed four passengers. I was one of them. I was the third person in the seat. Then, helped by the conductor, a fourth person, a man, forced himself on the seat. As he sat down, he put his hand on my shoulder. I was shocked because that happened really suddenly. Thinking that it was an unintentional thing because of the crowded bus I politely told him to put his hand on the seat before us. He suddenly snapped at me telling me to ride my own car if I feel so uncomfortable in a public bus. I felt bad and stayed quiet but stayed alert. Despite me being alert, the man managed to slowly slide his hand to my breast. This made me really angry. I shouted at him for doing that and told him to behave himself. When I shouted and everybody looked at him, he put his hand away. I was relieved when he got off the bus after a short while. I felt confident after that incident. I felt that if I spoke up and let everyone in the bus know about what he was doing, the harasser would be shamed in public and would not repeat such behaviour. If I stayed quiet it was a silent acceptance of what he was doing. So, now I always speak up against harassment."*

Debaki Dhungel, a student who lives in the slum community of Gairigaon, Kathmandu believes that speaking out against sexual harassment is the best way to handle it.
PHOTO: BHAGWATI ADHIKARI, NEPAL MAHILA EKATA SAMAJ

Countries like Ethiopia, Nepal and Kenya have tried out systems of community policing. The community policing system started three or four years ago in Ethiopia. Members of the community police are selected by the kebele – local government. The salary of the community police is paid by community contributions. Men and women are included in the community police. Most of the members of the community police are women. They settle quarrels in the community, they report robberies and stop street fights. They are trained by the police. They also clear bush areas where criminals may hide and monitor the street lights. Of course, women have to fight deeply held notions about gender roles.

Berhane Temesgen, a 55-year-old woman, lives in woreda (district) 8 of Nefas Silk Lafto sub-city in Addis Ababa, Ethiopia. She is an active member of the woreda 8 community police, a system started three years ago by which communities take up the responsibility to ensure safety and security in their neighbourhoods, in collaboration with the district justice office. The reason for initiating the system was an escalating crime rate in the neighbourhoods of the district. These problems were discussed in a community gathering called *Idir* – an informal self-help network. Fifteen Committee members were selected during the Idir meeting, out of which four were women.

The community police set up an office and hired four guards who would patrol the neighbourhood at night and assist the committee members in the woreda. Asecretary was also hired to take note of crimes and cases reported to the community police and to pass this informationon to the responsible authorities. The salary of the fourguards and the secretary was paid out of the contributions made by business owners and households in the community. One household contributes on average 10 birr (US$0.55) per month. Some business organisations also give bigger donations.

The committee members of the community police, together with the guards, patrol the neighbourhood at night to make sure the streets are safe. Where there were no street lights they asked people to switch on the lights outside in their compound or on their gates. The community police also received reports of disputes or fighting between couples and among neighbours and played a mediation role, reporting only cases that are beyond their mandate to the woreda regular police. Women experiencing violence usually go to the community police first seeking assistance and the community police take them to the women's affairs office in the woreda or to the police.

Berhane explains how the system works: *"When robberies happen in broad daylight, if the perpetrators are known, we take the case to the Idir gathering and report the case and also advise their parents/families if they live in the community... If they commit crimes again, we report them to the police and they are sent to prison."*

"There were some challenges that reduced the effectiveness of the community policing system. One of these is weak support provided from the regular police. The regular police of the woreda don't patrol the streets at night together with the guards and also don't respond quickly enough when they are called. Recently the woreda has taken action against six police officers who were corrupt and found collaborating with thieves and robbers. The police officers were dismissed. Also, all community members do not pay and support the process. However, crime has actually reduced in this woreda because of the community policing," concludes Berhane.

Berhane, a resident of Nefas Silk Lafto sub-city, Addis Ababa was selected as a member of the community police.
PHOTO: LEWAM MENGISTU, WOMEN IN SELF EMPLOYMENT

In Nepal a committee of community members, local leaders and teachers form the community police and are responsible for raising awareness on violence against women, gender equality, sexual harassment and substance abuse among youth. They conduct such programmes in the community, clubs, schools and colleges. It is believed mostly by women FGD participants, that the services delivered by the community police are gender sensitive and female-friendly. They are closer to the community and hence know and understand the needs and priorities of the community. The community police in Kathmandu have also worked to improve the lighting system in the streets in Baag bazar, where there are many educational institutions. Solar lights and inverters have been set up by the community police and night college teachers working together. However, the limitation is that in case of a conflict, the community police can solve cases informally within the community itself only if the community agrees. However, they cannot replace the police.

Other than the state and community efforts, non-governmental organisations and civil society organisations are seen by students in Liberia as stakeholders, who play a role in influencing the provision and maintenance of services. After the war in Liberia the World Food Program has played a major role by providing food and other non-food items. The Red Cross also has provided medical services at low cost in Liberia. Another group in Liberia is the Female Lawyers Association and they could take up violation issues of women. The Female Lawyers Association is a group in Liberia that deals with issues on laws protecting women and girls. This group was instrumented in ensuring that the New Rape law was passed.

The role of community organisations and non-governmental organisations is crucial in raising issues. Some of the KII respondents said they have undergone gender sensitivity trainings organised by non-governmental organisations, which have helped them understand and address issues. Government agencies and non-governmental organisations also collaborate to conduct such training. These training sessions provide an opportunity for state officials and members of civil society to engage in discussions on issues including gender equality and violence against women and can lead to better implementation of existing policies, laws and programmes, and pave the way for policy changes promoting gender equality.

