

Are cities in Kerala safe for Women?

Research findings of the
study conducted in
Thiruvananthapuram and
Kozhikode Cities, Kerala 2009-11



Sakhi



United Nations Entity for Gender Equality
and the Empowerment of Women



By
SAKHI Women's Resource Centre
Thiruvananthapuram
Anweshi, Kozhikode
UN Women and
JAGORI, Delhi

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Detailed report published in July 2011

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Report writing: Mariamma Sanu George and SAKHI team
Design and printing: Printaids Laser media
Supported by: UN Women, Jagori, Delhi

CONTENTS

Acknowledgments

1. Introduction
2. Safe City Campaign
3. Safe City Free of Violence Against Women and Girls Initiative:
Thiruvananthapuram
Kozhikode
4. Focus Group Discussions
5. Women's Safety Audits
6. Capacity Gaps Analysis
7. Way Forward
8. Appendix

Acknowledgements

The findings of the research undertaken by SAKHI, with support from Jagori, Delhi and UN Women as part of the 'Safe Cities Free of Violence against Women and Girls Initiative' are presented here.

The research has greatly benefitted from the contributions of partner organizations as well as individual experts and activists. SAKHI acknowledges with gratitude the contributions of:

Ms. Suneeta Dhar, director, Jagori and Dr. Kalpana Viswanath who have taken special interest to get the necessary support to SAKHI to undertake the study and other staff of Jagori who were ever ready to help and support us in all matters related to the study;

Ms. Aleyamma Vijayan, for her guidance and support throughout the process.

Anweshi, who undertook the study in Kozhikode city and Ms. K. Ajitha for ably coordinating it.

SAKHI acknowledges with gratitude the contributions of the research advisory committee members

- ▶ Dr. U.S. Mishra, Faculty, Centre for Development Studies, Thiruvananthapuram
- ▶ Dr. Praveena Kodoth, Faculty, Centre for Development Studies, Thiruvananthapuram
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- ▶ Ms. Nalini Nayak, SEWA, Kerala

We are also thankful to our advisors and supporters like Dr. Mridul Eapen, (Member, Kerala Planning board), Ms. Lida Jacob IAS (Rtd), Mr. TP Senkumar IPS (Transport commissioner) and Mr. Jacob Punnoose IPS, (DGP, Kerala), A special thanks to Mr. Sreekandan (Grameena Padana Kendram) who helped us to process the data of Thiruvananthapuram city. We are grateful to Ms. Mini Sukumar for doing the capacity gap analysis of Kozhikode city and Ms. Mariamma Sanu George for helping us to write the reports of the study.

Several individuals and groups supported us in data collection and in conducting

FGD's and Safety audits. Special thanks to SEWA, Kerala, Mahila Samakhya, Working Women's Association, Kudumbashree, National Association for the Blind, KSRTC, Ms. Parvathi Devi and Ms. Indira.

We acknowledge the efforts and commitment of the core research team from SAKHI and Anweshi: Ms. Rejitha G, Project coordinator and Ms. Soni S.R, and Ms. Sreeja P project associates. The study team is grateful for all the support from the teams of SAKHI and Anweshi whose experience and support was very important throughout the process of the study.

Last but not the least we thankful to all the respondents who have contributed their time and valuable inputs for this study.

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

1. Introduction

Safety is a feeling of security and protection, which encourages greater mobility as well as protection from sudden and harmful disruption in the pattern of daily life. Violence by and large affects the weak and the vulnerable the most. Often women and girls are seen as soft targets. The perception of feeling secure operates at many levels and promotes different behaviors. Cities cannot suddenly become safe. It needs decadal transformations and constant investments and has to be concerned about the ways in which planning and design can diminish or enhance people's sense of safety. Therefore, safe city is an initiative that aims to reduce crime, build awareness and develop community into safer places to live, work and shop.

The issue of safety for women is now gaining ground as part of the national agenda. The National Policy for the Advancement of India (2001) specifically recognizes diversity of women's situations and needs of specially disadvantaged groups and is committed to eliminating discrimination and all forms of violence against women and the girl child. The Planning Commission² constituted a Working Group on "Empowerment of Women" for the 11th Five Year Plan (2007-11) under the Chairpersonship of Secretary, Ministry of Women and Child Development with the basic objective to carry out a review, analysis and evaluation of the existing provisions/programs for women and make recommendations for the 11th Five Year Plan. Among the many sub-groups formed, one was constituted to address ending violence against women. The concluding remarks from CEDAW³ (India's report 2007) has clearly highlighted that India needs to develop a comprehensive national plan to address all forms of violence. Women's organizations in the country while intensively responding to issues of domestic violence, rape, dowry murders, sexual harassment and other forms of violence including in specific situations of conflict, displacement and communal attacks are also beginning to respond to safety concerns of women in cities such as Mumbai, Kolkata, Kerala and Delhi⁴. The key challenge that lies ahead will be to integrate safety and crime prevention into the strategic plans and service delivery of the city.

The Declaration on the Elimination of Violence against Women is the first international human rights instrument to exclusively and explicitly address the issue of violence against women. In Article 1 of the Declaration, gender based abuse is defined as 'any act of gender based violence that results in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life'.⁵

Cities have also become the hubs of increasing violence and criminal activities.

Delhi has the reputation of being the crime capital of the country, having the highest rate among all cities for the past five years, topping in numbers of murder, rape, dowry deaths, molestation and kidnapping. Delhi also records the highest rate in crimes against women. At the same time, it would be interesting to look upon states like Kerala and smaller cities where significant growth is taking place.

The achievements in the social and demographic fields of Kerala have been widely acclaimed and often the 'Kerala model' is projected as worthy of emulation. Historically Kerala has been quite different from the rest of the country in terms of the indicators of women's development. In terms of sex ratio, literacy, life expectancy and mean age at marriage, women in Kerala score higher than any other state in the country. According to provisional figures of Census 2011, Kerala's share in the population of India is 2.76% and the State's 52% of population live in rural areas. The total population of Kerala is 33.39 million with 16.02 million males and 17.37 million females.

In spite of all the positive indices of better quality of life, Kerala is ranked high in crime and suicide rates. As per the records of National Crime Records Bureau, the total rate of crimes in 2009 is higher than that of the national average⁶. The rate of violent crimes is high against children and women. Among the cities in Kerala, Kozhikode (Calicut) has the highest crime record followed by Thiruvananthapuram (Trivandrum). The Kerala State Economic Review (2008) showed that atrocities against women have increased in Kerala by a whopping 338.40 percent since 1992. What is more startling is that the number of rape cases went up from 227 to 601 and molestation cases rose from 523 to 2,543⁷. It has been noted that "trends of crimes committed against women in various districts during 1990-2005 showed that the number of cases in Thiruvananthapuram increased steadily and a four - fold increase was noticed between 1990 and 2005", (Anitha Kumari 2009)⁸. Clearly this is only the tip of the iceberg with the high levels of under reporting that is common with cases of violence against women. According to State Crime Records Bureau, eve-teasing cases (sexual harassment in public places) have increased almost three times from 2008 to 2010. The incidents of violence on women take place as they are the inevitable consequence of unplanned economic changes that are not supported by changes in social structures and attitudes⁹. Last year the Kerala Cabinet has approved the adoption of a new policy to ensure gender equality and prevent crime against women. Under the policy, a few model villages will be set up where there will be "no atrocities on women". Crimes against women will be tackled by vigilance committees (Jaagartha Samithi) that have already begun functioning in over 850 Gram Panchayats in the state. The government is also earmarking funds for programmes to empower women.

2. vide its order no. PC/SW/1-23(2)/2005 dated 17th April 2006

3. <http://daccessdds.un.org/doc/UNDOC/GEN/N07/243/98/PDF/N0724398.pdf?OpenElement>

4. <http://safedelhi.jagori.org/> and <http://blog.blanknoise.org/>

5. Human Rights Newsletter United Nations Department of Public Information. Feb 1996; <http://www.un.org/documents/ga/res/48/a48r104.htm>

6. <http://ncrb.nic.in/CII-2009-NEW/cii-2009/Chapter%205.pdf>

7. http://www.thaindian.com/newsportal/uncategorized/rimes-against-women-on-steep-rise-in-kerala_10024071.html The number of kidnappings of women went up from 86 to 202. Likewise, cruelty by husband or relatives to wife or women also showed a steep increase from 290 to 3,708 cases. A record number of 51 children were murdered in 2006, while 219 rape cases were registered as compared to 140 in 2005. Kidnappings of children showed a steep increase from 45 in 2005 to 73 in 2006.

8. Anitha Kumari, K.R.(2009) Scenario of Crimes against Women in India and Kerala. Population Research Centres, PRC Division, Ministry of Health & Family Welfare, Government of India (Head Quarter) 4-6.

9. An article written by Kalpana Sharma, Assistant editor of the HINDU for Habitat debate in 1996.

2.Safe City Campaign

SAKHI has been addressing the issue of safety in public spaces for the last few years. Many a time safety of women in public places came up as theme in the '16 days campaign'¹⁰. We have published posters as part of it. SAKHI has also done surveys, public meetings with officials, and trainings for bus conductors in collaboration with the Kerala State Road Transport Corporation (KSRTC) etc. Over 12,143 bus conductors were trained in 10 regions of the state in 2009. A sticker was produced with the message 'Behave decently with women; safe journey is the right of women' along with the women helpline number (1091) and the traffic help line number (1099). These stickers were handed over to KSRTC and Police department to stick on both KSRTC and private buses. SAKHI, proposed to take this process ahead with support from UNIFEM (United Nations Development Fund for Women) (now UN Women) and Jagori. This study, Safe City Free of Violence against Women and Girls Initiative was initiated on 25th November 2009 on the International Day for the elimination of violence against women. The two cities selected for the study are Thiruvananthapuram (Trivandrum)¹¹ and Kozhikode (Calicut).¹² Once the surveys and Focus group discussions in Thiruvananthapuram completed, the Kozhikode study started in October 2010 by Anweshi¹³, Kozhikode. The First phase of safe city initiative comes to an end by July 2011.

10. The 16 Days Campaign is an international campaign originating from the first Women's Global Leadership Institute sponsored by the Center for Women's Global Leadership in 1991. Participants chose the dates November 25- International Day against Violence against Women and December 10- International Human Rights Day in order to symbolically link violence against women and human rights and to emphasize that such violence is a violation of human rights. The 16 Days Campaign has been used as an organizing strategy by individuals and groups around the world to call for the elimination of all forms of violence against women by:

- raising awareness on gender-based violence as a human rights issue at the local, national, regional and international levels
- strengthening local work around violence against women
- establishing a clear link between local and international work to end violence against women
- providing a forum in which organizers can develop and share new and effective strategies
- demonstrating the solidarity of women around the world organizing against violence against women
- creating tools to pressure governments to implement promises made to eliminate violence against women

Over 3,400 organizations in approximately 164 countries have participated in the 16 Days Campaign since 1991

11. Thiruvananthapuram Corporation has the highest population with 7,44,983 people among the five Corporations of Kerala. Population of women is 3,78,748. It has an area of 141.74 Sq Km spread out in 86 wards.

12. Kozhikode Corporation has a total population of 4,29,608 persons and 2,22,596 (52%) of women. It has an area of 84.23 Sq Km spread out in 75 wards.

13. Anweshi is a women counseling centre functioning from 1993 in Kozhikode. For more details www.anweshi.org

3 Safe City free of violence against women and Girls initiative

Traditionally public places are occupied by men. Women's access to and visibility in public is compounded by several factors like time, place and purpose. Conscious use of time and space does categorize them as decent and respectable women. Thus many spaces that women are able to access during the day become inaccessible or more difficult to use at night. Generally women are not seen alone in public spaces after dark, especially after 8.00 pm because women are not legitimately allowed to use public spaces without a purpose.

The study examines how safe the two city areas are for women and girls, what is the relationship between women's fear of violence, their avoidance of specific public spaces/ places or times and how they restrict themselves in terms of dressing, etc. to avoid harassment. Societal response, role of police, knowledge of existing violence and redressal mechanisms were also explored through this study.

3.1 Methodology

The methodologies adopted for the study were interview, focus group discussion (FGD), capacity gap analysis and safety audit. These exercises helped to map the public spaces that are unsafe in order to give feed back to policy planning and designing process.

Survey Questionnaire

There were two types of questionnaires (Annexure 2&3), one for recording the direct experience and perception of women and the other for common witnesses (CW) ¹⁴. The questionnaire designed by Jagori was adapted. It was designed to generate estimates of sexual and physical violence in public spaces perpetrated by outsiders. Questions were incorporated to elicit contextual information about the violence, including the types of violence and the support mechanisms received and looked forward to get.

14. The term common witness refers to men and women who by virtue of being located physically closer to public places have a high probability of witnessing acts of sexual harassment on women.

The questionnaire is divided into sections that focus on different time periods of the day, types of violence; and validated by common witness both male and female. At the outset of study, the questionnaire was reviewed by the Research Advisory Group and suggestions made were incorporated. The questionnaire was then translated to the local language. It was reviewed and edited again by SAKHI. Further revisions were made to the questionnaire following its pilot test in Thiruvananthapuram. Again revisions were made before the Kozhikode survey. The changes in the questionnaire and all other processes including the finalization of this report were carried out under attentive monitoring of the Research Advisory Committee and Steering Committee.

The first part of the questionnaire looks into the perception of safety risks women face, factors that contribute to women feeling unsafe and factors that affect women's personal safety. Then a detailed sharing of their personal experiences of sexual violence experiences, where the incident took place, the time of incident, a brief description of the perpetrator are recorded. The strategies that they took and did when they were sexually harassed were also recorded. The survey also looks into the support and problems they had experienced from police, public and family. This is followed by an assessment of their knowledge of the redressal mechanisms existing in the State. Lastly, the age, family monthly income and occupation level of the respondents are looked into.

Sample Selection

The sample population belonged to diverse categories like students, workers, home makers, unorganized workers, commuters, drivers, conductors etc. and spread across public places such as road sides, bus stops, markets, beaches, public transports, hospital compounds, hangouts, knowledge centers and theatres. These public places were selected as they are the places where women go frequently and feel unsafe.

Men and women between the age of 16 and 68 years were part of the whole sample population based on the demographic data. For example the number of samples of girl students (sample age between 16 to 24 yrs) is the percentage of total girl students out of total female population age between 16-60 yrs in the corporation area. Thus, the number of workers was calculated by finding the percentage of female workers out of total female population in the city. The rest of the samples are divided into unorganized workers, home makers and commuters. The commuters were either student or worker or home maker whom we found inside or waiting for a public transport.

Sites were chosen based on the possibility of getting the particular quota of women for interview. For example Chala, Palayam, Manacaud markets in Thiruvananthapuram were selected to get unorganized workers or house wives or workers. Likewise commuters could be interviewed from Thampanoor, East fort and PMG, where the railway station and main bus stations are located and from inside buses.

Research Team

While SAKHI, lead the survey in Thiruvananthapuram city, Anweshi, a Women's organisation based in Kozhikode, collaborated with SAKHI in planning and leading the research in Kozhikode city. 16 investigators consisting of 2 males and 14 females found out through News paper advertisement in Thiruvananthapuram. There were 10 investigators (2 males and 8 females) in the Kozhikode survey, most of them were staff of Anweshi. The research team comprised of Research Advisory

Committee, Steering Committees, Programme Coordinator, programme associates/supervisors, and interviewers.

Training

The investigators received 2 days full-time training. While many of the team members had previous experience working on gender based violence (GBV), the training nonetheless began with a basic introduction to the project, gender sensitisation and on questionnaire. Tools were familiarised, so that they would be able to get maximum information regarding ways and methods to extract information on the personal safety of women in the city. The pilot test gave SAKHI an opportunity to assess the skills of the interviewers and to make a final selection of the team. Based on the pilot tests, final revisions were also made to the questionnaires.

Data Collection and Analysis

The Thiruvananthapuram survey took place in April and May 2010 and the Kozhikode survey from November 2010 to January 2011. The interviewers had to find out the respondents, who were not generally known to them in the public places. They were responsible for conducting a face-to-face interview with the respondents and they also preserved anonymity of the interviewees. Each interview lasted around 30 minutes. The supervisors were responsible for monitoring the activities and verifying the filled-in questionnaires. While the Kozhikode survey was conducted among 400 women for direct experience, 100 common witnesses in 69 wards¹⁵, the Thiruvananthapuram survey covered a total of 1000 samples (800 women 200 common witness) from 93 sites of 68 wards. The data entry of Thiruvananthapuram was done by GPK¹⁶ and that of Kozhikode by SAKHI itself. The data from the field-surveys of Thiruvananthapuram and Kozhikode was analyzed in SAKHI with the help of an expert consultant. The main findings of the study were disseminated initially in exclusive press meetings held in both cities. This was followed by further dissemination through workshops.

3.2 Survey Findings

Throughout the survey an element of “fear of violence” created consciously or unconsciously in women and girls by the society was felt. The high degree of fear of violence, crime and feelings of insecurity makes women more vulnerable and restraints her freedom of mobility, clothing and ability to live her life in the way she desires. This relates to society’s construction of female sexuality.

3.2.1 Thiruvananthapuram

The study shows that all women who were interviewed fear the possibility of violence in the public places of Thiruvananthapuram city. While 34% of the women respondents said they felt safe at the site/space they were interviewed, but have other unsafe sites/spaces to mention. This feeling of safety depends on where one lives or works. As pointed out by the respondents, gender is not the only factor for discrimination in public spaces. Age, social class, occupation, disability, and marital status are other factors which have impact on the safety of women. Women who commute by bus obviously face different vulnerabilities than those who own a car.

15. Out of the 75 Wards the following wards are not covered -47,49,52,57,68,73

16. Grameena Patna Kendram, Karakulam, Trivandrum

Similarly, living in a slum or resettlement area poses very different challenges to safe movement than living in a middle class residential area. In the same middle class area, the concerns of safety of the women who are residents and those who provide services can be very different and even opposing.¹⁷

Forms of violence / harassment women face in public spaces

Different and multiple forms of violence and perception of insecurity which are deemed most common has to be differentiated as gender based forms of violence against women and girls (e.g. sexual harassment, sexual assault), or generalized violence (e.g. theft, other).