The work of ETAPAS[57] with ActionAid Brazil in raising debate about safe cities for women was important to begin discussions. The methodology used by ActionAid for the discussions and mapping of insecure areas had a great impact among civil society organisations of Pernambuco. The Women's Department of the state of Pernambuco, recognising the importance and effectiveness of this work, wants to work together with ActionAid Brazil, inviting them to offer training in this methodology in four cities of Pernambuco.

It is important to appreciate that this process, in addition to raising awareness and mobilising the support of women in the community, is an important tool for advocacy on behalf of women in the communities. The media could be an effective stakeholder in this matter. ActionAid Nepal has already developed some ideas for working with new media like Facebook and YouTube, as well as more traditional media. They have also tried out communication and advocacy methods such as flash mobs to spread their message.

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57. Equipe Técnica de Assessoria Pesquisa e Ação Social, September 2012, (Technical Advisory Research and Social ActionTeam).

Kolfie market, Ethiopia. Lack of a permanent market place and infrastructure such as electricity and water are the biggest burden women vendors suffer

PHOTO: PETTERIK WIGGERS/PANOS PICTURES

RECOMMENDATIONS

"Look closely at the present you are constructing: it should look like the future you are dreaming."[58] Alice Walker

During the course of this study, participants not only identified and discussed problems but also offered suggestions for change. Suggestions have come from directly affected groups, other community members and officials. The suggestions received for improving delivery of public services and preventing, resisting and combating violence against women are presented here.

It was clear that people felt that the main responsibility for ensuring that public services are available and efficient and reach the most marginalised people lies with the government, both national and local. Participants in the study said that poor people deserved better public amenities than they receive. Similarly, it was quite clear that even if the direct links between delivery of public services and violence against women are not always evident, there is a need for state intervention to address violence against women. Efficient public services make it easier for people to go about their daily activities. Since women have the major share of household responsibilities, their work burden is reduced by an effective service delivery system. If public spaces including universities, health care centres, parks and markets are designed with women and their lives in mind, for example, with women's toilets, good lighting, accessibility for women and girls living with disabilities, prompt policing, public telephones, to name a few, women would be less intimated when outside. Such a setting clearly makes the point that women have a right to the city.

While the existence of good infrastructure and other services does not guarantee the elimination of all violence against women, it undoubtedly contributes to making women's lives better and safer. Completely eliminating violence against women will also require attitudinal changes and a strong political will, supplemented by adequate resources. It is important to have government structures and systems with greater accountability, as well as communities that are involved and willing to support the government in the process of ensuring better public services and eliminating violence against women. It must be remembered that while the government and its arms are seen as the principal duty bearers, responsibility also lies with employers, civil society organisations and members of communities.

Governments are policy makers, legislators, planners, service providers and law enforcers. Civil society organisations and community actors including governmental organisations, workers' organisations, women's groups and students' organisations, on the other hand, can play the role of watchdogs and organisers. The media can play a significant role in questioning gendered norms, monitoring public services and creating public opinion to resist violence against women. Questioning and changing gendered norms and ways of life is necessary to create a society that is gender-just and equal and where there is no violence against women. Civil society organisations, community groups, media and academic organisations can

58.   Alice Malsenior Walker (born February 9, 1944) is an American author, poet, and activist. She has written both fiction and essays about race and gender. She is best known for the critically acclaimed novel The Color Purple (1982) for which she won the National Book Award and the Pulitzer Prize.

work together to bring about change. Collaborations and partnerships are underway as part of ActionAid's on-going work.

Policy, legislation and programmes

The need to have gender sensitive policies and laws in place cannot be overstated and participants asserted that the accountability lay with the government. Taking differences in governance structures and systems into account, that the major responsibility for each country's legislative and policy framework lies with national governments and that local governments and officials have responsibility for implementation and everyday operations. Bodies like National Human Rights Commissions and Women's Commissions could also play a facilitating role.

- There is need for legislation specifically to address all forms of violence against women and girls in public spaces.
- Policies, laws, programmes and campaigns have to focus on ending violence against women and girls, both at home and in public life.
- Governments and law enforcement agencies will have to make efforts to ensure that legislation is implemented and violators punished.
- Information about policies, laws, programmes and mechanisms is often not known, especially by poor and/or marginalised people. Such information must be made available and accessible in local languages and with a point close to the community for clarification and easy access.
- Policies, programmes and plans for affirmative action for women and girls should be put in place wherever necessary, especially in sectors of education, housing and employment. Relevant Ministries and Departments could be entrusted with implementing such plans and programmes.
- Government programmes and schemes have to be flexible, so that they are able to accom-

modate the needs of different sections of girls and women. For example, the public transport needs of women vendors and schoolgirls maybe different. Also, the needs of women and girls with disabilities need to be factored into urban planning and design, including designs for all public places such as markets, parks and squares, public toilets, public transport, shopping centres.
- Coordination and information-sharing amongst various government departments has to be more streamlined. This will result in an improvement in overall delivery of services and also ensure that time is not wasted and efforts are not duplicated.

Justice system

- The justice system must be accessible and just. Despite the violence perpetrated against them, women in this study identified various challenges with approaching the justice system, whether it is the local police station or the law courts. Women harassed on buses or streets are not even sure whether such harassment would be recognised as a wrong.
- Poor women suffer particular and exacerbated consequences of inadequate policing, evident in the proximity to crime and lawlessness in the displaced communities in Brazil, workers' colonies in Phnom Penh and the dumpsites in Kenya. They also often face the brutality of the police. Women in this study have explained how the police do not take crimes against women seriously and also engage in victim blaming. Experiences of police personnel perpetrating violence against women are well documented across the world. The experience of women police stations in Brazil maybe studied as an example of compassionate, gender sensitive policing and the learning from it built upon.
- Mechanisms for voicing grievances have to be in place and they should be accessible. Many government departments in different countries have systems of people getting in touch with

them and talking about their problems. Often women are not aware of the existence of such mechanisms or are hesitant to approach them. There is a need to have such mechanisms in place and make them accessible to all individuals. Grievances must be redressed swiftly. Swift redress will increase women's confidence in such systems.

Cleonice Maria da Silva, 36, lives with her husband, parents and four children in Mill Tiriri, in the state of Pernambuco, Brazil. She was born and brought up here and built her family in this town. However, on 29 May 2012, at 4am, she and her family were removed from her home in an aggressive police action, which used a large contingent of the police force. The government used armed military police with dogs, civilian police, employees and the contractor responsible for the expansion work at the Port of Suape Complex.

The land belonged to her father Abilio, 87, who had come to the area to work in the sugarcane plantations. He worked with the Engenho Tiriri cooperative, which bought plots of land and transferred them to workers, including Abilio, for cultivation of cane sugar (60% of the area) and subsistence farming (40%). One evening, all the farmers involved in the cooperative were called to a meeting where they unknowingly signed a document illegally transferring land to INCRA, the company responsible for the construction of the Port of Suape.

As a result, years later, Cleonice was removed from her home with only 14 days' notice. Today Cleonice lives in a shack in an area near where her old home used to be. The amount Cleonice received for the land where her father lived for over 50 years is not even enough to build a house on the outskirts of the city.

Forcefully, evicted from her house by the State, **Cleonice,** with her three children and elderly parents live in a shack where her house used to be, in Mill Tiriri, Pernambuco, Brazil.
PHOTO: PICASA/ACTIONAID

- Corruption in public offices and officials must be tackled. Women are harassed and intimidated by public officials asking for bribes and sexual favours. Unless corruption, including in the form of sexual harassment, is tackled people will continue to be wary of the intentions of government officials and departments. Methods like social audit could be used to involve people in monitoring how public services are being delivered.

- The legal framework of countries should not outlaw workers' unions/collectives. Such unions are effective stakeholders in supporting workers, addressing their needs and bringing about change. For example, in Nepal, the National Trade Union Congress (NTUC) and General Federation of Nepalese Trade Unions (GEFONT) facilitates training for their member drivers, helps them get necessary documents like licences and blue books and guards its members against harassment by the traffic police or other kinds of victimisation. They provide training to their members for the implementation of any new rules. They also work to increase passenger comfort and focus on issues like new bus routes and reserved seats for marginalised sections of the population. The unions also support their members during disputes with authorities or passengers.

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Public services

- Governments should commit and work to provide accessible and affordable public services to poor people, including women and girls. Public services like drinking water, health, food, education, housing, sanitation, electricity, roads and public transport are essential. The situation of women and girls in Kenya demands strong government actions in the areas of right to food, housing, water and sanitation and healthcare.

- The situation of garment workers in Cambodia makes a powerful plea for safe and affordable housing. Children living on the streets of Liberia or dumpsites of Kenya are more than likely to be out of school, be sexually abused and get involved in crime. Displaced women in Brazil have suggested that the federal government programme Minha Casa, Minha Vida, which provides subsidies for people to buy their own houses, needs to be expanded to also include women who have been displaced.

- All children have a right to education. In this study, the plight of girls out of school is brought out sharply by the hopelessness felt by girls as young as 12 or 13 in the Bamburi dumpsite in Kenya. Since they are out of school, they do not get any education or training and are subject to or vulnerable to sexual abuse.

- Higher education for women must be encouraged and supported. Policies for affirmative action, both for admission and scholarships, may be introduced.

- Needs of women and girls for public services and safety have to be understood from a rights perspective and included in planning. The focus must be on right to mobility rather than restrictions on women. Public services including street lighting, efficient transportation with special seating for women and strict safety norms with respect to harassment of women will facilitate this.

- Women and girls have a right to enjoy the streets, parks, marketplaces and neighbourhoods of their city not just for work but also for fun. Women and girls should not be harassed when they are out.

- Women in Brazil have articulated their need for investment in leisure spaces. Hence, the streets must be crime-free and policing should be sensitive and efficient. Crime-free neighbourhoods and streets make the point that the government is committed to the idea of a safe city.

- Employers must provide childcare services so that women are able to work outside the home. Governments/employers must also strengthen provisions for maternity leave and benefits to include workers in the informal sector.

- Services to prevent and redress violence

against women, both in the private sphere and in public, should also be included in the realm of essential public services. Such services should include shelters and halfway houses. Health services should be equipped to provide information about violence against women and girls, including sexual violence and abuse. Contraceptive advice and services should be easily available. Special support is necessary for girls and young women. Emergency support services for survivors of rape and sexual abuse are essential. Mental health support mechanisms including counselling and psychiatric services for drug users and survivors of violence are necessary.

- Governments should monitor service providers and the services they deliver. Government departments must act in close coordination with each other. Participants from Nepal emphasised that the quality of services is affected and absurd things happen if departments do not communicate and coordinate with each other. One service provider gets in the way of another.

"The department of roads constructs a road one day and a few days later the sanitation department digs it up to build a canal."