▶ Sexual harassment has been pointed out as the main safety problem by 98% women and 99% common witnesses. This was followed by robbery, as reported by 51% women and 60% common witnesses. The respondents have shared their experiences of robbery by young men in bikes wearing helmets and snatching ornaments and many a time they even sexually harass women.

▶ Verbal and visual abuse is the most common forms of sexual harassments, as reported by 80% women respondents and slightly more by common witness. This is followed by physical harassment, as reported by 60% women. Only 26% women reported stalking and 21% flashing.

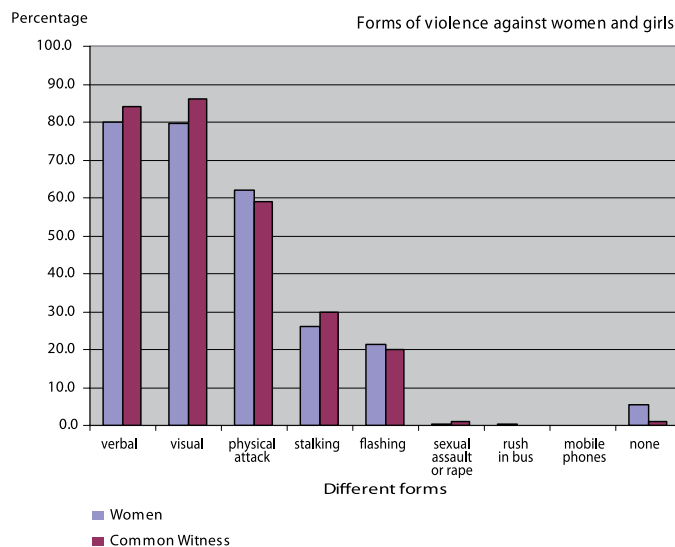


Fig -3.1 Percentage distribution of Forms of Sexual Harassment faced by women

Where harassment is faced

A feeling of safety encourages greater mobility. Lack of safety in fact prevents women from accessing the full range of rights of being a citizen. Therefore, solution has to come from the community and the state.

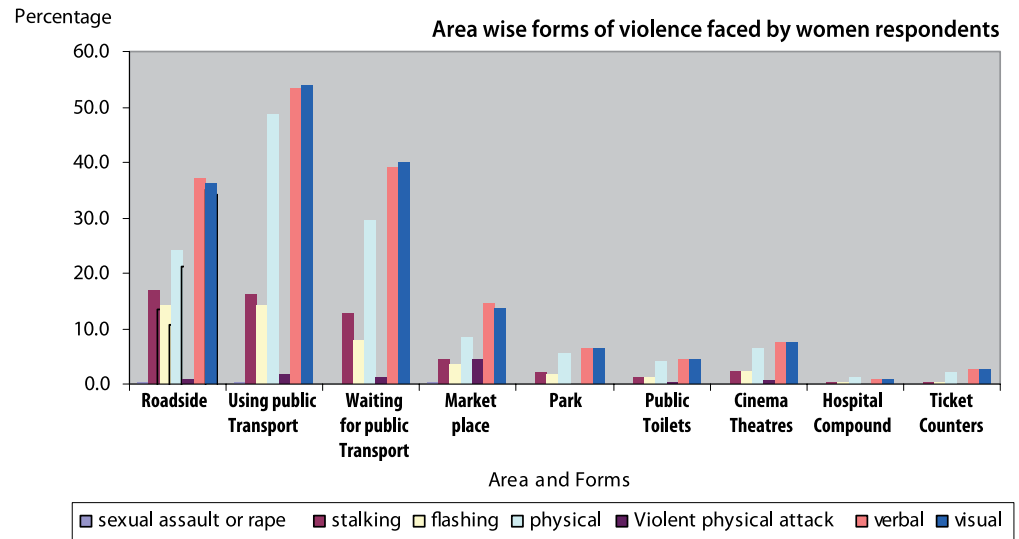
▶ Both common witnesses and women respondents agree that women face maximum harassment while using public transport, bus stops and roadsides.

▶ Here, women rarely go to theatres and parks alone. And in the case of public toilets, women are reluctant to use it due to its lack of cleanliness and safety. There are also other areas reported where either women avoid going to or go accompanied with a friend or family member. These areas are beaches, festivals, hospital compounds,

17. http://www.india-seminar.com/2008/583/583_kalpana_and_surabhi.htm

and ticket counters.

► There is disparity in the response of common witnesses and women respondents on harassment in public transport. While only 60.75% of women respondents



reported sexual harassment / assault in public transport, 86% of common witnesses have reported it. While 33% of the common witnesses pointed out that there is sexual harassment at ticket counters, 35% women also agree to it.

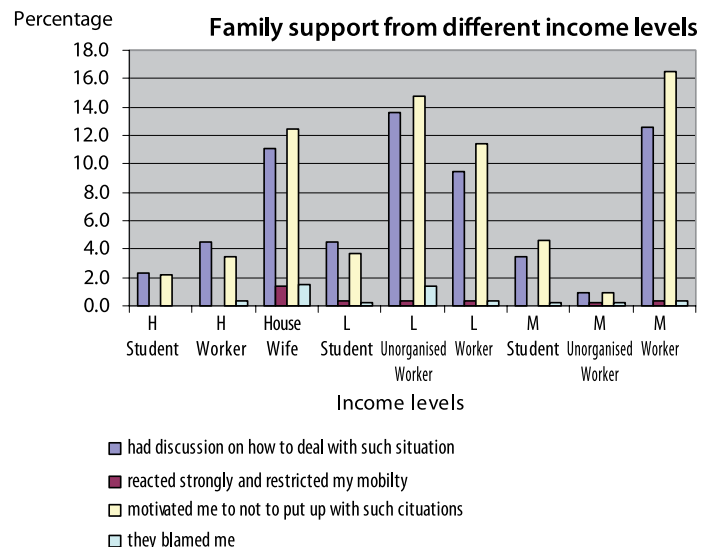
Fig -3.2 -Percentage distribution – Kind of public spaces where women face Sexual Harassment

Who is more vulnerable?

We probed a little more to find the rate of vulnerability when compounded with the attitude of family, level of education and income. Family support is very crucial. Many bear their burden in silence for as long as is possible. When we analysed the income levels and the support received from the family, we found that

► 64% of the women respondents discussed their personal experience of sexual harassment with their family members or parents.

Fig -3.3 -Percentage distribution – Family support from different income levels



- ▶ 70% of the women respondents said family members or parents motivated them to react to sexual harassments they faced and 62% had discussions with them on how to deal with such situations.
- ▶ Surprisingly, we found that housewives, low and middle income group unorganized workers and workers claim that their families support them.
- ▶ 47% of the interviewed responded that those women who belong to the age group of 26 to 40 seem to be more vulnerable.
- ▶ 36% did not disclose their issues with family or parents, fearing restrictions to their mobility, inability of the family to help them or fearing over-reaction.

Factors that contribute to lack of safety

The survey findings show that the following factors contributed to women feeling unsafe.

- ▶ For both women respondents and common witnesses seeing men dealing with or taking alcohol or drugs gives a feeling of lack of comfort and safety. Around 68% women respondents and 79% common witnesses said so. Thus not only liquor shops situated in public spaces but also consumers make women uncomfortable.
- ▶ While for common witnesses this is followed by crowded public transport / bus stops / stations and lack of effective / visible police. But for women lack of respect for women (58.5%) was more crucial factor than crowded public transport / bus stops / stations (55%) and lack of effective / visible police (53.5%)

In the major bus stops women don't feel comfortable to stay longer as they fear harassment at the stops. They get into the first bus, even if they have to take longer routes. Many of the respondents feel the middle aged men are more problematic than youngsters.

The link between other safety issues range from inadequate lighting, high walls on both side of roads and state of public toilets. These also emerged as an important factor in determining the safety of a space and women's access to these areas. The lack of clean and safe public toilets for women in public spaces such as markets, cinema theatres, parks and commercial spaces limits women's access to these areas. Some women articulated that they are uncomfortable in using public toilets because the toilets for men are very adjacent or the doors are opposite to that of women. The number of public toilets in the city is 57. But most of them are not in good condition. The classic example is the one behind the central city bus stop at East fort.

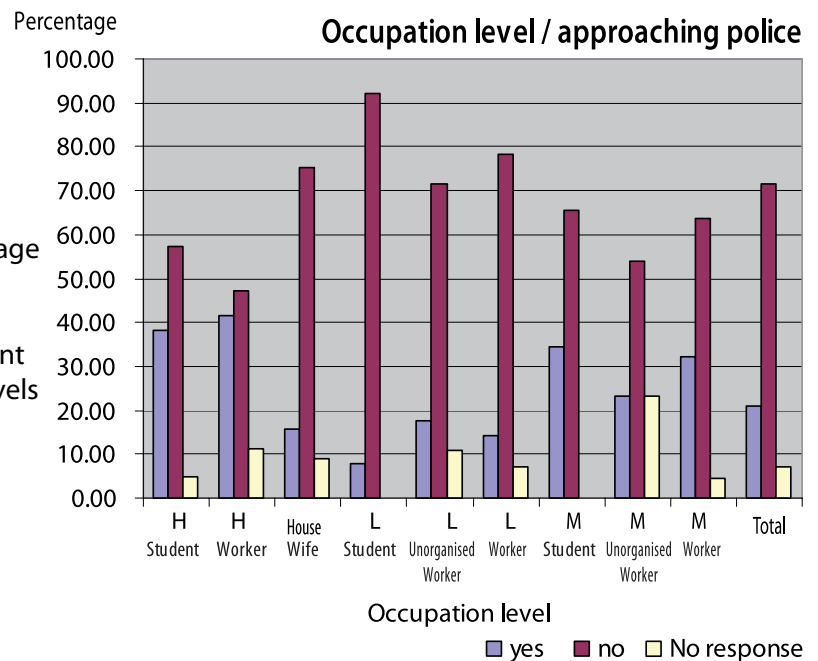
The lack of regular and familiar people, shops and vendors creates a feeling of insecurity for women when using public spaces.

How women respond to harassment and lack of safety

Women cannot be told to find their own solutions for their insecurity nor find solutions. They are considered as responsible for their personal safety like carrying a pepper spray or learning self-defense and not based on the notion of safety as a right. Every time women move out they have to find strategies in order to remain safe or comfortable — they do this by weighing where they choose to go and where not, what they wear, by seeking company and so on.

- ▶ Women, who have faced harassment 2 to 5 times, are more responsive than others.
- ▶ 53% of the women respondents in the age group 26 to 55 years have confronted the perpetrator.
- ▶ Around 26 to 28% have asked help from family or friend
- ▶ Only 7% of women have reported the incident to Police while 33% of the common witness called the police.
- ▶ Very often the people have myths and experiences that are negative with the police. Only 23% women respondents considered approaching the police and 77% said no.
- ▶ 92% of the low income category students hesitate to approach the police. They are followed by low income group workers, housewives, and low income group unorganized workers.
- ▶ The survey finds that 38% of women respondents feel the process is too tedious when approaching the police
- ▶ And 29% feel it might affect their family
- ▶ 69% avoid going to secluded places and 67% avoid going out alone after dark.
- ▶ 38.5% women avoid going out alone from late evening onwards. Even during day time women avoid going to some places.

Fig-3.4 -Percentage distribution – Approaching Police by different occupational levels



Knowledge of redressal mechanisms

▶ The respondents were asked about the redressal mechanisms available in Thiruvananthapuram Corporation. 91% of the respondents were aware of Women’s Commission and 34% knew about Jaagratha Samithies functioning in local bodies. Knowledge of other systems like women’s help line, traffic help line and railway alert is insignificant.

Response of witnesses to sexual harassment of women in public spaces

▶ Out of the 200 common witnesses only 30% has intervened when they happened

to witness any harassment in public places. While 16% of women and 28% of common witnesses prefer not to get involved, 38% of women and 31% of common witnesses preferred to come forward to support the victims

- ▶ 24% of women and 28% of common witnesses gathered public support
- ▶ 16% of women and 33% of common witnesses sought help from police

3.2.2 Kozhikode

Perceptions on Women safety in public space

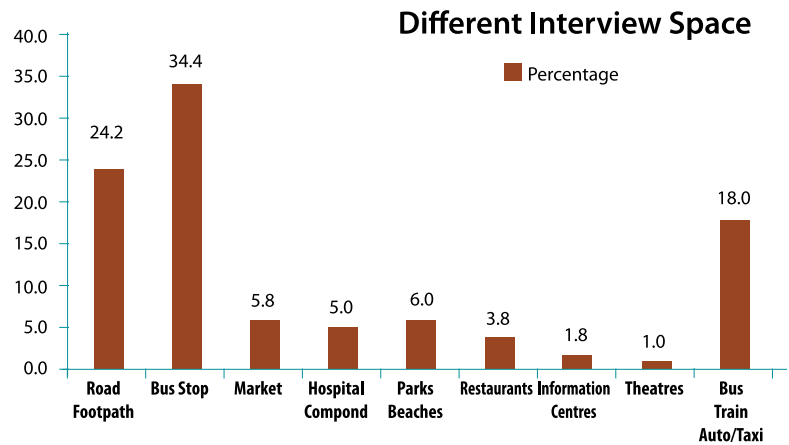
80% of the women survey was conducted during day time and 20% after dark. 77% of the common witness survey took place during day time and 23% after dark. 58% of the women interviewed described their monthly household income below Rs10,000 and 3% have income above Rs 25,000. The women survey has 24% housewives, 19% students and 57% workers. Among the common witness there are only 2 housewives and 15 students. The women survey was conducted among 63% married women, 31% unmarried, 5% widows and 1% divorces. Table 1 shows the marital and occupational status of the 500 persons surveyed in Kozhikode Corporation.

Table 1: General profile of Kozhikode Interviewees

	Women	Common witness	
		Male	Female
Total	400	78	22
Marital Status			
Married	252	47	13
Unmarried	125	31	8
Widow / Widower	18		1
Divorcee	5		
Occupational Status			
Working	227	68	15
Students	76	10	5
House wives	97		2
Time of interview			
Before dark	322	61	16
After dark	78	17	6

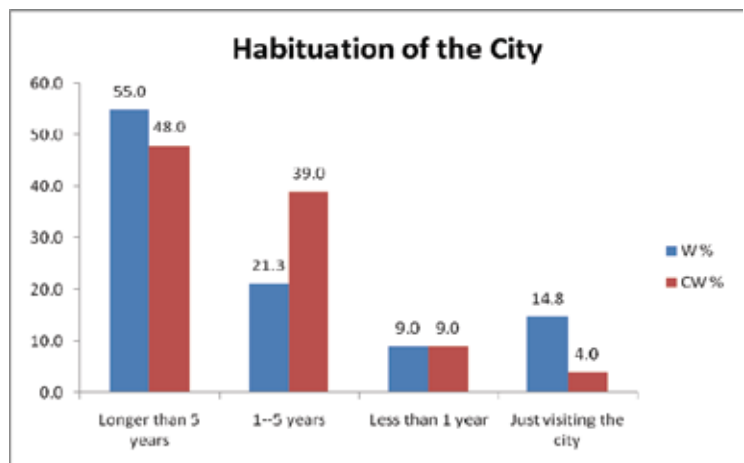
The survey took place in nine public spaces (Fig. 3.5) in 69 wards. 34% of the women survey took place in bus stops, 24% took place on roadsides and footpath. 18% of the interview took place in bus, auto, train and taxi.

Fig 3.5: Percentage Distribution of Various Public Spaces where interview was undertaken



The survey started by looking into how familiar the respondents were with the City. Out of the 500 respondents, 54% are either living in the city or have been visiting the city for more than five years. Fig 3.6 shows to what extent the women in the survey are familiar to the city. Among those who travel frequently or daily to the city, 66% were able to list a number of areas within the city which they felt unsafe for women. The respondents shared their perception on personal safety risks women faced when they are in the City. The risks restrict their ability to move freely. Gender is not the only factor for discrimination in public spaces. Age, social class, occupation, disability, and marital status are other factors which have impact on the safety of women. Women who commute by bus obviously face different vulnerabilities than those who own a car. Similarly, living in a slum or resettlement area poses very different challenges to safe movement than living in a middle class residential area. In the same middle class area, the concerns of safety of the women who are residents and those who provide services can be very different and even opposing.¹⁸

Fig 3.6: Habituation of the respondents of Kozhikode City

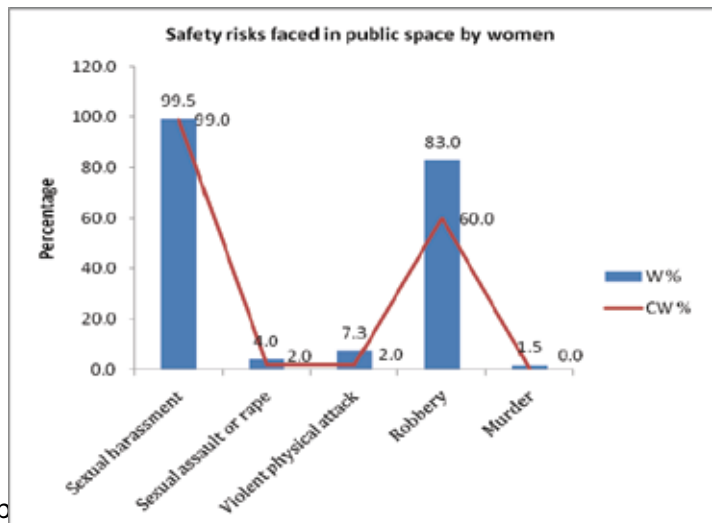


What do women feel afraid of? Sexual harassment has been pointed out as the main safety problem by 99% of women and common witnesses. This was followed by robbery, as reported by 60% common witnesses and 83% women because it may lead to violence or a situation one cannot control. In Kozhikode also the respondents have shared their experiences of robbery by young men in bikes wearing helmets and snatching ornaments. The perception that violence is possible is an important factor in defining problem areas. Lack of lighting, toilets and safe transportation leaves women more vulnerable to gender based violence. The basic

18. http://www.india-seminar.com/2008/583/583_kalpana_and_surabhi.htm

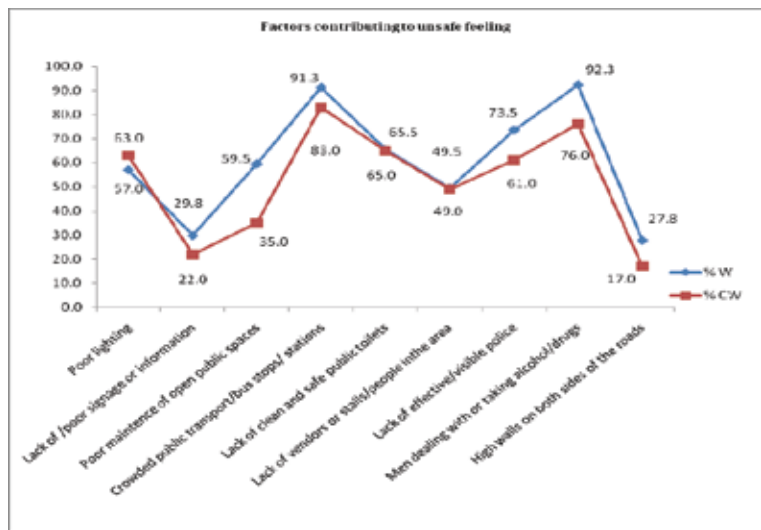
factors, which contribute to this feeling of unsafe as pointed out by women and common witnesses are crowded public transport and bus stops. Another main factor is the nuisances of drunkards in public spaces.