Girls are harrassed at the dumpsite as they are left to fend for themselves making them vulnerable to all forms of exploitation including sexual.
PHOTO: FEDIS MBURA - SAUTI YA WANAWAKE

Gender sensitisation and training

- Gender training should be mandatory for service providers, be they government employees or private providers, and also for employers. Institutionalisation of such efforts is necessary.
- Training of police personnel should focus especially on breaking gender stereotypes and providing sensitive services to women who have faced violence. Police personnel must also be trained to provide appropriate services to girls and women with disabilities.
- Training manuals for police, public transport workers and health care providers should have modules on gender.
- Stringent action should be taken against service providers for harassment of women and girls to whom they provide services. These acts of harassment include delays in processing, asking for sexual favours, and others.
- Gender sensitivity, assessed with benchmarks, should be one of the criteria for selection of staff.
- Discussions have to be conducted at different levels of government, and in different departments, to understand how to challenge deeply held patriarchal beliefs and sexist practices that impact women's empowerment and their daily lives. This will also help in achieving the promise set out in policies and laws promoting gender equality.
- It is important to understand that overt and covert violence against women, in all the spaces they inhabit, has a negative impact on women's lives. Policies, laws, programmes and campaigns have to focus on ending violence against women and girls, both at home and in public life. Such discussions are also required with service providers, both government and private, and employers.
- Media campaigns through social media as well as more traditional media can be a very effective method to focus attention on the issue of violence against women and public services.

Organising women

- Efforts have to be made to work with affected communities to share the insights gained from ActionAid's work on safe cities over the past two years. Women need to organise to demand information and entitlements, and also to discuss issues related to their safety. According to the FGD participants, the discussion of public policy among women is essential because women living in the affected community are aware of their real needs and priorities, and, for that reason, need to be consulted when policies for their safety are designed.
- Organising efforts have to focus on discussing the cultural stereotyping and victim blaming that seem common to all societies when it comes to violence against women. In Nepal, women and men have spoken about a culture of silence that prevents women from reporting the harassment and violence that they experience. University students in Liberia say that they are afraid to report sexual harassment because the way they dress will be blamed. In Brazil, women shared their view that sexism makes men believe that they are the owners of public spaces and therefore those men feel they have the right to harass women, even if it is just verbally.
- The nature of interventions by non-governmental organisations in the last two decades has focused on building women's organisations of poor women. However, women students in Liberia and women students and white collar workers in Nepal have expressed the need for women's solidarity and support.
- As the work on safe cities for women matures and gains momentum, efforts at building collective action should intensify. Grassroots action must focus on building groups of affected women and girls and other sections of the population. Such groups will enable women and girls to take their voices to different forums.

- Efforts need to be directed towards building strong grassroots women's groups that see themselves as opinion builders and influencers of policy, legislation and plans on combating violence against women and delivering public services that are inclusive and gender sensitive.

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Conclusion

Work on safe cities for women asserts women's and girls' right to the city and all its public places, including streets, markets, parks, playgrounds, squares, bus stops, train stations. The movement for safe cities for women believes that women have a right to be outside for work and play, during the day and at night, alone or with others - they are individuals with right to enjoy everything that a city has to offer.

ActionAid's focus on violence against women and the delivery of public services recognises that violence against women is considered a normalized way of life in many communities. Frequently, the planning and design of cities fails to take adequate account of women's lives and needs. There is also a tacit understanding that there are places women will not go and there are times of the day or night that they will not be out of the house. Dominant ideas about women and their place in society intensify women's exclusion from public places and public life. It is this almost automatic exclusion that ActionAid wants to question in its work.

This study has also looked at policy and legislative frameworks of the different countries to see whether there exists an enabling framework to further the idea of a world free of violence against women. A commitment to good governance by national governments committed to principles of democracy and equality creates an atmosphere that promotes women's rights. Ideas of equality

outlined in constitutions are given form by policy and legislation. These are translated into practical matters of daily life by the way people's lives are planned and designed and the quality of services they are offered.

This study, *Women and the city II: combating violence against women and girls in urban public spaces - the role of public services*, has looked at the experiences of different groups of women, namely, displaced women in Brazil, migrant women garment workers in Cambodia, women vendors in Ethiopia, women living in formal settlements and dumpsites in Kenya, women university students in Liberia and women using public transport in Nepal. It has recorded what these women have to say about their experiences of living and working in cities, the violence and harassment they face and how their problems are compounded by non-existent or very poor public services.

The findings of this study pose questions to people in government, to planners and architects, to civil society organisations, to employers, to service providers - both government and private, to different social institutions and to individuals of all genders about their ideas of people's right to the city, reasons why women are excluded and ways in which such exclusions are perpetuated. This study documents experiences of poor and marginalised women and their struggles to overcome their problems and live their lives. People in authority have also provided their points of view regarding public service delivery and violence against women. This study acknowledges that there are deep-rooted sexist beliefs that compromise women's right to free mobility. At the same time it also makes the point that providing gender sensitive, efficient public services is a significant and practical way of challenging sexism, promoting women's right to mobility and moving towards equality and justice.

The way forward is to join hands to make our voices loud and clear as this group of young people from Nepal is doing. The message reads - Inappropriate! Unwanted! Unacceptable! Stop sexual harassment in public transportation! Stop! Stop ! Stop!"

PHOTO: MOTI LAMA, ACTIVISTA CO-ORDINATOR, NEPAL

ANNEXES

Annex 1 - *FGD questions*

1. Identify the key concerns and issues regarding safety of women in the area. (The facilitator can use the findings from the safety audit to prompt and take forward the discussion).

2. Based upon the main concerns identified, list the key stakeholders and stakeholder bodies, such as municipal bodies, police, urban planners, local government, resident associations, university authorities, employers etc. Once this list is made by the participants, divide the list into government and non-government stakeholders for further discussion.

3. **For each government stakeholder**, the group should be asked about their expectations from them and the shortcomings of each in the provision and maintenance of services. The following questions should be asked:
   a. What in your view is the role of the stakeholder (duty bearer), particularly in providing urban basic services to poor and vulnerable groups of people in the community?
   b. What are the current services being delivered? Are they gender sensitive and take into consideration the specific concerns of women?
   c. What is the quality of services being delivered? Is it better in some areas, or at some times of the day?
   d. What is the impact of this situation on the lives of women?
   e. What are the improvements that you would like to see? Give specific details about the kinds of changes and improvements you would like to see in the ways that these services are planned and delivered?
   f. What role do you think the community, and more specifically women, should play in ensuring delivery of urban basic services? Are there existing initiatives and examples of ways that the community and women in the community have taken action?

4. **For each non-government stakeholder** (such as employers, university authorities, market associations etc) the following questions should be asked:
   a. What are the key responsibilities and roles of the stakeholder in terms of ensuring the rights and dignity of women and girls in the particular setting (factory, market, university)?
   b. Are these being addressed currently by the relevant stakeholders? Are they gender sensitive and do they take into consideration the specific concerns of women?
   c. What is the quality of these services? Are they effective and do they respond to the needs of the most vulnerable?
   d. What is the impact of this situation on the lives of women?
   e. What improvements would you like to see? Give specific details about the kinds of changes and improvements you would like to see in the ways that these services are planned and delivered?
   f. What role do you think the community, and more specifically women, should play in ensuring the effective implementation of services to address women's safety, access and mobility? Are there existing initiatives and examples of ways that the women have taken action?

5. Other than these key duty bearers/stakeholders, are there any other bodies or groups who play a role in determining or influencing provision and maintenance of services. If so, who are these and what are the roles they play? (Some examples could be local community formations or committees). Are you satisfied with the role they play? Do you think they could be doing more?

Annex 2 - *A guide to conducting Focus group discussions (FGD)*

A focus group is a moderated conversation discussion held to increase understanding of a particular issue and explore ideas about how a problem might be addressed. It involves sharing specific experiences, presenting opinions and exploring ideas. The group needs to be large enough to include different points of view and to generate discussion, but not so large that some participants are unable to participate.[1]

Aim

For this phase of research, the aim of the FGD is to engage participants to talk about the different kinds of urban basic services that they think are necessary and important to address the concerns and problems that were identified during the safety audits. Urban basic services play a very important role in creating the conditions for women to live and move around in cities without fear and violence. The FGD will focus on the kinds of services needed, the current state of provision, who are the key stakeholders and what kind of services they would want to have to ensure safety and mobility of women.

Process

The discussion will take approximately 60-90 minutes. It should begin with an introduction to the discussion by the facilitator and a round of introductions so that the group gets familiar. The facilitator should then share the process that will be followed and lay down some ground rules about listening to each person, not interrupting, and being respectful to each other's views and perspectives. It takes time for participants to feel comfortable in FGD settings. If a setting feels too formal, arranging chairs in a circle or even sitting on the floor can be helpful. Give some time for people to get comfortable and feel safe to speak.

At the end, there should be tying up of key conclusions and concerns that arose during the discussion.

Participants

The participants should be a group of women or men with similar backgrounds in order to be able to capture their particular experiences, concerns and understanding of the situation. It is therefore important to plan the different groups to be included so that all key groups are reached and their voices heard. The ideal number for a FGD is between 8-12 people. FGDs should be held for vulnerable groups of women including: women in different occupations such as domestic work, factory work, vending etc; women who have to use public transport and travel long distances; older women; young women; women living with disability and other such groups. This will be determined differently in each city according to the local situation. FGDs should very specifically be held with multiple stakeholders both from the government as well as non-government sector.

Facilitating the Discussion

The role of the facilitator is key to a successful FGD. She should be familiar with the questions before the discussion. She should introduce the topic clearly and lay all the ground rules of respect and listening.

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1.   Women in Cities International (WICI). *Tools for Gathering Information about Women's Safety and Inclusion in Cities: Experiences from the Gender Inclusive Cities Programme.* 2011.

Each question should be explained clearly. She should not pass judgement on any views or statements made by the participants. She should ensure that all participants have an opportunity to give their views. The aim is to hear all voices and not necessarily reach a consensus. The facilitator should also ensure that the discussion stays focussed on the topic and does not digress too much.[2]

Remember not to have too many outsiders at the discussion. In addition to the facilitator, there could be two others to take notes and to pitch in to the discussion if need be. The women need to feel that they are the key actors in this discussion.

Confidentiality

Respecting the confidentiality of the participants is very important. They must be given all information regarding the FGD before beginning. If photography, audio or video recording is taking place, consent must be taken from each participant, preferably in writing, especially if information is going to be put in the public domain.

Recording and reporting

Those taking notes and writing the report will often not be able to participate too much in the discussion. The note taker's role is primarily to do an accurate recording of the event and what each person says. For the purpose of this research all information taken down in local language should be translated into English without losing its spirit. Explain how the information will be used. Taking photographs of the FGD is a useful method of documentation.

Other points

It is important to plan the FGD at a time and venue that is convenient to participants to ensure maximum participation. If women bring along young children, it might be useful to provide some space for the children to be looked after so that the women can participate in the discussion freely.

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2.   WICI 2011; Jagori. *A Handbook on Women's Safety Audits in Low-income Urban Neighbourhoods: A Focus on Essential Services.* 2010.