Figure 3.7
Percentage distribution of safety risks women face



Making public spaces p... sexual harassment and assault. Women feel more vulnerable to violence in isolated places where visibility is limited and no one is around. Therefore the respondents have raised the need for effective police and vendors or stalls. Unclean and unsafe toilets, poor lighting and poor maintenance of public spaces are other major factors attributed for creating insecure feeling. The opinion of both women and men follow a common trend as shown in fig 3.8.

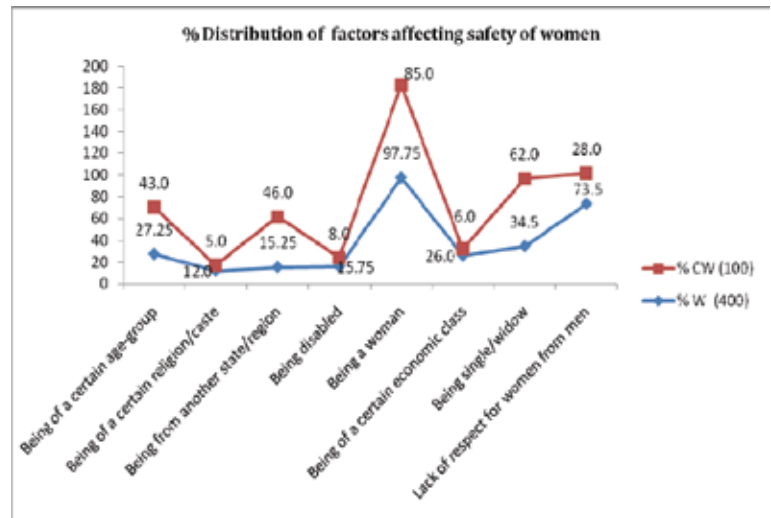
Fig 3.8:
Characteristics that contribute to unsafe feeling



and economic abuse.

Women are vulnerable to various forms of violence for several reasons. Of the eight reasons asked on their perceptions on the factors that affect women’s personal safety in the city, both common witness and women feel that being a women is the main reason. When 74% women feel that there is disrespect for women from men, only 28% of common witnesses agree to it. Again there is wide variation in factors that affect women’s personal safety between women and common witness, like being single/widow (62%), being of certain age group (43%) and being from certain region or state (46%).

Figure 3.9:
Factors affecting safety of women



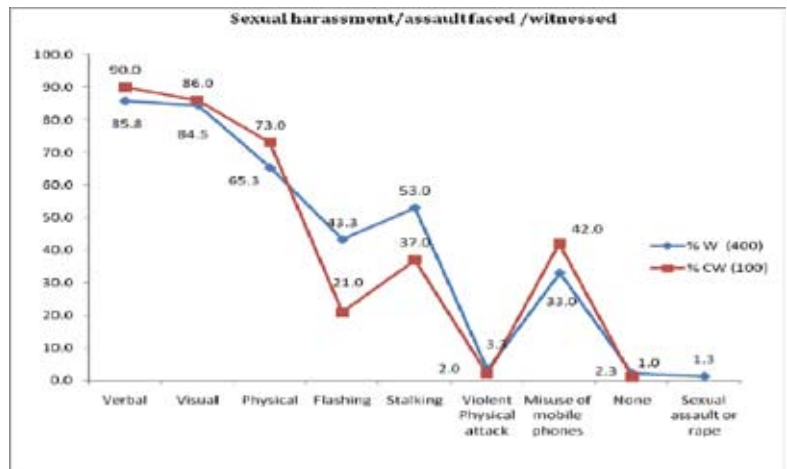
The condition of public spaces varies in the course of the day. These difference can have a very different impact. For instance a busy bus station gives more feeling of safety than when it is isolated after dark. When women were asked to identify where they felt unsafe or uncomfortable, they were able to name a few 'problem' spots or areas of concern. Some of the common areas identified are Puthiya bus stand, Palayam area, Railway station and surrounding areas, Mananchira, SM Street and Vellayil beach area.

Experience of Violence: Levels, Patterns and Correlates

Sexual harassment in public spaces is omnipresent but nine of the respondents have not faced it and one comon witness has not witnessed it. Verbal and visual abuse is the most prevalent forms of sexual harassments, as reported by 86% women respondents and 90% common witness. This is followed by physical harassment of women, as reported by 73% Common witness and 65% women. And 53% women reported stalking and 43% flashing. Misuse of mobile camera is another major issue reported by the respondents.

The survey brings out that incidents occur mostly during day time. 53% of the women respondents reported that the incidents took place during day time, while 24% reported that it took place after dark. 44% Common witnesses also report that the incidents took place during day time and only 15% witnessed it after dark.

Fig 3.10:
Distribution of sexual harassment/assault faced by women



Personal experiences narrated by the respondents in diverse circumstances and locations bring in different experiences and feelings. Those who reacted saw the offenders going out of the scene without any confrontation. But some women feel so upset afterwards. But what can be done when the culprit is the bus conductor? One lady said “The bus conductor instead of asking her to move back, he physically (pressed her breast) pushed her”. A student shares the abusive language used by the conductor while another reported they are allowed to enter the bus only after everybody gets in. A student said while travelling in a bus, her dress was torn with a blade from top to bottom by someone from behind. Another incident was when a respondent was pulled into a jeep while waiting for bus.

Many incidents are reported while travelling in trains. When a respondent reacted, she was threatened and another person shared about the humiliating comments she was showered with for resisting. One respondent reported the bad experience she had to undergo while coming back from hospital at night in an auto rickshaw. Throughout the travel she could see from the mirror embarrassing facial gestures of the driver. When she was getting down he tried to catch her. She ran to the nearby house to get help but by the time the rickshaw left.

Exhibitionism is another issue which disturbs women. In the survey, some cases are reported as handled by the local people and others by themselves. Once a door to door sales girl was stopped by a bike rider on the way and he purchased things worth Rs 30/- and gave her a fifty rupees note and went a little forward without collecting the balance and exhibited. It was so unexpected, that she threw the money and left the place. A street vendor said she experienced many times touches or pinches by men who walk behind her especially when she bows down to pick something. Some respondents shared their experiences of men on bikes and cars touching them while passing by. Public toilets are another area where women have to face vulgar comments and exhibitionism. Another incident reported is of male homosexuals using public places for sexual activities and also harassing women by passing vulgar comments.

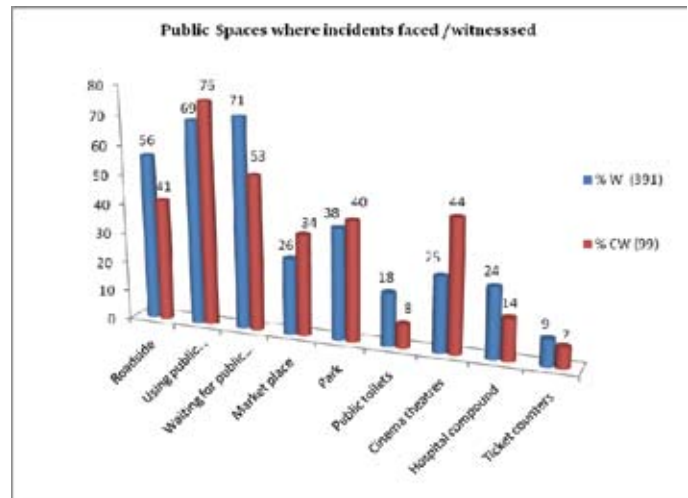


Fig: 3.11

Faced / witnessed sexual harassment/ assault by women

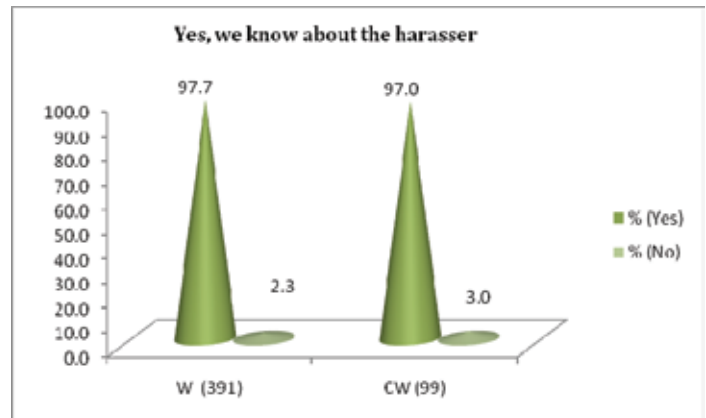
Which are the public spaces considered to be unsafe? 69% of the women and 76% common witness reported that they face sexual harassment while using public transport. Also it is reported that 71% of women faced sexual harassment while waiting for public transport. Parks are identified as unsafe by women and common witness. While for women, other areas which are identified as unsafe are roadsides and public toilets, for common witness more significant are cinema theatres.

Fig 3.12:
Public spaces reported as unsafe



95% of the common witness and 97% of women respondents are able to describe about the perpetrators age group, whether it was in a group or individually and whether the perpetrators were the same in the different incidents they faced. While women respondents say that the perpetrators are mainly in the age group of 26 to 55, common witnesses point out that, they are from age group of 15 - 55.

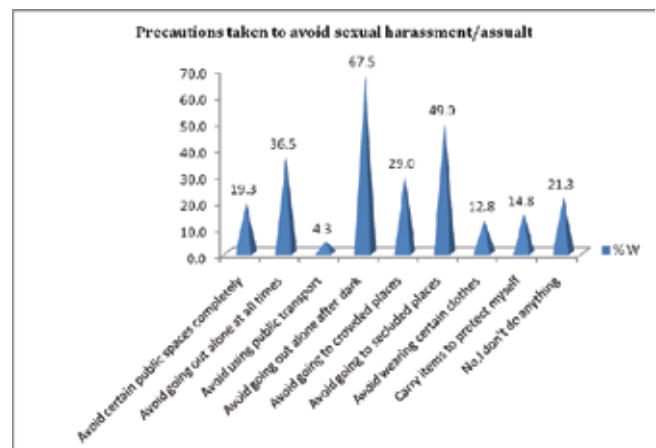
Fig.3.13
Percentage distribution Knowledge about the harasser



On mitigating and negotiating violence in public space

How do women take care of themselves from sexual harassments in public spaces? A number of strategies or precautions for personal safety were taken by the respondents, as they expect untoward harassment any time while going out. For

Fig 3.14:
Precautions taken to prevent harassments



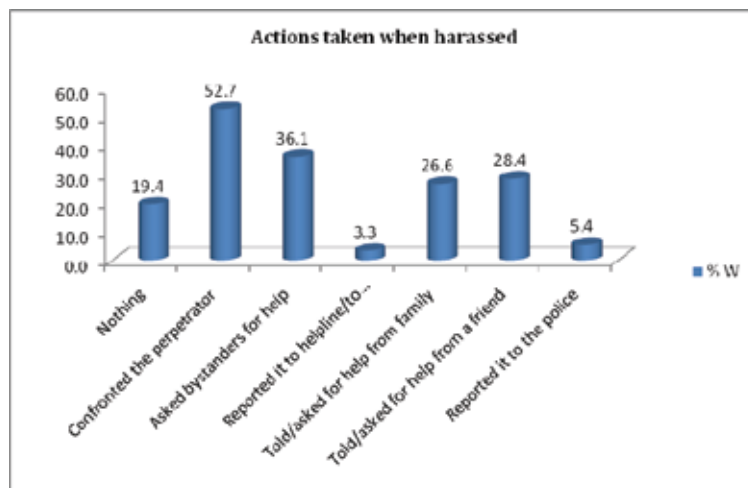
instance, keep away from certain public or crowded places, not going out alone especially after darkness, and elude wearing certain clothes etc. Apparently, all the strategies curb women’s mobility, involvement and participation in public life.

A significant lot avoid secluded areas and avoid going out alone after dark. 68% reported that they avoided walking alone after dark and 49% avoided secluded places because they felt unsafe. But the interesting part of Kozhikode women respondents was that 83% used public transport, 87% wore the dress they preferred, 85% did not carry any thing for self protection and only 19% avoided certain public places.

Support Mechanisms

The survey has looked into the support received and actions taken by the respondents when they faced harassment sexually over the past one year. 98% of the respondents faced some kind sexual harassment over the past one year. While 52% confronted the perpetrator, 35% asked help from bystanders, 28% depended on friends and 26% on family. The respondents least depended on helpline and police. Only 5% reported to police but 28% thought of approaching police. 19% did nothing when they were sexually harassed in the last one year.

Fig3.15:
Actions taken when harassed



Only 29% thought of approaching the police. Why? 68% mentioned different obstacles in approaching police. What are the obstacles? 66% feel the process is too tedious when approaching the police. Moreover since the frequency of such incidents is higher than any other crimes, the official procedures will be more.

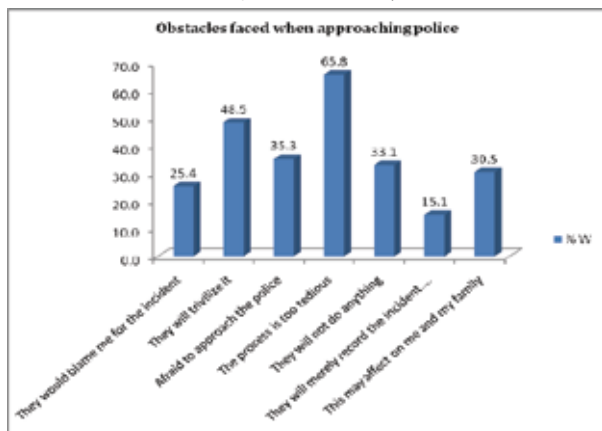


Fig: 3.16
Percentage distribution
Obstacles faced when
approaching police

Apart from the general fear of approaching the police station, the respondents fear that they would be blamed for it, the issue may be trivialized or they may not do anything and will not take any further action. 31% of the respondents also avoid the police due to the fear that it may reflect badly on their family.

Public support

99% of the common witness and 54% of women respondents have witnessed other women being harassed in public places. More than half of the women respondents have intervened when they witnessed other women being harassed. They mainly stood along with the victim, spoke for them and a few helped to register complaints in police station.

Of the 54% (216) respondents who reported witnessing harassments in public spaces, only 71% (153) intervened. When asked how they would respond or what would be their approach, if they witnessed, 10.3% of the women respondents preferred not to extend support since they preferred not to get involved. 83% agreed they will support the victim and 54% will try to get public support. Only 11% preferred to call the police. In the case of common witness 38% preferred not to get involved and 35% will inform the police.

Table 2: Intervened when they witnessed other women being harassed

	No.	%
Intervened	153	70.83
Not intervened	63	29.17
Total	216	100.00

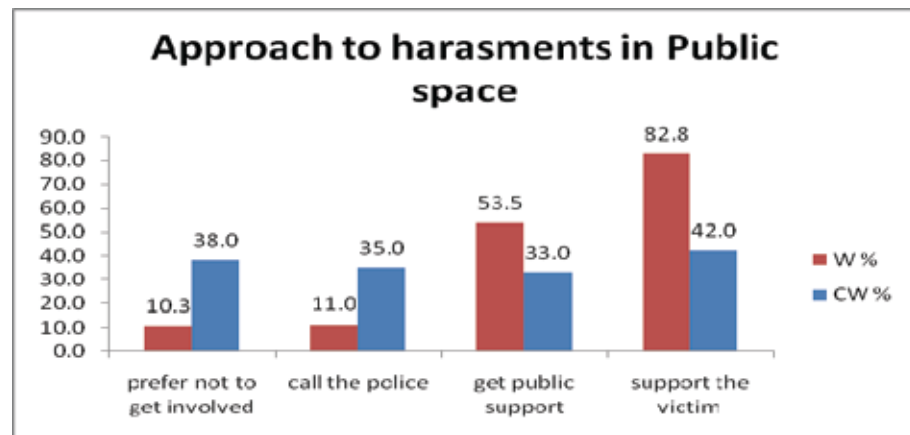
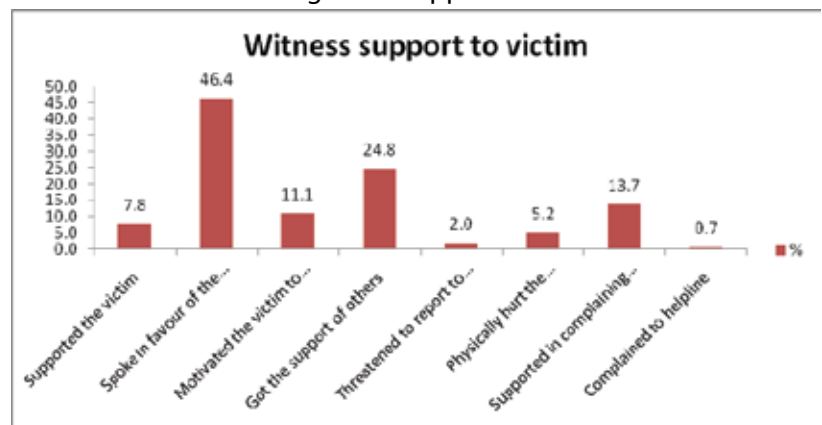


Fig. 3.17: Approach taken to harassments in public places

Fig. 3.18: Support extended to other victims



Family Support

The family of 65% of the respondents motivated and prepared them to be independent and take care of themselves. They were prepared to deal with such situations rather than run away from it. 35% respondents were discouraged by the family as shown in Fig 3.15. Maybe that is why 31% of them “did not respond” or “did nothing” when they were sexually harassed (see Fig 3.16).

68 % (270) of the respondents discuss with their family members of the sexual harassments they face. Some respondents got positive response. Out of the 270 respondents, 2% were advised and warned to stay away due to the hazels involved in it and also due to the unaffordable expenses involved in it. From the survey we find that 66% of the working women, 74% of the students and 67% of the housewives share with family members the sexual harassment and violence they face. All the 5 divorcees in the survey do not share their experiences with family members.



Fig. 3.19: Percentage distribution of sharing of incidents faced with family members

64% of the respondents were motivated to take up any situations they face. Discussions on how to deal such situations were taken up within 60% of the families. Around 13% were blamed for the institution and their mobility was restricted. (Fig 3.20)

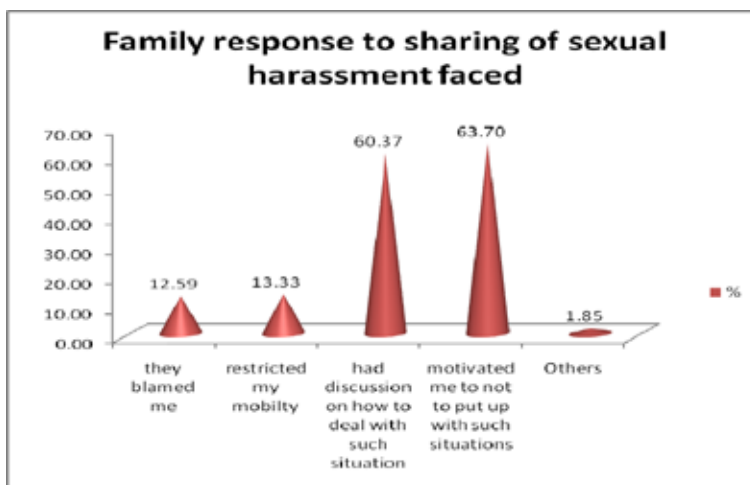
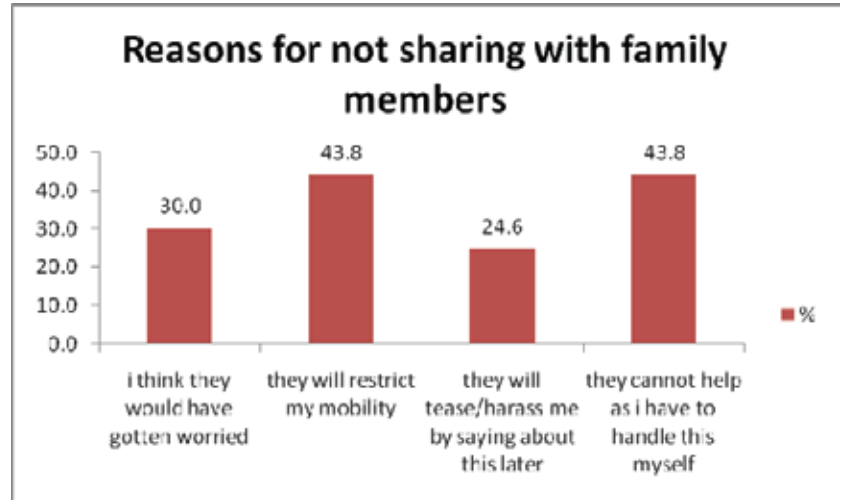


Fig. 3.20: Response of family members

Around 130 respondents preferred not to share their experiences with other family members because they believed nothing could be done. They were concerned

about their families' feelings and their inability to support them. About 44% respondents feared their mobility would be restricted or feared their family would not be able to support them.

Fig. 3.21: Reasons for not sharing with family members



Redressal Mechanisms

The survey also tried to get an understanding on the knowledge level of the respondents on the existing redressal mechanisms to help women or girls facing violence. They were asked if they knew, if they have heard and whether they know the number and address of the seven redressal mechanisms. Railway alert was the least familiar to the respondents. 82% of the respondents had no idea about the railway alert. When 55% were not aware of the Jaagaratha Samathi functioning in the Corporation to address atrocities against women, only 1% did not know about Women's Commission. But at the same time, 37% do not know the contact of Women's Commission. 31% have heard about the traffic helpline number and only 16% knows the details. Women's help line was not heard of by 33% and 40% was not aware of Janamaithri police.

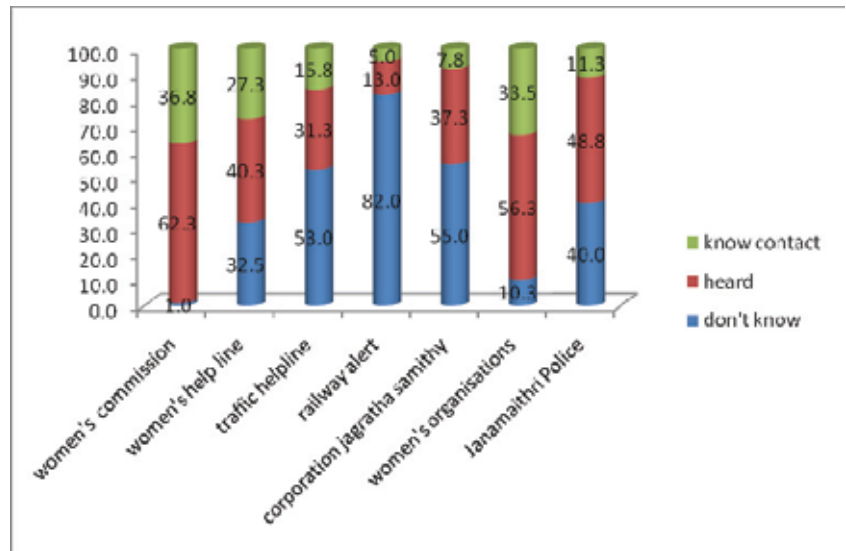


Fig. 3.22: Knowledge of Redressal mechanisms

A comparative analysis of respondents based on their occupation which is broadly

divided into housewife, students and working class. It shows that housewives knowledge of redressal mechanisms are lower when compared to working women and students. Housewives have least idea of the redressal mechanisms. Fig 3.23 shows the percentage of women respondents who reported that they don't know of these redressal system.

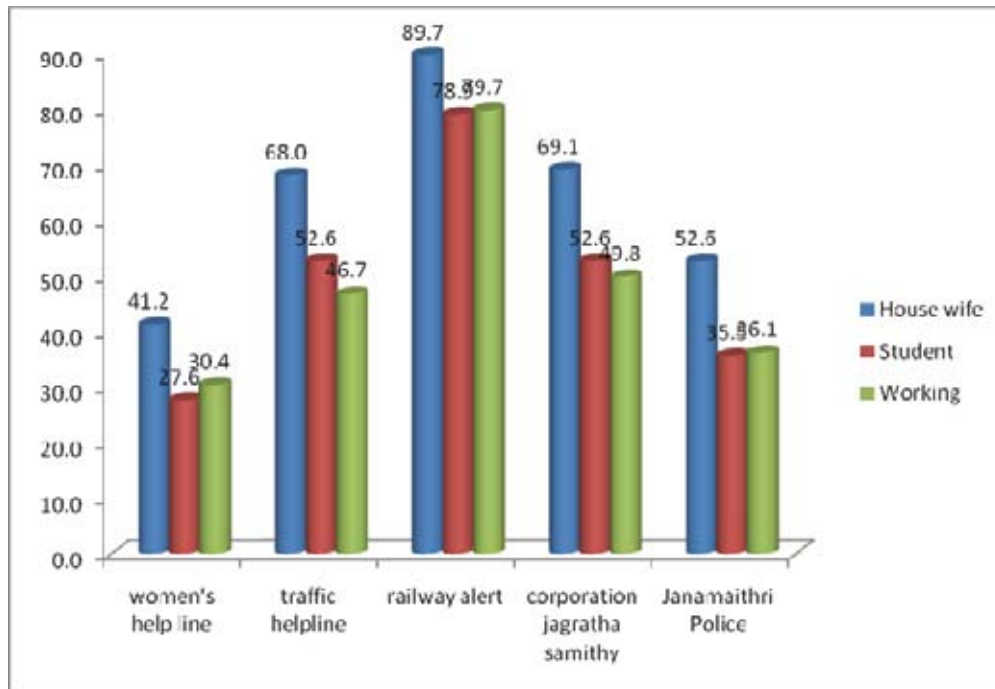


Fig. 3.23: Occupational wise lack of knowledge of redressal mechanisms

4. Focus Group Discussions

During the Safe City Study, 7 focus group discussions were conducted in Thiruvananthapuram and 3 in Kozhikode with various groups. The perceptions of each group were elicited with some guiding questions. SAKHI adapted the guideline developed by Jagori and formulated the following framework according to Kerala situation.

1. What do you mean by safety in public places and how do women feel safe in such places?
2. Do you think women and children at any age can walk freely without fear in the public places of this city? Can you mention any place which is not safe? Why? Do you think the issues in each place are different at different times? Are you saying this based on your own experience or experience of others, media reports, or rumors? Can you share any experience regarding your safety in public place in the city?
3. Do you think any place in the city is safe or unsafe? Why? What should be done to make the unsafe places safe (better infrastructure, societal support, better services)?
4. Do you take any precautions when you go out like keep something for self protection, avoid some places or avoid travel after dark?
5. What would you prefer to do when faced with safety problems in public places?
6. Did you ask for help to anyone at any unsafe or risky situation? Whom did you approach? What was their response? If you have not been in such situation yet, whom would you approach for help if you face harassment? Why?
7. What kind of help you are expecting from the society?
8. Did you ever approach Police for help on this issue? How did they respond? Are you satisfied with them? Will you again approach them if you have problems?
9. Mention three major issues regarding women's safety in public places in the city
10. What would be your response if you see a women facing harassment in front of you? If she is your friend or relative/ if she is stranger to you?

11. How can we improve the safety feeling of women in public places? (changes in policy, changes in urban planning, changes in the behavior of men)
12. What is the response of family when you share such incidents?
13. What would be your response when your daughter shares such incidents to you?
14. How much extra time/ money/ energy you have to spend for your safety in public places of our city.
15. To girl students – have you shared such incidents to your male friends?
16. To men – What would you do if your mother/sister/wife/girl friend is being harassed at public place in front of you? If it is towards a stranger?
17. Do you think you should help such women? If no, why? Did you ever stop your friend/s when he/they misbehave to any women?

A totla of nine vulnerable groups of women who frequently use public spaces as part of their day to day life were identified for FGDs in both the cities. Following are the focus groups with whom FGDs were conducted from the month of June till January, 2011: domestic workers, women conductors, women from Kudumbashree clean well unit, women journalists, blind women, girl students, sex workers, nurses and a group of men from different fields.

Groups	Comments
1.Domestic Workers	<ul style="list-style-type: none"> ▶ Women in the city face harassment, irrespective of age or place. ▶ Men’s attitude towards women as a sexual object is the major reason for the occurrence of violence. ▶ They carry safety pin or blade etc while traveling to ensure their safety. ▶ Usually women do not support or respond if a co-passenger is being harassed. ▶ The harassers are generally from the age group of 35-45. ▶ Exhibitionism is common in buses and byroads. ▶ If the city has to be safe for women, there should not be any men. ▶ Police are not able to help women and they are easily viable to bribery and political influence. ▶ They never ever complained or discussed their experience of sexual harassments with family members because all of them believe that it would lead to restriction in their mobility.

- ▶ Vulgar comments, physical harassments and lack of clean and safe public toilets are other issues raised.

2. Women Conductors

- ▶ One of the usual comments by men is “why you women take up the job of men”?
- ▶ Have to be careful not to hurt male ego.
- ▶ Women don’t want to react or complaint even to the women conductors because of shame.
- ▶ Harassments by drunkards in the evening trips are common.
- ▶ Other passengers generally get impatient and are not interested to settle an issue.
- ▶ The problem is the attitude of men, not the area.
- ▶ Today safety in public places is one’s own responsibility.
- ▶ Uniform gives some kind of feeling of security.
- ▶ Any incidents encountered are not shared with the family because of the fear of restriction in their mobility and even may lead to resignation of their job.
- ▶ They told that harassment on women is more after dark.
- ▶ They also identified that most harassers are men above 35 yrs.
- ▶ Unavailability of safe toilets in the work place and while traveling the whole day in the city is another issue.

3. Kudumbashree garbage collecting women (in both the cities)

- ▶ Uniform gives them strength.
- ▶ Since it is not safe many of them would not go out after 7 pm.
- ▶ Police are very approachable and supportive, whenever a complaint was filed. But they are afraid of giving written complaint to Police. Moreover they have to give up a working day and remuneration and also they fear it may cause shame to their family later.
- ▶ Mobile phones are affecting the life of their children especially their sons’ very badly.
- ▶ Lack of sufficient safe and clean public toilets.

- ▶ Foul language as well as physical harassment against women does happen on a regular basis.
- ▶ Even during festival seasons and at public markets, women do not feel safe while going out.
- ▶ Irrespective of any age or socio-economic status, women experience such instances of physical and mental violence.
- ▶ Bus conductors and auto-rickshaw drivers are very uncooperative and have a negative attitude towards women.
- ▶ Lack of spaces for resting.

4. Women Journalists

- ▶ Identity as journalists gives them more courage to use public spaces freely.
- ▶ The negative response of the general public as witness, to sexual harassment or even to an accident, need to be changed.
- ▶ Lack of clean and safe toilets for women in public spaces.
- ▶ Misuse of mobile and information technologies.

5. Blind Women

- ▶ Deliberately harassed and exploited knowing that they are blind.
- ▶ Usually they do not get the seat reserved for blind in the public transport. Conductors also are reluctant to help them.

6. Students

- ▶ Face more problems in public transport and most of the harassers are middle aged men.
- ▶ The perpetrators have many excuses for exploiting girls that the bus is too crowded to stand untouched or they are enjoying being touched.
- ▶ Students generally respond to harassments if they are with friends but if with a family member they keep silent.
- ▶ Usually family members discourage girls from raising their voice loudly in a public space especially in matters like sexual harassments.

7. Men

- ▶ They also have fear and face safety problems

in the city, but they accept that the dimension is different from what women face.

- ▶ One participant shared that he was not aware on women's safety issues in public spaces until he got married. At the same time he does not know what support mechanisms are available when he confront with a situation to help a woman victim. Even the women's helpline number 1091 is not advertised properly .
- ▶ Due to the gender discrimination prevailing in our society, girls and boys are brought up differently. Socially constructed norms and restrictions lead to lack of opportunities and personal development of girls/women. The end result is women's seclusion from mainstream society and treated as 'second sex'. This is also attributed to the cultural hypocrisy of Kerala society about sexuality.
- ▶ Lack of safe and clean public toilets for women.

8. Sex Workers

- ▶ Various kinds of atrocities perpetrated by the police against the sex workers including physical violence have been reported. The hooligans and antisocial groups of men also subject the women to innumerable tortures ranging from individual rape to gang rape.
- ▶ Police turn deaf and blind to all the atrocities against them because they are sex workers and at the same time demand bribes from them. But junior police officers are comparatively more fair to them.

9. Nurses

- ▶ Antisocial groups are always actively looking for women walking in the street after 7 pm.
- ▶ Those who have night shifts face various problems like reluctance by auto-drivers to take them to their destinations, and men in the street very often make obscene comments etc.
- ▶ Public toilets in the city are insufficient and the liquor and narcotic users in the city are always a threat to women in public places.

5. Women's Safety Audits

A Women's Safety Audit (WSA) is a participatory tool for collecting and accessing information about perceptions of safety in public spaces and brings together an entire community to work to improve their quality of life. This is based on the premise that users of a space are experts in understanding how they experience and feel about it. It is a process which brings people together to walk through a physical environment, evaluate how safe it feels, and identify ways to make it safer. The Audit helps to create a safer and more comfortable environment for every one, especially women and vulnerable group. Safety audit can be conducted in all kinds of spaces such as streets, areas around residents, parks, markets, bus stops, hospital compounds, educational institutions etc.

The Audit is conducted by a group of women comprising of 4 to 6 members who are familiar with an area as well as who have concerns on safety. In case of a larger area, the audit team can have more members and split into groups to cover different parts of the area. In addition to interview, mapping of the area, checklist and camera are other tools used by the team to evaluate the public space safety of women in a particular area. In this audit physical characteristics like lighting (how well the area is lit?), signage (knowing where you are and where you are going), visibility (seeing and being seen), isolation (how busy the area is, hearing and being heard), escape routes (being able to escape and get help), maintenance (how well looked after the area is) and nature of usage of space are observed to analyze safety.

5.1 Areas selected for Women Safety Audits

Two safety audits were conducted in Thiruvananthapuram city and one in Kozhikode, based on the information received through the survey about the most unsafe places. Places like Thampanoor, East Fort, Medical College, Statue etc were highlighted as unsafe in Thiruvananthapuram city by respondents of the survey. Among the list, East fort and Medical college areas were selected for safety audit. East Fort or Kizhakkokotta, as it is known in Malayalam, is the main city bus-stand and is considered the heart of the city. In Kozhikode city the new bus-stand, Palayam and S.M street are the most inconvenient and difficult areas in the city. So S.M Street was selected for safety audit.

5.2 Different parameters

Safety Audit Areas	Parameters
East Fort	<ul style="list-style-type: none">▶ The central bus depot for the city bus services run by the Kerala State Road Transport Corporation (KSRTC) is situated here.▶ The city's Central railway station and the Central Bus Stand (for long distance buses) are both a few minutes walk from East Fort.▶ One of the biggest commercial hubs of Trivandrum city.▶ Gandhi Park and Putharikandam Maidan are situated here, which host most of the open-air socio-political meetings and gatherings.
Medical College	<ul style="list-style-type: none">▶ The Thiruvananthapuram Medical College, probably one of the largest medical colleges in the State, which also provide advanced health care for ordinary masses, is situated in the city limits.▶ Sri Chithra Tirunal Medical Centre, SAT Women and Children Hospital and Regional Cancer Centre are also located within the Medical College campus.
S.M street, Kozhikode	<ul style="list-style-type: none">▶ It is in the heart of the city where all kinds of trading takes place and also it is near to the Mananchira square, the recreation center. Therefore, a large number of people from all walks of life frequent here for different purposes.