Annex 3 - *Key informant interview questions*

Objective

To gather information and perspectives of key stakeholders of urban basic services about: the provision and maintenance of urban basic services in the specified city and community; whether there is any gender specific perspective; and whether the rights of the poor and most vulnerable are considered.

Who should be interviewed?

Government stakeholders of urban basic services including housing, water, sanitation, waste management, transport and security. In each city, key stakeholder departments will need to be identified. In some cities, it will be the municipal corporation, in others it may be the transport department or the public works department or the local police. Following that, they will need to identify the person/s within each department with whom the interview will be conducted.

Questions

These should be used as a guide and adapted as per the particular urban service provider being questioned.

1. What are the main parameters of service delivery of your department/office/division in relation to provision and maintenance of basic services to communities?

2. Is there payment taken for these services. If so, how is the payment decided and collected?

3. Do you have regular monitoring mechanisms to ensure effective and timely delivery of services? If so, please elaborate on this. Who is responsible for this? What steps are taken if service delivery is faulty?

4. Is there any mechanism by which the community can give feedback to you and your office regarding delivery of the service?

5. If members of the community are unhappy with the service delivery or have an active complaint, who can they approach? Is there any complaints mechanism or process to follow?

6. Do you think that women and girls have specific needs in terms of services, for example, toilets or public transport?

7. Is there a policy framework that governs delivery of services from your department/office/division? If so, what is it and how does it play a role in service delivery? Is it linked to any urban renewal policy in the city or country?

8. Does this policy apply to all populations and all geographies - urban, semi-urban, authorised and unauthorised slum communities equally?

9. Have officers and members of your office undergone any gender sensitisation capacity building exercise? If so, please give details.

10. Do you think there could be improvement in the delivery of services from your department? If so, please elaborate. Who or which bodies are responsible for bringing about change?

Annex 4 - *Key informant interview questions for employers/factory owners*

Objective

To gather information and perspectives of employers of industries or factories where large numbers of women are employed about the provision of basic services and upholding of dignity and rights of the employees.

Who should be interviewed?

Employers and other officials who work in the management of factories and establishments where women are employed.

Questions

These should be used as a guide and adapted:

1. What are the benefits and services that your organisation offers to women employees? Please state which are provided and give details for each.
   a. Housing
   b. Food
   c. Medical/health benefits
   d. Accident insurance
   e. Child care facilities
   f. Vacation and weekly holidays
   g. Transportation/transport allowance
   h. Any other

2. Is there payment taken for these services? If so, how is the payment decided and collected?

3. Do you have any monitoring mechanisms to ensure that these are functioning effectively? If so, please elaborate on this. Who are the people responsible for this? What steps are taken if service delivery is faulty?

4. Do you think that women and girls have specific needs in terms of services, for example toilets transport, health etc? Do you provide any of these services? Give examples.

5. Have officers and members of your office undergone any gender sensitisation capacity building exercise? If so, please give details.

6. Do you think there could be improvement in the provision of services and care for the welfare of employees from your organisation? If so, please elaborate. Who or which bodies are responsible for bringing about change?

7. Is there an official Anti Sexual Harassment Policy for the organisation? If so, please share some of its main features? If not, do you think it is necessary to formulate one?

8. Does the organisation have any specific measures to address women's safety concerns either at the workplace, or during the journey/commute or at the residence provided by the employer? If so, please elaborate.

Annex 5 - *Key informant interview questions for police*

Objective

To gather information and perspectives of police about: their response mechanisms to address gender-based violence (GBV) in the specified city and community; whether there is any gender specific perspective and whether the rights of the poor and most vulnerable are considered.

Who should be interviewed?

Police officials at different levels could be interviewed. It would be useful to conduct interviews with police at the local police station to understand the relationship with the community and delivery of police services to the community. For information on police procedures and gender mainstreaming, it may be useful to interview officials at the city or police headquarter level.

Questions

These should be used as a guide and adapted as needed. The questions can be asked in any way that the interviewer would like and do not need to be repeated verbatim.

1. What is the existing procedure for addressing GBV? Under which laws or codes is it currently being addressed?

2. Is there a standard operating procedure for victims of gender-based violence approaching the police? If so, when was it drafted? Is it followed and what are some of its main features? Do you feel that this needs improvement or upgrading? If so, please elaborate.

3. Are there special police stations or special cells/desks for women in police stations? If so, how do they operate? Are they preferred by women and survivors of GBV?

4. Is there a separate helpline/s for women? If so, how are they managed? Are there separate staff and procedures? Are these written up and formalised? In your opinion, do women prefer to use these services to general ones?

5. Are there separate resources (financial and other) available to the police for addressing GBV?

6. How many women police officers are there at this police station? Do they primarily work on GBV or do they work in different departments?

7. Are there any special police schemes/programmes that are directly targeted at addressing GBV? If so, please share some details.

8. Have the police conducted any campaigns specifically addressing GBV? If so, please share some details. Do you think these have had any impact?

9. Do the police and related agencies have any formal programmes of gender sensitisation? If so, please give some further details about this process.

10. Have you and your team undergone any gender sensitisation programmes? If so what was your experience and did you find it useful?

11. Do the police have any programmes in which they work in partnership with community or resident based groups? Any that work specifically with women's groups or address GBV?

12. Is there any mechanism by which the community can give feedback to you and your office?

13. If members of the community are unhappy with the service delivery or have an active complaint, who can they approach? Is there any complaints mechanism or process to follow?

14. Do you think there could be improvement in the delivery of services from your department? If so, please elaborate. Who or which bodies are responsible for bringing about change?

15. Is there an official Anti Sexual Harassment policy for the police as an organisation? If so, please share some of its main features? If not, do you think it is necessary?

Annex 6 - *Key informant interview questions for university authorities*

Objective

To gather information and perspectives of university authorities and related stakeholders about their role in creating an enabling environment for women, free from violence and discrimination and upholding of dignity and rights of all members of the university.

Who should be interviewed?

University authorities, principals of colleges and other key functionaries who may play a role in addressing safety concerns of women within universities.

Questions

These should be used as a guide and adapted:

1. Does the university have any special policies to ensure maximum participation of women in the university (including admission, affirmative action, support services etc)? If so, please elaborate.

2. Do you think that women have specific needs in terms of services, for example toilets transport, accessing different aspects of the university etc? Do you help or support in provision of any of these services? If so, give examples.

3. Does the university have any mechanism of supporting women who are migrants or from less privileged backgrounds in order to help them integrate better?

4. Do you think there could be improvement in the provision of services and support for women students and employees? If so, please elaborate. Who or which departments of the university management are responsible for bringing about change?

5. Is there an official Anti Sexual Harassment Policy for the university? If so, please share some of its main features? (Specifically on issues of quid pro quo and harassment by teachers and others in positions of authority. If not, do you think it is necessary to formulate one?

6. Are there separate women's studies or gender studies schools or departments? Are there any other spaces where women can address their concerns such as study groups, women's centre etc?

7. Does the university have any specific measures to address women's safety concerns either at the university (including in classrooms, libraries, laboratories etc), or during the journey/commute or housing within the university premises? If so, please elaborate.

8. Is there a policy framework that governs universities? If so, please elaborate.

9. Do student unions address issues of sexual harassment or violence against women?

10. What type ofcases and how many cases have the university addressed so far? Give some statistics for the last 2 years.

Annex 7 - *Key informant interview guide*

The key informant interview (KII) is a standard anthropological method that is widely used in social development inquiry. The term "key informant" refers to anyone who can provide detailed information and opinion based on his or her knowledge of a particular issue or his or her position in an organisation.

Some of the advantages of a KII include:

- Being able to capture the big picture/policy framework.
- Getting detailed information on an issue.
- Understanding perspectives of informants.

The Interviewer

The interviewer should be familiar with the topic and issue and with the set of questions to be asked. She has to remain neutral and must refrain from asking biased or leading questions during the interview She must also not provide an opinion but listen to the informant. Some desirable characteristics of an interviewer would include:

- Listens carefully.
- Can easily establish rapport.
- Understands the issue.
- Has an unbiased attitude.

Key informants

Depending on the key urban basic services being investigated, suitable informants should be identified. It is important to choose an informant who is aware of the issue at hand and is in a position to share this information. Thus speaking to a very junior officer may not provide adequate information.

Conducting the interview

The questions should be used as an open-ended guide, and need not be repeated verbatim. First introduce yourself and explain the purpose of the interview. This is the time to answer any doubts that the informant might have.

If you are planning to tape the interview, be sure to ask permission. Even if you are taping, make sure to take notes also.

Start with easy, non-threatening questions. Sequence questions for conversation flow. Anticipate possible follow up questions.

Please keep the following in mind:

- Do not be judgmental so as not to influence responses.
- Let the respondent do most of the talking.
- Be an active, attentive listener.
- Be aware of time and make sure all the key questions have been answered.

Annex 8 - *Case study guidelines*

These guidelines have to be read along with the case study guidelines that already exist for ActionAid. Please follow organisational norms and guidelines.

These case studies are to illustrate and highlight issues coming out of the FGDs with communities.

1. Why are you writing the case study? Be clear about the angles, aspects, ideas you want the case study to highlight.

2. The case study can be the story of an individual, a group or a community. For example, you could write about a woman who worked to ensure that women were not harassed when they went to collect water from the pump or the impact of a large development project on women's lives. A case study can illustrate individual triumph or defeat, or document collective efforts/struggles and their outcomes. It could also tell the story of a government initiative, for example, the Safe Cities initiative of the local government of Montreal after the Montreal Massacre in 1989.

3. Your case study should incorporate as much detail as possible, for example, if you are saying that a street was not considered safe, please explain why.

4. It is best to speak directly to the subject/s about whom you are writing. If you are writing about a group or an organisation please speak to some key actors of the case. Do refer to any other material that will strengthen/enrich your case study.

5. Make sure you have all the information you need before you begin writing. If you notice gaps while you write please make sure you fill the gaps. You may have to go back to your sources and/or materials to check.

6. Your case study should lay out the context, document the story in detail and highlight the learnings.

7. It is important to point out the link between the provision of public services and their effect on combating violence against women. For instance, you might say that installing lights on a dark lane was one of the factors that helped young women question the deeply held belief that women should not go out alone after dark.

8. A case study is a factual report, so it is best not to invent or speculate.

9. For the purpose of this report, it is best that your case study is not very long – try to keep it within 2,000 words.

10. The case study will be part of an international publication, so please explain local terms, concepts and practices. Do not use acronyms - expand them.

11. The case study should be written in the past tense and in the third person. Direct quotes should not be overused.

12. It is important not to put people at risk when you write about them. Make sure you change names and other easily identifiable details.

Some relevant points from ActionAid case study checklist

When doing your case study make sure you:

• Ask open-ended questions (ie ones that can't be answered with a simple yes or no. You will

not be able to use these responses most of the time).