5.3 Routes of the audit

Safety audit at East fort was done on 14th and 15th of October 2010, during day time and after dark. The audit started from Over bridge signal to Vettimuricha kotta. Since there was a larger portion to cover the 12 member trained team was split into two groups and did audit at both sides of the road. The audit started around evening (4.00 pm – 5.30 pm), the peak rush hours of the area and took almost one and half hour to finish in the first day. The audit after dark was carried out from 7.00 pm to 8.30 pm. On 29th October 2010 the safety audit at Medical College was done by the same team from 4.30 pm to 6.30 pm. The night audit was done after a week by the core team at SAKHI.

A nine member team conducted safety audit at SM Street, Kozhikode on 18th January 2011 which started from the Taj Road up to L.I.C corner during 4.30 to 5.45 pm. and the night audit was also done on the same day from 7.00 to 8.15pm.

5.4 Observations of the team

Streets, bus stops, market places and public toilets were observed to discover new aspects of safety other than the usual notion of women's safety at public places. The team found that East Fort, Medical College and SM Street were not only unsafe for women but also for men. Since most of the issues observed are common to the three areas, it is consolidated as follows:

Streets, market place and bus stops:

- ▶ Generally the design (lay out) as well as maintenance of Thiruvananthapuram city is very poor.
- ▶ At Medical College area the width of pavement is insufficient. So, pedestrians often are forced to use roads to walk, as road-sides are taken over by parking vehicles, thus risking collision with moving vehicles and it is more dangerous when there is heavy traffic. The women have to also avoid harassments from the miscreants trying to exploit the situation.
- ▶ Open space urination by men at East Fort in front of Karimpanal arcade is a shame for all. Salesmen of nearby book shop reported that exhibitionism is yet another nuisance.
- ▶ Many of the interviewed complained the presence of beverage outlets close to pavements and hence nuisance by drunkards to pedestrians, especially women.
- ▶ Generally these areas are crowded with both men and women; but as soon as darkness set in, the number of women dwindles. However at Medical College junction even after evening, many women were seen walking through the streets, waiting for bus, shopping etc. Also noticed were groups of salesgirls and nursing students in their uniforms rushing towards buses.
- ▶ Condition of the footpaths for pedestrians is pathetic. Slabs were broken or encroached by street vendors or parking vehicles.
- ▶ Zebra crossings are limited in numbers, in some areas not so visible.
- ▶ The street lights are insufficient and are covered by the trees. Many street lights are either switched off or are not in working condition. At the same time lights from the shops lit the nearby area as well.
- ▶ Women street vendors reported harassments from men after darkness.
- ▶ Open drainage, dislocated slabs, wrecked pavements, hanging electric and telephone wires, lack of sign boards, heaps of construction materials left on road side (also empty telephone cable boxes, wires etc) were further limiting the scope of safety.
- ▶ Vehicles were found parked in non parking areas. The sign boards are few, and displays are not so visible. The narrow road encroached upon by shops, street vendors and for vehicle parking especially in SM Street.
- ▶ Bus stops were located here and there without shelter facility. Absence of seating amenity, no signage to show route maps, lack of lights, lack of cleanliness as well as lack of timely maintenance etc. were adding up the issue in Thiruvananthapuram. The people who were interviewed reported occurrence of sexual harassment irrespective of time. Many of them complained the problems created by drunkards at bus stops and buses.

Public Toilet:

There is no public toilet in the Medical College area. East Fort has one at the back side of the bus stop. The passage to the public toilet is dark and fully occupied by men mostly smokers. There is no dust bins inside and could see cigarette butts inside the toilet. A rope with fire hanged in front of women's toilet to lit cigarette was a shocking scene! Men were found using women's public toilet also. The male caretaker of the public toilet pointed out that since women are not coming to use ladies toilet, men are also allowed to use it.

The only toilet seen in SM Street is the one located on the way to L.I.C corner which is meant for both men and women. But in effect it is used only by men. It is littered with cigarette butts, match sticks and other filthy things so that women would not dare to go near it.

Towards the end of the project, Sakhi did audits of 10 public toilets out of a total 57 in Thiruvananthapuram Corporation. Almost all of them lack cleanliness and are not at all accessible to physically disabled people. There were no waste bins inside the toilets. In some of the toilets there is no water facility. Generally women use these toilets when they are in extreme need; otherwise they avoid using public toilets.

6 Capacity Gaps Analysis

Capacity gap analysis was undertaken to understand and to analyze the policies, programmes and budgets put in place by governments to address safety and security of women in the public places and to counter violence experienced by them. It aims to look at awareness about various types of violence faced by women, the available data, the existing legislations, budget allocations and various institutional mechanisms to address violence against women.

Through the last 15 years, unlike the rural local self government institutions which succeeded to develop strong gender component through many years work, urban bodies are still encountering problem in addressing the needs of women. Urban women are a diverse group-working women, elderly, women living in areas with minimum basic facilities like the coastal areas, women who come to city for various purposes. Their needs are also diverse. When urban Local Government's plan city development, do they think of these women? Do they ever think that these women too have specific needs and expectations? Urban planning in India is done by men for men and women hardly matters. The analysis of the JNNURM City development Plans(CDP) and the development plans under decentralization points to this

- ▶ Infrastructure development especially of roads gets top priority and greater funds. This is mainly for maintaining existing roads and building new roads. A good and safe road with proper street lights and proper pavement is an important requirement for enhancing mobility of women. Lack of understanding on issues of women as commuters or users of public roads and transport are major gaps.
- ▶ Housing schemes are given high priority. High price and non-availability of land within the city limit is a major problem in this sector. Slum development is a major concern. Importance of women's ownership over land and house is not taken into consideration while giving assistance.
- ▶ Projects for childcare sector are unevenly focused on building and providing other facilities. Trainings for anganawadi workers and improvement of learning environment are not addressed effectively.
- ▶ Both the cities have a rich heritage of culture and women are always active in the cultural life. But in the development plan of the city no mention is made about women's role, participation and relevance in the cultural life. A striking gap is identified in vision on improving spatial and programmatic aspects of the

cultural life.

- ▶ Development plan has clear vision on environmentally safe city with greener areas and innovative energy efficient projects.
- ▶ Planning process is done without the basic minimum understanding or data on women's occupation, skills and nature of unemployment. Many activities related to the projects in local economic growth are directly linked to women's labour but they do not have a gender focus. In Thiruvananthapuram, women fish vendors are a major category but their specific needs of market spaces in different locations is not given due importance
- ▶ Lack of concern over specific women's health issues and public sanitation facilities are a striking gap in the gender component and outlook adopted by the decentralization programme in Kerala. Recently a women's organization, 'Penkootu' (Women's Friendship) in Kozhikode staged a strong agitation 'Right to pee' by organizing sales girls in the city demanding public toilets in the shopping complexes, markets and other public places in the city. Sanitation is given high priority in local planning from the beginning of decentralization process in the state. Yet in the Cities, safer and cleaner public toilet for men and women is a major issue.
- ▶ Many projects under WCP can easily be included under other sectors. Toilets for girl students are a basic infrastructural requirement to be addressed either from education or from infrastructure sector. Lack of vision on women's practical needs and its linkages with basic physical planning is a clear gap identified regarding the capacity for quality planning of the city.
- ▶ Lack of awareness to adopt technically supported advanced waste management methods without harming the health of women is a gap to be bridged.
- ▶ Physical planning of the city at present is not considering the gender specific aspects or needs of the special groups like children, aged and disabled.
- ▶ There is a comparable positive shift seen in approach of designing WCP projects in the last year. An attempt to address gender specific needs in work and prevention of violence against women were made.

Recommendations:

Integrating gender mainstreaming in urban planning process is an important step towards working for safer cities for women and children. City planning should consider women residents and the women visiting the city for various purposes.

- ▶ Collect gender disaggregated data on the status of urban women, identify their needs in the urban environment for sound and gender inclusive urban planning
- ▶ Special care to ensure active participation of women in planning of projects and programmes (JNNURM,KSUDP,WCP etc) and wider consultations must be held with women from various sectors(organized and unorganized sector workers, women from different age groups) to identify women's specific needs.
- ▶ More efforts and money allocation to activate Jagratha samithis in all local governments, including urban bodies must be a priority. Various stakeholders like the police, health personnel etc need to collaborate with this initiative.
- ▶ The Kudumbasree movement in Kerala has great potential to make women conscious of their safety in public places and to work towards educating young women to learn self defense mechanisms
- ▶ The biggest lacuna is in addressing men. The attitudes, mindsets of men belonging to various categories and professions have to be addressed. Specific gender training be given to male professionals like doctors ,police, judiciary, transport employees (TTRs of trains, conductors in buses), urban planning officials etc
- ▶ More public toilets with safe and clean environment, sufficient water and lighting

are to be built and made available to women all the day in shopping complexes, markets, parks, bus stands, places of worship, beach and other public places.

- ▶ Sufficient restrooms (toilets, changing facilities, breastfeeding spaces wherever needed) for women in all public offices and educational institutions
- ▶ Ensuring safety of women and girls in public vehicles, in bus stands and railway stations and in public gathering places has to receive priority. Trained police personnel have to be deployed in trains.
- ▶ Physical planning of the city to be improved considering gender specific needs and needs of the special groups like aged and disabled. Pedestrians need to be given due importance while planning roads. Now many public buildings and structures deny or restrict accessibility to groups like physically challenged and senior citizens. Considering the fact that Kerala is fast 'graying' special care has to be given to such issues.
- ▶ Effective implementation of police help lines and gender sensitization of police and other implementing officers who have responsibility to protect women should receive utmost priority. The helpline numbers need to be widely disseminated.
- ▶ Special attention and more projects needed for single women and women headed households; joint ownership of titles should be made mandatory in all housing schemes to ensure women's right over property and residence.
- ▶ Ideas and plans for building maximum number of houses with the minimum available land needed. New patterns of dwelling and houses to be developed.
- ▶ Women commuters who are stranded in the cities at night be offered safe overnight accommodation. New bus stations being built by Kerala transport corporation (KSRTC) should include this in their plans
- ▶ More attention needed to develop safe and quality learning environment for child care services. More programmes for adolescent girls to enhance their confidence, mobility, physical & nutritional profile and self esteem needed. Special focus and trainings to be given for the issues of women with disability.
- ▶ Multiple and combined issues of social security, disability, poverty and health of women are to be addressed in Planning. These aspects to be included in the trainings for planners.
- ▶ Care and support for terminally ill women is an urgent concern considering their lack of economic independence and property rights.
- ▶ An efficient waste management programme with improved technology and less drudgery to women cleaners is to be implemented.
- ▶ A detailed occupational profile of women has to be prepared to help effective planning in the local economic growth sector.
- ▶ Women's role as beneficiaries as well as care givers to be considered while planning the projects in health, social security and local economy.
- ▶ A comprehensive plan for disabled to be developed rather than distributing few support measures.
- ▶ Lack of database and understanding on people's skills and potential of the area makes a major gap in planning for local economic growth.
- ▶ Integration and linkage with major institutions (for example IIM and NIIT) and sectors to be developed. Gender specific planning to be initiated to involve more women and to enhance the working conditions of those who are already working.

7.Way Forward

7.1. Towards Possible Interventions

A number of suggestions have been put forward by the 1500 respondents to make the city safe for women.

7.1.2. In Infrastructure development

1. Provide more public transport to reduce the rush in buses and ensure safety inside the bus.
2. Conscious inclusion of women's needs and facilities in the planning of city, and especially public utilities.
3. Build restrooms for women in major bus and railway stations. Construction of sufficient neat, safe and functional public toilets with proper amenities like clean water, light, bucket, mug, sanitary napkin disposal facility, doors which can be locked from inside, and hooks or small shelves to keep their handbags. The design of public toilets should take into account the amount of privacy women need.
4. Parking space exclusively for women, which can be used without any fear or questions like 'why are you here at this time?'
5. Proper, regular and timely functioning and maintenance of street lights is very crucial. Poorly lit areas pose a threat to the safety of women.
6. Proper and regular maintenance of public roads and waste disposal
7. Place more CCTV. Control the misuse of mobile.
8. Help line numbers need to be shown where it is visible to all
9. Separate waiting sheds and toilets for women in bus stations
10. Provide school bus to all areas
11. Check competitive race of vehicles, especially private buses.
12. Ensure the safety of children inside buses
13. Restrict beggars in public spaces and also people sleeping in bus stands

14. Increase the number of ladies' compartments in trains
15. Audio-Visual announcements/messages creating awareness among men should be shown at railway stations especially on TV.
16. Setting up of free public telephone services.
17. Provide stay homes at bus and railway stations for women passengers
18. Ensure street lights in all bi-roads. Proper, regular and timely functioning and maintenance of street lights is very crucial. Poorly lit areas pose a threat to the safety of women.
19. Install complaint boxes at major points in the city.
20. Establish pre-paid auto system in major areas. More women taxi and auto drivers have to be encouraged. Local bodies can take initiative to bring in more such projects

7.1.2. Strengthening of Manpower

21. Police need to be more active. Increase the number of women police and depute them in bus-stops, schools, buses especially in the early morning between 6 am to 8 am.
22. There is need to strengthen shadow police.
23. Police should be more gender sensitive. They should not humiliate women coming to Stations
24. Caretaker of ladies public toilet should be a woman.

7.1.3. Awareness Creation

25. Create and enhance awareness among, men, women, children, and bus crews.
26. Control alcoholism and drugs abuse.
27. People need to be more sensitive to women's safety issues
28. Provide gender awareness programs.
29. Remove wrong sign boards
30. Remove vulgar posters
31. Women should respond and self protect
32. Ensure the safety of children in public buses
33. Civil society should be alert on sexual harassment on women
34. Women's help line numbers be advertised effectively through big TV screen, bus tickets etc.
35. Empower all Women Police Constables and give them powers to act.
36. Promote gender education and sex education in schools
37. Restriction of consuming alcohol or drugs at public spaces
38. Change in the attitude of men towards women,
39. Empower women to respond against harassments,

40. Build a socially responsive society,
41. Co-education for girls and boys, gender and sex education in school, promotion of mutual respect among children as human beings, children should be educated on abuse etc.
42. Provide both girls and boys with mutual rights and opportunities and appropriate information on sexuality.
43. Parents should build confidence in their children to deal with issues positively.
44. The position police takes is very crucial. Police have to be made more gender sensitive

7.1.4. Strengthening Institution Mechanisms

45. Strengthen Jaagratha Samithis.
46. Fast settlement of cases
47. Strict implementation of law and severe punishment
48. Special institutional mechanism to settle bus related complaints.
49. Elected representatives of local bodies need to take stern actions to ensure women safety.
50. Conductors should intervene and ensure that reserved seats for women are not occupied by men
51. Government should take an active role to ensure safety of women.
52. Safe city committees under the Corporation or police should be formed which can give focus and legitimacy to safety in the city for all and develop a policy document to build strategies to prevent violence against women, girls and the marginalized.
53. Urban planning process need to integrate the idea of security and safety in their planning process
54. A new planning philosophy has to be developed, with high level of democracy as well as quality.
55. Institutional mechanisms have to be built through community development approaches with a range of activities that can reduce harassments faced by women and girls.
56. Women's police cell has to be more active and given power to take independent decisions. Sufficient funds need to be allocated to make the women's help line and cell more effective. The personnel managing these also have to be well trained
57. A mobile women's court would encourage women to register complaints and make the process easier.
58. Programs like Maithri police need to be strengthened.
59. Deployment of women police in plain clothes in public spaces will help to catch the culprits and bring them under law.

7.2. Suggested Action from the review of the initiative

by C.P.SUJAYA IAS (Rtd)

Coordinated thinking on 'safety'- pull all threads together

- One example of the need to coordinate thinking relates to gaps in legal definitions, existing assumptions regarding women's safety, and the legal ramifications of the inclusion of safety as an essential component of women's status in two cities. The usual mode of thinking connects the idea of safety of women to 'the law and order situation' i.e., crimes against women, such as rape, marital/dowry violence, etc. where the offences have to be registered in the police stations and the police take charge as the entity that has to deal with offences under IPC etc. But the new 'safety' paradigm of women in cities we are now talking about is not completely at par with 'penal code/law' or 'crime' related to marital/dowry violence. The current model of safety in cities that we are dealing in is located in all public places, not specifically to the matrimonial home or its outskirts. But it is the same police establishment that is responsible for receiving and investigating complaints made by women relating to their experiences of lack of safety in public places, for which strangers would be largely responsible, such as harassment in buses. This complexity has to be accommodated in the action phase.

A specific gap is the legal ambiguity that surrounds the term 'sexual harassment'. It could refer to types and forms of physical harassment, but also to vocal and non-physical but visible and audible harassment. Sexual harassment, as a broad-band term, has not been defined in law so far (with the exception of the Vishakha judgement of the Supreme Court, where the bill currently is under drafting, but this is restricted to women's safety in the workplace) A very large number of women (80%) who were interviewed in the Sakhi-Anweshi city surveys mentioned 'verbal and visual abuse' when asked what kind of safety problems they had to encounter, (whereas 60% had mentioned physical harassment). In one of the Sakhi workshops, the discussion on safety turned to the need for more legal clarity on the issue of 'harassment' of women from the viewpoint of safety.

The Tamilnadu Prohibition of Harassment of Women Act 2002 came up for discussion in the Sakhi workshop, initiated by a lawyer-participant. This Act defines 'harassment' very broadly, imposes penalties and punishments, defines 'public places', places the onus to prove innocence on the offender and, very crucially, places the responsibility of reporting harassment on the management of the public facility where the incident takes place. Failure by the management to report the harassment is punishable under this law. The punishments provided in the Act are quite severe, the highest being imprisonment up to 10 years.

Taking this as a cue, a recommendation was made and recorded in the Sakhi workshop that a new law be passed to protect women in public places, in which the responsibility for registering complaints should be vested with the particular public facility in which the crime or the incident of harassment has occurred. This should be followed up. This will go a long way to increase the responsibility of the various departments for women's safety and enable quicker results.

7.2.1. Women Police for Women's Safety – the issue of possible typecasting

- As already mentioned, what is commonly termed 'crimes against women' listed

in the IPC and in other stand-alone criminal laws, generally involve incidents of domestic/marital violence, such as cruelty, harassment of women by husbands and in-laws and not violence against women in the public arena. With the passing of years, this policing activity has increased, where filing a complaint, registering cases, investigation, and finally the judicial procedures go on apace. Since the police are a major player in this area, it has, obviously, gained more experience of dealing with incidents of infringement of women's safety in the domestic sphere. These are mostly husband-and-wife disputes that lead to a range of situations involving women's lack of physical and psychological safety – could be from physical injuries, psychological harassment or torture, violent behavior, incitement to suicide etc. The police can be said to have gained a great deal of experience and understanding of dealing with a particular category of lack of safety of women as compared to the other departments and organizations involved in the women's safety project. In addition, they are also now, increasingly, expected to deal with public safety issues relating to women, such as cases filed by women in police stations relating to harassment in public facilities such as buses or toilets, or while travelling on roads.

This pre-eminent role it plays naturally puts the internal working of the police establishment in the spotlight, specifically aiming at greater scrutiny from the gender aspect. It appears that the police department in Kerala employs a much larger number of women at all levels, mainly in the lower middle and lower cadres. A process of gender typecasting seems to have gradually taken place, perhaps as a corollary to the increase in numbers of women police. Traditionally, police establishments everywhere in the country – uniformed, regulated, and high on certain physical attributes for entry – have been invested with a male image. The entry of more women in the last several decades has, naturally, thrown up new challenges. In Kerala, one could not help but notice a certain tendency to associate women police with a limited set of tasks at the lower and middle level because of their gender. An apprehension that may be justified in these circumstances is whether 'women's safety' in cities may not be seen not only as a 'women's issue' but as a 'women policing task' within the police establishment at the lower levels.

One of the Sakhi documents observes that sometimes the recommendations (relating to women's safety) are aimed at using women police staff for duties which could be easily done by male police – somehow, the tendency is to assume that it is women police who have the duty to protect women facing lack of safety. Not surprisingly, many respondents (from the general public) have voiced these views in the city surveys. Yet when it comes to incidents of sexual harassment of women cops within the precincts of police stations (this was mentioned in the End Workshop), it appears that this is a submerged issue, is not talked about.

The same dilemma was posed in a remark made in the End Workshop on the Delhi situation, where a decision has been taken to have a gender desk in every Police Station in Delhi – obviously to be 'manned' by a woman cop. One of the concerns articulated was that these women cops may not be allocated 'police' jobs.

Another example relates to the women's college lane in Trivandrum, generally accepted to be a very unsafe place. When this came up for discussion, an IPS officer-participant responded promptly and positively by saying that 'women police have been placed in the women's college lane'. Another response to the issue of women's lack of safety in cities was to depute women police in mufti to reduce harassment in buses. Is it because women are seen to be more honest and conscientious at their

work or, more probably, is there an automatic linking of women with women?

Yet when a woman police officer speaks, the insight seems to change. During a discussion on the unsatisfactory functioning of women's help lines, the woman Circle Inspector in-charge (middle level status) came out with her problem of acute shortage of staff as the reason why the unit was not doing well. Only 12 numbers of women staff, she explained, were posted in the unit as against the stipulated strength of 24. She then followed this up with the comment that these 12 women police in district help-line office "have never got special gender training to deal with women's issues". This comment, for a refreshing change, conveys that women also need gender training and cannot be automatically slotted in places to deal with 'women's issues' only on account of their gender.

Talking to people interested in women's issues seems to reveal that typecasting or stereotyping in the public arena, seems to be becoming wide-spread in Kerala. As already mentioned, of all the stakeholder departments involved in the Safe Cities programme, it is the police establishment that have had the longest experience of working on women's domestic safety. More insights can be picked up from the police establishment's experiences as well as from the policewomen's lobby interactions. Many women's groups in India have been working closely with the police establishments since the 1980's in different parts of the country. But the basic issue here is to sensitize all members of the police establishments to the gender issue of safety of women in cities, irrespective of their gender,. As an experienced woman activist attending the End Workshop put it, an informed police is more valuable than more and more women police officials (for ensuring women's safety)

Many off-the-cuff remarks made by members from the Government establishments, in the relaxed settings of training programmes or discussions facilitated by women's organizations, refer to on-the-ground realities as well as genuine needs and home truths. A junior woman cop, referring to gender sensitization programmes she has gone through, told the trainers 'you have sensitized us but our seniors have not been sensitized'. This observation would be applicable not only to the police but to other departments and cadres involved in the Safety of Cities project as well. It is true that efforts to sensitize are made usually at junior/cutting edge levels only. One reason may be because the senior level officers may be too 'busy' to spare time for training.

There seems to be a real problem of obfuscation between 'women' and 'gender' in many contexts. An snapshot description, given by the Councillor of Kozhikode Corporation, of a seemingly iconic woman cop (working in a tribal area) describes her as a "24 hour cop" (she did not adhere to normal working hours) who has broken all sex stereotypes in her profession and is hated by all the other women cops in the station. He also questions the equation – being often made – between the words used for the concept of sameness, or similarity, with those used for the concept of (gender) equality.

There is an urgent need to sort out this obfuscation and to ensure that women cadres, especially where they are numerically large, do not get into the groove of being all things for all women. They have the same rights to opportunities for professional advancement as their male counterparts; this should be understood both at policy and implementation levels within the safety programme. The Councillor whose remarks are quoted above was on the right track on this aspect and the alli-

ance should further follow up on this.

7.2.2. Socialization of Kerala youth

•An example of sex-segregated patterns of socialization of young children in Kerala is cited by Mridula Eapen – what she calls the ‘unhealthy’ arrangements in schools where boys and girls sit separately on two sides of the class. This, she says, restricts development of a healthy interaction between boys and girls. One can take the liberty of extrapolating this to the accepted Kerala practice of separate earmarking of seats in buses for women (generally in the front of the bus) in the name of women’s safety, which, far from being questioned, seems to be accepted by all as a necessary safety device or precaution. The assumption then is that sitting with men in the same rows in a bus is not safe in Kerala. This gets reinforced when the ‘separate seats’ pattern gets further emphasized as a State policy – in the public eye – and more safeguards introduced for ensuring scrupulous adherence to its implementation, such as visible indication of reserved seats to be placed on the outside of the bus. (Mentioned below)

A similar experience in Delhi was the recent introduction of separate compartments for women in the Metro. While there were opposing views on this (from Metro-users as well as others) in the initial stages, by now the media has also brought in stories of young girls continuing to feel unsafe in these reserved compartments.

In the Sakhi workshop, a question was put as to whether the principle of sex segregation would help women in the context of safety, by opting for special buses for women. Shri Sen Kumar’s view was that it could be only a short-term solution and that ultimately the public transport system, in its entirety, has to be made safe for travel. He further said that there could be a trade-off as well – installing CCTV’s, hidden cameras etc. may increase safety and decrease privacy, but this would be surely necessary in the short run, including public notices both inside/outside buses and at bus stops that such-and-such precautions are being taken for women passengers’ safety. On the other hand, he said, the introduction of modern technologies such as low floor buses would be a win-win proposition by improving safety without any costs in the long and the short run.

An important overall strategy to adopt within the Safety Programme is a process of consciously distinguishing between what is necessary in the short term and what has to be ensured in the long term. To confound or confuse both would lead to negative results for women’s own status and their stature in the public eye.

On the one hand, while efforts are being made to sensitize the men, especially of the younger age groups, on women’s right to safe travel; on the other hand, more ‘safety safeguards’ (police women for ensuring women’s safety, segregation of seats, CCTV, hidden cameras etc.) are being put in place in response to demands for ensuring women’s safe travel in cities. This sends mixed messages to the public and further hardens the issue to one of necessity of segregation of the sexes. There seems to be urgent need to ensure women’s safe travel through short-term measures and simultaneously educate the youth on the practicalities of gender-equality. Such educational programs on safety should be made compulsory in colleges as well as in schools as part of the curriculum so as to increase awareness.

7.2.3. Infrastructure and human resources

- A crucial link exists between the availability of 'safety infrastructure' (buses, bus stands, waiting rooms, roads, toilets, rest places, adequate lighting) and its human resources management, which ensures women's safety with greater certainty. Maintaining this link requires not only higher investments, but also coordinated investment (which is more difficult to manage) through processes such as annual budgetary allocations or special allocations and grants. In one of the interactions facilitated by Sakhi, Shri Senkumar mentioned a figure of Rs. 8 crores allocated for modernization and building of new infrastructure in the transport sector, with a likelihood of further increase.

The use of these funds for ensuring women's safety (more low floor buses, toilets, depots etc.) could be closely monitored by the women's alliance. During the safety campaigns, many suggestions were articulated to improve safety. These included the increase of conductors from 1 to 2 in a bus; ensure two doors in each bus, reservation of seats uniformly on both sides (at the front side) of the bus, so that women who do not find seats can stand without any fear. It was also suggested that details of such reservation be indicated outside the bus, so as to make women feel safer when they get into the bus. Other suggestions made were the proper maintenance of steps, doors, handles of doors etc. inside the buses, ensuring that long distance stops should be at convenient places where facilities are available such as good toilets and rest rooms.

Women with disabilities, for example, are a category that generally does not receive any special attention or care by the conductors and other staff, but who particularly need such safeguards. Another problem that women face is alcoholism in the buses. All these issues deserve to be taken up at higher levels of decision-making within the transport establishment, such as the Road Safety Authority (see below) by the alliance and by the transport departments concerned.

Vital 'safety' portfolios such as transport management and transport safety, roads management and road safety, electricity and lighting, health and sanitation, management of traffic, safety measures for pedestrians, etc. are handled by different State establishments and managed by members of diverse technical and professional cadres. To fulfil the programmatic needs of Women's Safety in Cities, these establishments and cadres need to come together. The work of one individual establishment may be dissimilar from the work of another, (and may not even be congruent with each other's) but they have to be linked together on the common platform of women's safety to synchronize many different aspects of their work. Inter-establishment coordination will therefore become a very important input. The formation – under the State aegis – of a coordination committee to enable this synchronization would be advantageous, in which Sakhi and her partner-organizations need to be included.

A possible example of the State facilitating this coming together is the inclusion of 'experts' on women's safety in the Road Safety Authority, a statutory body under the provisions of the Kerala Road Safety Authority Act 2007. As per the Act, the Ministers for transport and public works are to be the Chairperson and Vice-Chairperson respectively. The other members, who are named, are bureaucrats except for 3 'nominated experts on safety'. There is provision for a Road Safety Fund under the Act, meant for programmes including awareness creation, research on road safety

etc. Similarly there are Road Safety Councils in each district, headed by the District Collector. These statutory bodies could have representatives of women's organizations, starting with the two districts in which the women's safety programme is running.

Women who use public transport have devised their own patterns of seeking safety in bus travel. One of the devices practised by women travelling in buses is the use of identity tags, uniforms, coats or other conspicuous markers of identity, which gives them some protection, till they get out of the bus and reach home. This is another example of short-term solutions that women are made to search out, to ensure their safety. At the risk of repetition, it has to be said here that this cannot be treated as a substitute (except in the short term) for sustainable safety measures, which are the responsibility of the public agencies in Kerala to ensure.

7.2.4. Institutional Mechanisms for Women and their Functionality

•The presence of institutional mechanisms such as those concerned with devolution to local bodies and the Women's Component Plan, would seem to make it appear that the governance system of Kerala has inbuilt safeguards to enable women to get their rightful share of the Government budget, and, also ensure that women's articulated needs on how this money would be spent – would receive the highest priority. In other words, the Safety Programmes for Women could dip into these earmarked funds wherever necessary for augmenting resources. The Sakhi report on capacity gaps however, has pointed out the absence of a coordinating mechanism within the administration to pull together all the strands that are moving separately on their own, without any coherent pattern – be it programmatic, financial, managerial, coordinating or in terms of a coherent conceptual or strategic policy.

Women's Safety is visualized as part of a 'rights' regime and the onus is on the State to provide the wherewithal for ensuring safety to women. In this 'safety' format, women are not envisioned as helpless or dependent beings but as individuals who have a right to live safely in cities. But in most of the State programmes for women, (accompanied with budget heads) it is still the social welfare approach that is followed – both in terms of the eligibility criteria as well as the programme delivery – old age homes, homes for physically handicapped, etc. 'Women' seem to be dealt with as just one of the deserving categories eligible for assistance along with the 'disabled' or the 'mentally deficient' or children. Institutional services for women co-exist in the same frame with those for the 'infirm, destitute, aged, orphans, disabled, juvenile delinquents' etc. To give an example, destitute women, widows, unmarried women above 50 years and poor widows who need help to marry off their daughters get assistance through the programmes. These programmes are mentioned in detail in the Capacity Gap Analysis.

7.2.5. The missing element seems to be a forceful and well-argued policy statement on women and women's rights in Kerala.

It stands to reason that the criteria for satisfactory completion of the activities under these programmes would follow the same social welfare ethos. When there is no format or criteria that relates to women's rights and autonomy, or to women's

strategic needs, the evaluation of such programmes, when completed, would also go by a more perfunctory approach of checking whether a particular activity has been taken up and completed or whether the delivery of certain goods and services have taken place. The status of women would remain unchanged.

The introduction of the concept and practice of women's safety in cities into these programmes without a revision of underlying principles in the State's thinking, or any reference to how gender planning is understood and put into practice, may not result in any useful learning (and therefore the acquired ability) on the part of the implementing agencies to make the corresponding connections in actual programming between women's safety, law and order, penal crimes, judicial and legal processes, achievement of urban self-sufficiency in building safe infrastructure with the necessary financial and technical inputs, self-sufficiency and the technological and scientific capabilities. More important, the programmes of awareness of women's safety as an all-embracing concept cannot succeed unless the Government thinking or its declared policy on women clearly spells out the connections with women's safety.

The Capacity Gap Analysis document has recommended a review of policy, programmes and budgets, for this very purpose. It says that this exercise will enable capacity-building strategies to be planned and implemented. This is an important area for immediate action.

There is also a strong likelihood that in spite of official policy and stated declarations of decentralization of funds, functionaries and functions, the power to autonomously take programming and project decisions (at urban body or panchayat levels) may not be accompanied by the requisite skills and the necessary abilities at these very same levels on the part of those who are responsible for programmatic action. Support from the women's alliance may be needed. Sakhi has been working with the elected panchayats on women's issues, including gender planning, since long. This should be strengthened in the context of the safe cities programme.

It is also quite likely that, in spite of decentralization having taken place in favor of local bodies, the element of the Government budget that has not been devolved to the local bodies would be still following the earlier top-down direction of planning and implementation. The Capacity Gap Analysis document shows, as an example, that the funds for awareness of the provisions of the Domestic Violence Act are distributed to many organizations in a top-down direction, with the result that the recipient organization(s) may not have had the information or the time to ensure that the initial spade work and the preparations for the awareness programmes or the necessary publicity planned in advance and information disseminated before-hand could be done. The capacity gap analysis shows that the awareness programme had to be cancelled because of poor participation. This may be just one example, but it could hold a wider implication.

The continued use of the older top-down mode in administering new programmes with a new ethos such as safety for women (or even other strategic programmes for women) should be reviewed and replaced with a more egalitarian and consensual set of procedures, besides the policy review already suggested above. An immediate assessment (not just the content but the methodology of implementation) of the Women's Component Plan should receive very high priority – it could be the first instrument to be reviewed – in terms of the WCP being an institutional mecha-

nism that was launched with great expectations, on the part of women, of getting their share of the budgetary pie as well as in terms of the purposes for which the WCP funds would be spent. A consultation that was arranged by Sakhi in January 2010, with NGO's and individuals had brought out some new ideas – Wendlido training, putting up of public toilets for women, etc.

The Critical Gap Analysis brings out that Kerala does not prioritise the women's question as a politically important area of governance with the result that administrative attention is not given to the encouragement of the women's portfolio. This is a serious matter and Sakhi needs to discuss this on a continuing basis with partners in the women's movement in Kerala, research organizations doing work on women, activists, academics, the State Planning Commission, Women's Commission, the Women's Safety Alliance etc. This is an appropriate time in view of the new Government having just taken over the reins of governance for a period of 5 years..

•Improvements in reporting offences to the Police – changes needed

Director General of Police and other senior functionaries of the Government joining with women's groups in interactions on women's safety in cities have frequently bemoaned the unwillingness of women to report offences to the police. The Surveys have highlighted the extent of these failures. This fear, lack of trust and lack of confidence have to be overcome. Unless a case is registered, the police can take no action. Even a 10% reporting, says the DGP, would be a good achievement. But in spite of the many moves to facilitate women's readiness to report (help-line, Women's Commission, increase in numbers of women police staff, new formats, legal changes, etc.) only 7% women opt to come forward.

Investing the power in the officers/staff of the Transport establishment to register cases of harassment or lack of safety of women occurring in buses has been suggested in this paper already. This would preclude the necessity of women to approach the police stations. This suggestion has been made in the meetings convened by the alliance and would appear to be a suitable change to make. This procedure is followed in the Tamilnadu statute.

But the same worrying questions arise – why should the public fear the police establishment to the extent it hesitates to approach them for their legal rights? In one of the meetings, a point was made that when even the men hesitate to reach out to the police, similar behaviour by women is but 'natural'. As in so many of the issues relating to programming on women's safety, the solutions to be thought of need a mix of short and long term perspectives. Obviously, some are to be put into place with greater urgency while others need a longer time-span. Examples of the former would be the inland format printed cards, innovated by the police, ready to be used, along with provisions to make their use easier. Or the immediate need to build more toilets and to make them functional, or to provide better lighting in unsafe areas.