- Think about the what, who, where, why, when and how of the story.
- Get accurate first-person quotes describing the situation and ActionAid's impact.
- Ask interviewees how they feel about things – convey their emotions and reactions.
- Find out the information listed below – without it, we may not be able to use the case study.

Vital information about the interviewee:

- Name.
- Age (approximate if you can't get exact age)
- Location (village, region and country).
- What ActionAid project are they linked to and how?
- Brief physical description (clothes particularly).
- Family situation (married or single, number of children and their ages, name of husband/wife).
- Role in community.
- How do they earn a living?

Help bring the story to life by:

- Describing the local surroundings (e.g. clothing, food, housing).
- Mentioning unique cultural differences (eg cooking methods, local customs).
- Including strong photographs (with captions).
- Taking plenty of consent forms with you – remember to get permission from everyone you photograph and interview to use their images and stories.

Other information:

- Name of interviewer.
- Date of interview.
- Links to other case studies/people/pictures in same village.

Annex 9 - *Policy Listing from the GICP toolkit*

A policy listing is used to determine where interventions on women's safety and gender inclusion fit within the larger political and institutional context of the city, state or even nation. A policy listing provides general information about policies, plans, legislation, and initiatives/programmes that address violence against women, gender equality and women's right to the city.

Policy listings are beneficial because they provide:

- A relatively quick overview of the state of policies, plans, legislation, and initiative programmes that address violence against women, gender equity and women's right to the city.
- The ability to strategically assess where there may be opportunities to create initiatives or actions that strengthen current policies, plans, legislation, and/or initiatives/programmes.
- The ability to understand where there are policy, plan, legislation or initiative/programme gaps related to violence against women, gender equity and women's right to the city.

Policy listings do not provide:

- In-depth information on the state of individual policies, plans, legislation, or initiatives and programmes.
- Explicit opportunities to engage with decision-makers in order to improve policies, plans, legislation, or initiatives/programmes.
- Opportunities to suggest detailed recommen-dations in relation to policies, plans, legislation, or initiatives/ programmes.

Summary information on policies and initiatives promoting women's safety and inclusion

This form is intended to provide a general overview of legislation, policies and initiatives that have or could have a positive (or negative) impact on the promotion of women's safety and inclusion in your city. These may be provided by local, state, or national government, non-governmental organi-sations, community-based organizations, or the private sector.

The matrix is divided into three sections:

1. The first covers policies, structures, plans and other initiatives that establish the framework within which stakeholders must operate and which also indicate intent.

2. The second section relates to existing legislation on women's equality, rights and VAW. This will also help to establish the context within which violence is viewed and will provide the basis for advocacy.

3. The third section relates to services, programmes and projects, activities that reflect the reality of what is actually happening "on the ground" now.

Section 1:

Policies, structures and plans	Yes/no	Brief summary	National/ state/ municipal	Comments
Government policies on quotas for elected women in government				
Network of elected women representatives				
Public policies to increase women's participation in local government				
Gender mainstreaming in national/state/ local budgets				
Equal opportunity requirement for hiring in government jobs				
Gender Equality Office or Women's Office at national/ state/local levels				
Annual gender equality plan				
Gender-disaggregated official data (eg victimisation, employment, health)				
Other (specify)				

Section 2:

Legislation	Yes/No	National/ state/ municipal	Year passed	Nature of punishment/ bail	Comments (Any review of law, critique, etc)
Gender Equality					
Domestic or family violence					
Sexual harassment/ molestation at workplace					
Sexual assault/ rape					
Sexual harassment/ molestation in public places					
Pornography					
Prostitution/ Soliciting					

Section 3:

Services, programmes and projects	Yes/no	Brief summary	Provided by local/ national government, private, NGO, other	Comments
Police guidelines and protocol covering police response to sexual assault				
Special cells or women police stations				
Community police iniatives on VAW				
Other (specify)				
Design guidelines that promote women's safety				
Training for urban planners/architects on safety and inclusion				
Initiatives that promote inclusive public space				
Urban renewal providing economic and housing opportunities for women and other vulnerable groups				

Services, programmes and projects	Yes/no	Brief summary	Provided by local/ national govern- ment, private, NGO, other	Comments
Public Transport Initiatives				
Initiatives to make public transport stations and stops safer, as well as the surrounding areas				
Training for public transport drivers and other service staff				
Campaign on safety in public transporta- tion				
Women's buses or women's seats on buses				
Other (specify)				
Public Awareness Campaigns				
Campaigns on women's safety in public spaces				
White Ribbon Campaign or other male-led violence prevention				
Public education on harassment, sexual assault, intimate partner violence				

Services, programmes and projects	Yes/no	Brief summary	Provided by local/ national govern- ment, private, NGO, other	Comments
Initiatives with Educational Institutions				
Promoting respectful relationships				
Preventing violence and harassment by teachers				
Promoting social cohesion and preventing discrimination and violence				
Promoting girls' education				
Other (specify)				
Community Mobilisation/Leadership Initiatives				
Community development grants for women				
Leadership development for residents' associations and other such groups				
Other (specify)				

Services, programmes and projects	Yes/no	Brief summary	Provided by local/ national govern- ment, private, NGO, other	Comments
Access to services				
Women's courts				
Emergency health services				
Emergency police services				
Coordination between services to prevent and respond to victims of violence, especially VAW				
Other (specify)				

ActionAid is a partnership between people in rich and poor countries, dedicated to ending poverty and injustice. We work with people all over the world to fight hunger and disease, seek justice and education for women, hold companies and governments accountable, and cope with emergencies in over 40 countries.

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