Medium or longer-term solutions would include destroying the myth that women have to keep quiet, in order to enable women to speak up when they experience violence or harassment - this can be partly enabled through mechanisms such as victim support groups located in police stations. There is another issue emerging here. At the present stage, it is quite probable that the task of putting together such support groups would be 'naturally' seen as that of the 'women's groups' of

the Safety Alliance. (Women for women's safety) Instead, it is suggested that the DGP and the police establishment should start the initiative so that the correct messages would go out to the public as to where the responsibility for ensuring women's safety lies. The status of an intervention made by the Police, on its own initiative would also be higher in the public eye, especially if the media highlights this aspect. The inclusion of ex-EWR's and other local women leaders in these support groups, as suggested, would also invest a certain standing to the groups.

The participation and the contribution of women's groups to this initiative is in any case, part of the overall programme on women's safety in cities – and the need to form such support groups has been already discussed by women's groups. But such initiatives taken, seen as being taken by public agencies, both in the short and long term create a greater sense of civic responsibility on their part in the eye of the public.

Changing myths relating to women's sexuality and 'good woman/bad woman image' calls for a change in gender perspective in Kerala – and would need to be a long-term mission. In this endeavour, safety as well as many other concerns relating to status, both within the household as well as outside in the public arena should come together and, in fact, such a process can start simultaneously with the programming for women's safety. However, the perspective of such a mission cannot be shrunk to smaller dimensions – it has to encompass the entirety of women's lives. The need to bring such an overall change in perspective, to the theme of women in Kerala has already been referred to in this paper. The vital issue here is to use the issue of safety in cities to activate movements towards larger perspectives on women's status.

7.2.6. Hard choices for policy makers

•Since the survey was conducted through a gender framework, the results are now posing some hard choices for public policy makers. In terms of fulfilment of basic needs, the results are demanding responses to the large numbers of gaps that have been revealed (both physical and human) in basic infrastructure. In terms of policy and strategy, a larger futuristic question emerges, what is the priority that is required to be accorded to women's safety in Government policies across the board? In operational terms, how do we integrate these required changes within the departmental protocols that are presently guiding the management and administration of cities in Kerala?

Also, we have to keep in mind the new priorities (both in terms of development strategies and in policy priorities) that the new Government may have – which may relate to women as well as to other groups. Lobbying with the new Government and sensitizing the newly elected leaders to the issue of women's safety in cities is of the utmost priority and importance. Sakhi and her cohort of allies and sympathizers could usefully search for new associates and partners for increasing the energy put into efforts at lobbying with the new Government. The Sakhi alliance should also not only be fully conversant with the possibility of changes in the existing pattern of autonomy (planning, budgeting, resource mobilization, devolution etc), of the two municipal bodies where the project is being implemented and its impact on women's safety.

Since the processes involved in the preparation of plans and budgets in the State

essentially have target dates and completion schedules, what is needed crucially is coordinated action relating to the women's safety programme, with maximum flexibility and inter-disciplinary/inter-departmental coordination. An important activity of the next phase could be to evolve a system by which the extent of the change in thinking and proposed changes in the implementation dynamics that will occur across the next time-period could be measured and evaluated.

(Abstracted from the review report)

Annexure 1

Understanding the concepts

Street harassment is something most women deal with year-round. The catcalls, leering, groping, stalking, public masturbation, and anti-woman comments are demeaning, annoying, and sometimes threatening and scary. Very often incidences and experiences of street harassment are silenced and dismissed as trivial annoyances, or portrayed as a compliment.

1. Street harassment occurs when one or more unfamiliar men accost one or more women in a public place, on one or more occasion, and intrude or attempt to intrude upon the woman's attention in a manner that is unwelcome to the woman, with language or action that is explicitly or implicitly sexual. Such language includes, but is not limited to, references to male or female genitalia or to female body parts or to sexual activities, solicitation of sex, or reference by word or action to the target of the harassment as the object of sexual desire, or similar words that by their very utterance inflict injury or naturally tend to provoke violent resentment, even if the woman did not herself react with violence. It can be through looks, words, or gestures, the man asserts his right to intrude on the women's attention, defining her as a sexual object, and forcing her to interact with him.
2. Physical violence is the intentional use of physical force with the potential for causing death, disability, injury or harm. But it is not limited to scratching, pushing, shoving, throwing, grabbing, biting, choking, shaking, poking, hair pulling, slapping, punching, hitting, burning, use of a weapon (a gun, knife, or any other object), and the use of restraints or one's body, size or strength against another person. Coercing or forcing other people to perform any of the above actions has also been classified as physical violence.
3. Sexual violence can be divided into three categories

Use of physical force to compel a person to engage in a sexual act against his or her will, whether or not the act is completed.

An attempted or completed sex act involving a person who is unable to understand the nature or condition of the act, to decline participation, or to communicate unwillingness to engage in the sexual act (for example, because of illness, disability or the influence of alcohol or other drugs or due to intimidation or pressure). The sex act or the sexual act has been defined as contact between the

penis and the vulva or the penis and the anus involving penetration, however slight; contact between the mouth and the penis, vulva or the anus

Abusive sexual contact that includes intentional touching directly, or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or buttocks of any person against his or her will, or of any person who is unable to understand the nature or the condition of the act, to decline participation, or to communicate unwillingness to be touched (e.g. because of illness, disability, or the influence of alcohol or other drugs, or due to intimidation or pressure).

4. Threat of physical or sexual violence

The use of words, gestures or weapons to communicate the intent to cause death, disability, injury or physical harm. This also includes compelling a person to engage in sex acts or abusive sexual contact when the person is either unwilling or unable to consent. For example, statements such as "I'll kill you", "I'll beat you up if you don't have sex with me"; brandishing a weapon; firing a gun into the air; making hand gestures; reaching towards a person's breasts or genitalia.

5. Psychological or emotional abuse

This includes trauma to the victim caused by acts, threats of acts, or coercive tactics, such as those given in the list below:

Humiliating the victim; controlling what the victim can and cannot do; withholding information from the victim; getting annoyed if the victim disagrees; deliberately doing something to make the victim feel diminished (e.g., less smart, less attractive); deliberately doing something that makes the victim feel embarrassed; using the victim's money; taking advantage of the victim; disregarding what the victim wants; isolating the victim from friends and family; prohibiting access to transportation or telephone; getting the victim to engage in illegal sexual activity.

However, it has been felt that this list is not exhaustive and can be extended to include many other types of behaviour that could be considered as emotionally abusive by the victim.

6. Psychological violence

When psychological or emotional abuse is accompanied by physical and/or sexual violence, this is classified as psychological violence.

7. Economic violence is perpetrated usually by an intimate partner or family member and includes economic blackmail, control over money a woman earns, denial of access to education, health assistance or remunerated employment and denial of property rights.

8. Sexual harassment is intimidation, bullying or coercion of a sexual nature, or the unwelcome or inappropriate promise of rewards in exchange for sexual favours. It includes a range of behaviour from seemingly mild transgressions and annoyances to actual sexual abuse or sexual assault. Sexual harassment is a form of illegal employment discrimination in many countries, and is a form of abuse (sexual and psychological) and bullying.

9. Intimidation (also called cowering) is intentional behaviour "which would cause a person of ordinary sensibilities" fear of injury or harm. It's not necessary to prove that the behaviour was so violent as to cause terror or that the victim was actually frightened.

10. Criminal threatening (or threatening behaviour) is the crime of intentionally or knowingly putting another person in fear of imminent bodily injury. "Threat of harm generally involves a perception of injury - physical or mental damage - act or instance of injury, or a material and detriment or loss to a person."
11. Sexual abuse, also referred to as molestation, is the forcing of undesired sexual behaviour by one person upon another. When that force is immediate, of short duration, or infrequent and cause or may cause injury it is called sexual assault. The offender is referred to as a sexual abuser or (often pejoratively) molester.
12. Assault means a violent physical or verbal attack. As per Law.
 - a. An unlawful threat or attempt to do bodily injury to another.
 - b. The act or an instance of unlawfully threatening or attempting to injure another.

Sexual assault is an assault of a sexual nature on another person. It may include rape, inappropriate touching, forced kissing, child sexual abuse, or the torture of the victim in a sexual manner. Also it can be verbal, visual, or anything that forces a person to join in unwanted sexual contact or attention. Examples of this are voyeurism, exhibitionism, incest, and sexual harassment.

13. Rape is a type of sexual assault usually involving sexual intercourse, including vaginal, anal, or oral penetration, which is initiated by one or more persons against another person without the consent of that person.
14. Public harassment is that group of abuses, harrising and annoyances characteristic of public places and uniquely facilitated by communication in public. Public harassment includes pinching, slapping, hitting, shouted remarks, vulgarity, insults, sly innuendo, ogling, stalking etc.
15. Acid throwing (acid attack or vitriolage) is a form of violent assault. Perpetrators of these attacks throw acid at their victims (usually at their faces), burning them, and damaging skin tissue, often exposing and sometimes dissolving the bones. The consequences of these attacks include blindness and permanent scarring of the face and body.
16. Groping, when used in a sexual context, is touching or fondling another person in a sexual way using the hands, and generally has a negative connotation and considered molestation in most societies. The term 'frotteurism' may be applied when a person rubs up against another person, typically using their sexual parts. Generally, the perpetrator of groping is male and the recipient is female. Areas of the body most frequently groped include the buttocks, breasts and thighs. Gropers might use their hands, but pressing any part of their body against another person should be considered groping. Groping typically occurs in crowded environments such as a dances and parties, public trains and buses, and in dense outdoor crowds where the perpetrator normally hopes to remain undetected, or at least free of retaliation.
17. Flashing is indecent exposure. The exposure of one's body, especially one's genitals, in a public place and in a way considered offensive to established standards of decency.
18. Stalking is a criminal activity consisting of the repeated following and harassing of another person.

Source: Heise, Pitanguay and Germain (1994). Violence Against Women: The Hidden Health Burden. World Bank Discussion Paper. Washington. D.C.: The World

Annexure 2

Safe Cities Free of Violence against Women and Girls Initiative Kozhikode Questionnaire - WOMEN

Form No: <input type="text"/>	Date: <input type="text"/>	Time of Interview Before Dark <input type="text"/> After Dark <input type="text"/>
Survey Area Name: Kozhikode Corporation	Survey Area Code: <input type="text"/>	
Interview Space Name:	Interview space Code: <input type="text"/>	
Interview Ward Name/Number:		
Interview Site Name:		
Interviewer:	2 = Female	
Interviewer's Name:		
Checked by:		

Interviewer: Please Read "I am conducting a survey about women's safety in public spaces. By safety I mean safe from being harassed assaulted or attacked because one is a woman. Do you feel you can answer questions on women's safety in this area? It should take less than 10 minutes."

Instructions for Interviewer: If respondent does not feel able to answer thank her and end interview. If in any doubt whether respondent is old enough say "Can you please confirm that you are over 16?" If not 16 thank her and explain that survey is for over 16 years only. End interview.

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

Please encircle choices wherever applicable

Q No	Question	Choices	Skip/ Remarks
1	How long have you lived in / been visiting this city? (Single Coding)	1 = Longer than 5 years 2 = 1-5 years 3 = Less than one year 4 = Just Visiting the city	
2	How often have you been to this area in the last one year? (Single Coding)	1 = Just Once or rarely 2 = Occasionally (Please specify) 3 = Frequently / Daily	
3	Which are the unsafe areas in the city for women? (Specify which place(s))		

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

<p align="center">4</p>	<p>What personal safety risks do you think women face most when in this area? Encircle all that apply</p> <p align="center">(Multiple Coding)</p>	<p>1 = Sexual harassment ('eve teasing', stalking, touching, 'flashing', staring)</p> <p>2= Rape</p> <p>3 = Violent Physical attack</p> <p>4 = Robbery</p> <p>5 = Murder</p> <p>99 = Others (Please specify)</p>	
<p align="center">5</p>	<p>In this area which basic factors you think contribute to women feeling unsafe? (Multiple Coding)</p>	<p>1 = Poor lighting</p> <p>2 = Lack of/poor signage or information</p> <p>3 = Poor maintenance of open public spaces</p> <p>4 = Crowded public transport/bus stops/ stations</p> <p>5 = Lack of clean and safe public toilets</p> <p>6 = Lack of vendors or stalls/people in the area</p> <p>7 = Lack of effective/visible police</p> <p>8 = Men dealing with or taking alcohol/drugs</p> <p>9 = High Walls on both sides of the roads</p> <p>99 = Other (specify)</p>	

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

<p align="center">6</p>	<p>Do you think any of these factors affect women's personal safety in this area?</p> <p>(Multiple Coding)</p>	<p>1 = Being of a certain age-group (specify)</p> <p>2 = Being of a certain religion/caste</p> <p>3 = Being from another state/region</p> <p>4 = Being disabled</p> <p>5 = Being a woman</p> <p>6 = Being of a certain economic class</p> <p>7 = Being single/widow</p> <p>8 = Lack of respect for women from men</p> <p>99 = Others(Specify)</p>	
<p>Interviewer Please read: "If it's OK with you, I would now like to ask about your personal experiences of sexual assault or sexual harassment in this area." Here the interviewer explains what is meant by sexual harassment in the context of the study.</p> <p>Instructions for interviewer: If respondent does not agree, go to Q19</p>			

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

<p align="center">7</p>	<p>What kind(s) of sexual harassment/assault have you faced in public places in this city in the past year? Encircle all that apply</p> <p>(Multiple Coding)</p>	<p>1 = Verbal (comments, whistling etc)</p> <p>2 = Visual (staring, leering)</p> <p>3 = Physical (touching, feeling up etc.)</p> <p>4 = Flashing (exhibitionism)</p> <p>5 = Stalking</p> <p>6 = Violent physical attack</p> <p>7 = Rape</p> <p>8 = Misuse of mobile camera</p> <p>99 = Others (specify)</p> <p>9 = None</p>	<p align="center">→ Q16</p>
<p align="center">8</p>	<p>How often have you faced such incidents in this area in the past year?</p> <p>(Single Coding)</p>	<p>1 = Just once</p> <p>2 = 2 to 5 times</p> <p>3 = More than 5 times</p> <p>4 = Frequently</p>	
<p align="center">9</p>	<p>Any incident/ incidents that you remember</p>		
<p align="center">10</p>	<p>At what time did these incident/ incidents occur?</p> <p>(Single Coding)</p>	<p>1 = Early morning</p> <p>2 = Daytime</p> <p>3 = After dark</p>	

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

		5 = All the above	
11	<p>In which specific public spaces have you faced sexual harassment/assault in the past year in this city? Encircle all that apply</p> <p align="center">(Multiple Coding)</p>	<p>1 = Roadside (Specify)</p> <p>2 = Using public transport</p> <p>3 = Waiting for public transport</p> <p>4 = Market place</p> <p>5 = Park</p> <p>6 = Public toilets</p> <p>7 = Cinema Theatres</p> <p>8 = Hospital compound</p> <p>9 = ticket counters</p> <p>99 = Others (Please specify)</p>	
12	Do you remember any details about the perpetrator?	<p>1 = Yes</p> <p>2 = No</p>	<p>—————→ Q 16</p>
13	<p>Age [of perpetrator that appeared to you]</p> <p align="center">(Multiple Coding)</p>	<p>1 = Below 15yrs</p> <p>2 = 15-25yrs</p> <p>3 = 26-35yrs</p> <p>4 = 36-55yrs</p> <p>5 = 56 yrs & above</p> <p>98= Don't remember</p>	
14	Was it group or individual (Single Coding)	<p>1 = Individual</p> <p>2 = Group</p> <p>3 = Both</p> <p>98 = Don't remember</p>	


**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

15	Was it same person/s in different incidents (Single Coding)	1 = Yes 2 = No	
16	When in this area, do you do any of the following to avoid sexual harassment/assault? Encircle all that apply (Multiple Coding)	1 = Avoid certain public spaces completely (specify) 2 = Avoid going out alone at all times 3 = Avoid using public transport 4 = Avoid going out alone after dark 5 = Avoid going to crowded places (Specify) 6 = Avoid going to secluded places 7 = Avoid wearing certain clothes 8 = Carry items to protect myself (specify) 9 = No, I don't do anything 99 = Other (specify)	
If the respondent answers Q 11 and /or Q 12 , the Interviewers need not ask Q 14 - can move to Q15 in that case			
17	Have you faced any kind of sexual harassment over the past year	1 = Yes 2 = No	Q20
18	On the occasions in the past year when you were sexually harassed/ assaulted what did you do? (Multiple Coding)	1 = Nothing 2 = Confronted the perpetrator 3 = Asked bystanders for help 4 = Reported it on a helpline/to another service 5 = Told/asked for help from family	

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

		<p>6 = Told/ asked for help from a friend</p> <p>99 = Other (specify)</p> <p>7= Reported it to the police → Q20</p>	
19	<p>Did you think of approaching the police (Single Coding)</p>	<p>1 = Yes</p> <p>2 = No</p>	
20	<p>Do you think there are obstacles in approaching the police (Single Coding)</p>	<p>1 = Yes</p> <p>2 = No → Q22</p>	
21	<p>What obstacles do you think are faced in approaching the police? Encircle all that apply. (Multiple Coding)</p>	<p>1 = They would blame me for the incident</p> <p>2 = They will minimize/trivialize it</p> <p>3 = Afraid to approach the police</p> <p>4 = The process is too tedious</p> <p>5 = They will not do anything</p> <p>6 = They will merely record the incident and not take further action.</p> <p>7 = This may reflect on me and my family</p> <p>99 = Other (specify)</p>	
22	<p>Have you witnessed other women/girls being harassed in public over the past year (Single Coding)</p>	<p>1 = Yes</p> <p>2 = No</p>	

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

<p align="center">23</p>	<p>When you see women or girls being harassed in public, what is your reaction</p> <p>(Multiple Coding)</p>	<p>1 = Support the victim</p> <p>2 = Get public support</p> <p>3 = Calling the police</p> <p>4 = Prefer not to get involved</p> <p>99 = Others (specify)</p>	
<p align="center">24</p>	<p>Have you ever intervened or taken any action when you witnessed harassment of other women?</p> <p>(Single Coding)</p>	<p>1 = Yes</p> <p>2 = No </p>	<p align="center">Q 26</p>
<p align="center">25</p>	<p>If Yes, what did you do?</p>		
<p align="center">26</p>	<p>What kind of redressal mechanism/steps do you think needs to be there for addressing such problems?</p>		
<p align="center">27</p>	<p>How has your family situation prepared you to respond to such incidents/experiences</p> <p>(Multiple Coding)</p>	<p>1 = Not prepared me and discouraged me</p> <p>2 = Prepared me to deal with such situations</p> <p>3 = Motivated me to be independent and look after myself .</p>	

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

<p align="center">28</p>	<p>Do you talk to your parents and other family members about sexual harassment you have faced.</p> <p>(Single Coding)</p>	<p>1 = Yes</p> <p>2 = No →</p>	<p align="center">Q30</p>	
<p align="center">29</p>	<p>If yes, what was their reaction?</p> <p>(Multiple Coding)</p>	<p>1 = They blamed me</p> <p>2 = Restricted my mobility</p> <p>3 = Had discussions on how to deal with such situation</p> <p>4 = Motivated me to not to put up with such situations</p> <p>99 = Other (specify)</p>		
<p align="center">30</p>	<p>If No, Why not?</p> <p>(Multiple Coding)</p>	<p>1 = I think they would have gotten worried</p> <p>2 = They will restrict my mobility</p> <p>3 = They will tease/ harass me by saying about this later</p> <p>4 = They cannot help as I have to handle this myself</p> <p>99= Others (specify)</p>		
<p align="center">31</p>	<p>In your knowledge, what redressal mechanisms are there to help women/girls facing violence</p> <p>(Multiple Coding)</p>	<p>1 = Women's Commission</p> <p>2 = Women's Help Line</p>	<p>Heard</p>	<p>Know phone / address</p>

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

		<p>3 = Traffic Helpline</p> <p>4 = Railway Alert</p> <p>5 = Corporation Jagratha Samithi</p> <p>6 = Women's Organisations</p> <p>7 = Janamaithri Police</p> <p>99 = Others (Specify)</p>		
32	What is your age?			
33	<p>What is your highest level of education?</p> <p>Single Coding</p>	<p>1 = Did not attend school</p> <p>2 = Did not complete primary school</p> <p>3 = Till 7th standard</p> <p>4 = SSLC</p> <p>5 = Completed / going through plus two</p> <p>6 = Completed/going through college/university</p> <p>7 = Professional education</p> <p>99 = Others (Specify)</p>		
34	Marital Status	<p>1 = Married</p> <p>2 = Unmarried</p> <p>3 = Widow</p>		

**Safe Cities Free of Violence against Women and Girls Initiative
Kozhikode Questionnaire - WOMEN**

		4= Divorcee	
35	Which of the following best describes your monthly household income? Single Coding SHOW CARD W33	1 = Below Rs.10,000 2 = Rs.10000-25000 3 = Above Rs. 25000 98 = Did not disclose/respond	
36	What is your occupation?		

Interviewer: Are you interested to share your address, phone number, e-mail with us for future contacts?

Phone number

E-Mail

“That is the end of the interview. Thank you very much for your time”.

Annexure 3

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

Form No: <input type="text"/>	Date: <input type="text"/>	Time of Interview: Before Dark <input type="text"/> After Dark <input type="text"/>
Survey Area Name: Kozhikode Corporation	Survey Area Code: <input type="text"/>	
Interview Space Name:	Interview space code : <input type="text"/>	
Interview Site Name:		
Ward Number:	Ward Name:	
Interviewee: 3 = Common Witness [Male] 4 = Common Witness [Female]		
Interviewer: 1 = Male 2 = Female		
Interviewer's Name:		
Checked by:		

Interviewer: Please Read "I am conducting a survey about women's safety in public spaces. By safety I mean safe from being harassed assaulted or attacked because one is a woman. Do you feel you can answer questions on women's safety in this area? It should take less than 10 minutes.
Instructions for Interviewer: If respondent does not feel able to answer thank him/her and end interview. If in any doubt whether respondent is old enough say "Can you please confirm that you are over 16?" If not 16 thank him/her and explain that survey is for over 16s only. End interview.

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

Please encircle choices wherever applicable

Q No	Question	Choices	Skip/ Remarks
1	How long have you lived in/been visiting this city? (Single Coding)	1 = Longer than 5 years 2 = 1-5 years 3 = Less than one year 4 = Just Visiting the city	
2	How often have you been to this city in the last one year? (Single Coding)	1 = Just Once or rarely 2= Occasionally (specify) 3 = Frequently / Daily	
3	Which are the unsafe areas in the city for women? (Specify which place(s))		
4	What personal safety risks do you think women face most when in this area? Encircle all that apply. (Multiple Coding)	1 = Sexual harassment, ('eve teasing', stalking, touching, 'flashing', staring) 2 = Rape 3 = Violent Physical attack 4 = Robbery 5 = Murder 99 = Others (Please specify)	

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

5	<p>In this city which basic factors you think contribute to women feeling unsafe? Encircle the 3 most important reasons</p> <p>(Multiple Coding)</p>	<p>1 = Poor lighting</p> <p>2 = Lack of/poor signage or information</p> <p>3 = Poor maintenance of open public spaces</p> <p>4 = Crowded public transport/bus stops/stations</p> <p>5 = Lack of clean and safe public toilets</p> <p>6 = Lack of vendors or stalls/people in the area</p> <p>7 = Lack of effective/visible police</p> <p>8 = Men dealing with or taking alcohol/drugs</p> <p>9 = High walls on both sides of the road</p> <p>99 = Other (specify)</p>	
6	<p>Do you think any of these factors affect women’s personal safety in this city? Encircle all that apply.</p> <p>(Multiple Coding)</p>	<p>1 = Being of a certain age-group (specify)</p> <p>2 = Being of a certain religion/caste</p> <p>3 = Being from another state/region</p> <p>4 = Being disabled</p> <p>5 = Being a woman</p>	

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

		<p>6 = Being of a certain economic class</p> <p>7 = Being single/widow</p> <p>8 = Lack of respect for women from men</p> <p>99 = Others(Specify)</p>	
<i>Here the interviewer explains what is meant by sexual harassment in the context of the study.</i>			
7	<p>What kind(s) of sexual harassment/assault have you witnessed in public places in this city in the past year? Encircle all that apply</p> <p>(Multiple Coding)</p>	<p>1 = Verbal (comments, whistling, lured comments etc)</p> <p>2 = Visual (staring, leering)</p> <p>3 = Physical (touching, feeling up etc.)</p> <p>4 = Flashing</p> <p>5 = Stalking</p> <p>6 = Violent physical attack</p> <p>7 = Sexual assault or rape</p> <p>8 = harassment with mobile phone camera</p> <p>99 = Others (specify)</p>	

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

		9 = None →	Q15
8	How often have you witnessed such incidents in this area in the past year? (Single Coding)	1 = Just once 2 = 2 to 5 times 3 = More than 5 times 4 = Frequently	
9	At what time of day did these occur? (Single Coding)	1 = Early morning 2 = Daytime 3 = After dark 4 = All the above	
10	In which specific public spaces in this city have you seen women facing sexual harassment/assault in the past year? Encircle all that apply (Multiple Coding)	1 = Roadside (Specify) 2 = Using public transport (bus, auto rickshaw, taxi, train etc. and in which route) 3 = Waiting for public transport 4 = Market place 5 = Park 6 = Public toilets 7 = Cinema Theatres 8 = Hospital compound 9 = ticket counters 99 = Others (Please specify)	

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

11	Do you remember any details about the perpetrator?	1 = Yes 2 = No	→ Q 15
12	Age [of perpetrator that appeared to you] (Multiple Coding)	1 = Below 15yrs 2 = 15-25yrs 3 = 26-35yrs 4 = 36 - 55yrs 5 = 56 yrs & above 98 = Don't remember	
13	Was it group or individual (Single Coding)	1 = Individual 2 = Group 3 = Both 98 = Don't remember	
<i>If the respondent answers Q10 and/or Q11, the interviewer need not ask Q12- can move to Q13 in that case.</i>			
14	Have you witnessed any woman/girl being sexually harassed in the past year (Single Coding)	1 = Yes 2 = No	
15	When you see women or girls being harassed in public, what is your reaction Multiple Coding)	1 = Support of the victim 2 = Get public support 3 = Call the police 4 = Prefer not to get involved 99 = Others (specify)	

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

16	Have you ever taken any action or intervened when you witnessed harassment of women (Single Coding)	1 = Yes 2 = No	→ Q18	
17	If Yes, what did you do?			
18	What steps do you think should be taken to make this city safe for women?			
19	In your knowledge, what redressal mechanisms are there to help women/girls facing violence (Multiple Coding)	1 = Women’s Commission 2 = Women’s Help Line 3 = Traffic Helpline 4 = Railway Alert 5 = Corporation/Jagratha Samithi 6 = Others (Specify)	Heard	Know contact
<i>Interviewer: “Finally, would you tell me a little about yourself?”</i>				
20	What is your age?			
21	What is your highest level of education?	1 = Did not attend school 2 = Did not complete primary school 3 = Till 7 th standard		

Safe Cities Free of Violence against Women and Girls initiative

Kozhikode Questionnaire – Common witness – Men/Women

		<p>4 = SSLC</p> <p>5 = Completed / going through plus two</p> <p>6 = Completed/going through college/university</p> <p>7 = Professional education</p> <p>99 = Others (Specify)</p>	
22	Marital Status	<p>1 = Married</p> <p>2 = Unmarried</p> <p>3 = Widow / Widower</p> <p>4= Divorcee</p>	
23	Which of the following best describes your monthly household income?	<p>1 = Below Rs. 10,000</p> <p>2 = Rs 10,000-25000</p> <p>3 = Above Rs. 25000</p> <p>98 = Did not disclose/respond</p>	
24	What is your occupation?		

Interviewer: Are you interested to share your address, phone number, e-mail with us for future contacts?

Phone number

E-Mail

That is the end of the interview. Thank you very much for your time.

Annexure 4

Tables and charts

4.1.Resource Persons

Research Advisory Committee Members

- 1 Dr. U.S. Mishra, CDS
- 2 Dr. Praveena Kodoth, CDS
- 3 Ms. Nalini Nayak, Protsahan
- 4 Mr. A.J.Vijayan, Protsahan
- 5 Mr. Sreekandan, GPK
- 6 Ms. Maya, Special Correspondent, The Hindu
- 7 Ms. Mariamma Sanu George (Nirmala) Consultant

Steering Committee Members- Trivandrum

- 1 Ms. Lida Jacob IAS
- 2 Ms. T.M.Sudha
- 3 Adv. Mary Viji
- 4 Ms. Elizabeth, CI of Police
- 5 Mr. Thomas, Traffic Controller, KSRTC
- 6 Ms. Ambily, District Panchayat Member
- 7 Ms. Rema Devi, Kerala Mahila Samakhya
- 8 Adv. Sandhya, HRLN
- 9 Ms. Aleyamma Vijayan, Secretary, Sakhi Trust
- 10 Ms.ParvathiDevi, PRO, Kudumbashree, Kerala
- 11 Ms. Sobhana, Kerala Working Women's Association
- 12 Ms. Indira, freelance journalist

Steering Committee Members- Kozhikode

- 1 Mr. Asraf Kavil, Probation officer
- 2 Ms. Aleyamma, Jaagaratha Samithi Convener
- 3 Ms Uma, SI of Police, Vanitha Cell
- 4 Ms. Bichikkoya, Integrated Child Development Officer
- 5 Ms. Sarathma, GBV Centre Coordinator, Kozhikode
- 6 Ms. Ajitha K, President Anweshi
- 7 Ms. Anitha V R, Senior Councilor, Anweshi
- 8 Mr. Jayan A E, Town Planning Officer
- 9 Mr. Suresh Kumar, Ass. Excise Commissioner
- 10 Mr. Velayudhan, Regional Information Officer
- 11 Mr. Sreekumar K, Corporation Ward Counselor
- 12 Mr. Vinu K S, Free Birds Coordinator
- 13 Ms. Anju, Probation Officer

4.2.Detailed data of Thiruvananthapuram City Survey of 1000 samples (800 Women & 200 Common witnesses)

4.2.1.Name of Interview Spaces

SL.	Interview space code	Respondents (Base: 1000)	
		Frequency	Percentage
1	Roads/footpath	426	42.6
2	Bus stop	348	34.8

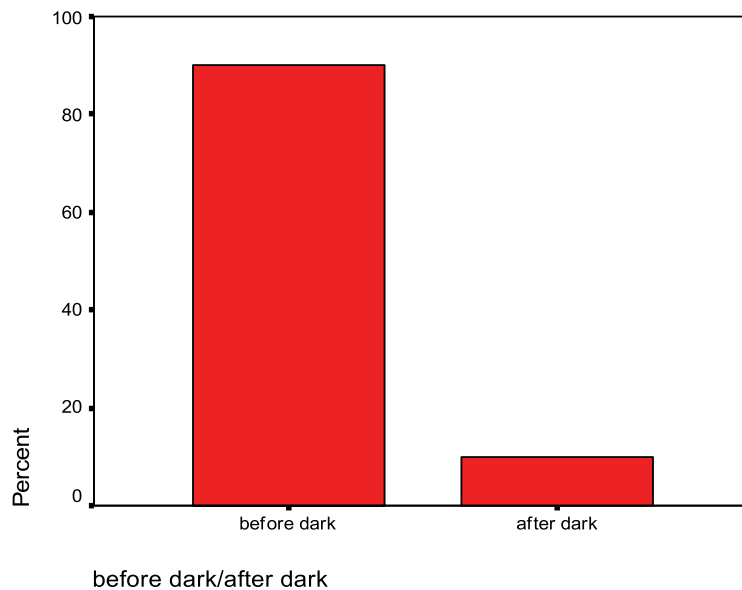
3	Market	76	7.6
4	Hospital compound	12	1.2
5	Parks/beaches	34	3.4
6	Restaurants	3	0.3
7	Information centers	10	1.0
8	Theatres	1	0.1
9	Bus/train/auto/taxi	90	9.0
	Total	1000	100.0

4.2.2. Name of Interview Sites

SL	Site name	Frequency
1	East Fort- Over Bridge- Pazhavangadi- Kottakkam- Chala- Atta	79
2	Thampanoor	56
3	Poojappura	34
4	Vanchiyoor- Patoor- Uppilammoodu- Old GPO- Mathrubhoomi Road	34
5	Cheriyathura- Shankhumukham	33
6	Peroorkkada- Oolampara- Manamoola- Melathumele	33
7	Kochu Veli Railway Station- Vetu Tourist Village- All Saints	31
8	Medical College	30
9	Vazhuthakkadu	28
10	Kumarapuram- Pattom- Thekkummoodu- Mulavana- Kannammoola	26
11	Manacaud- Kamaleswaram	26
12	Statue	26
13	Kulathoor- Manvila- Sreekariyam	25
14	Pongumoodu- Ulloor- Preshanthnagar- Cheruvikkal- Loyola	24
15	Shasthamangalam- Maruthankuzhy- Pipinmoodu	22
16	Karamana- Neeramankara	21
17	Kovalm-Ambalathara	20
18	Palayam	20
19	Petta- Moonnumukku- Chakka Jn.- Anayara	20
20	Thycaudu	20
21	Pravachambalam- Vayalikkada	18
22	Technopark- Kariyavattom	18
23	Ayurveda College	17
24	Pattom- Kuravankonam	16
25	Kesavadasapuram	15
26	Thiruvallam	15
27	ISRO- South Thumba-Poundkadavu- Stationkadavu- Pallithura- V	14
28	Museum	13
29	Nalanchira- Paruthippara	13
30	Panavila- Bakery	13
31	Enjakkal- Vallakkadavu	12
32	Pappanamcodu	13
33	PMG	12
34	Thirumala	12
35	Attukal- MSK Nagar- Kuriyathi	11
36	Beemapally	11
37	Killippalam- Melarannoor	11
38	NCC Nagar (From Paruthippara)	11
39	Valiyavila- Kundamankadavu	11
40	Pangodu- Edappazhanji- Pallimukku	10

41	PTP Nagar- Vettamukku	9
42	Vellayani- Shanthivila	9
43	Law College- Thamburanmukku- Goureesha Pattom	8
44	Mannanthala- Keraladithypuram	8
45	Mudavanmugal	8
46	Vattiyoorkkavu- Mannarakkonam- Kanjirampara	8
47	Vellayambalam	8
48	Kaimanam- Azhukal- Edagramam	7
49	Kaithamukku	7
50	Mankkatukadavu	7
51	Karakkamandapam- Vayalikkada	6
52	Oruvathilkotta- Venpalavattom	6
53	West Fort- Perunthanny	6
54	Kawadiyar	5
55	Vettucadu	4
56	Ambalathara near Milma	3
57	Devasam Board Jn.- IMR- Nanthancodu- Nalanda	3
58	Jagathy	3
59	Kariyam- Edavacodu	3
60	Pachalloor	2
61	Poonkulam	2
62	Sreevaraham	2
63	Chengalchoola Jn.	1
64	Thrikkannapuram	1
	Total	1000

4.2.3. Time of Interview of both Common Witness and Women



4.2.4. Duration of living/ visiting the city?

Duration of living/ visiting the city?	W %	CW %
Longer than 5 years	55.63	52.5

1--5 years	21.38	31.0
Less than 1 year	12.88	12.5
Just visiting the city	10.13	4.0
Total	100.00	100.0

4.2.5. Is this area safe for women?

Safe / Unsafe	W %	CW %
Safe	33.5	19.0
Unsafe	66.5	81.0
Total	100.0	100.0

4.2.6. Is there any other area in this city where women feel unsafe?

(Asked to those who feel safe where they were interviewed.)

Do women face problems in any other area in the city?(specify)

	W
Thambanoor-East fort, Neyyattinkara, Ulloor	52
East fort	29
Thambanoor to Thycaudu, beema pally, east fort, karyavattam, sreekaryam, kattakkada, medical college, Neyyattinkara, Palayam, East fort, Statue, East fort, Medical college	14
East fort to Pazhavangadi, Over bridge Poojappura	
Thambanoor, Statue, PMG, Museum, Ulloor	10
Medical college	9
Statue	9
Palayam	5
Thambanoor bus stand	5
Ulloor-Keshavadasapuram, Medical College	5
Vazhuthakkadu	5
Karamana, PRS Hospital, Sreekaryam poojappura	4
Peroorkada	4
Poojappura	4
Sasthamangalam	4
Thambanoor bus	4
Beema pally, poojappura road	3
Kazhakkootam	3
Kesavadasapuram, MG College Ulloor	3
Mannanthala, kesavadasapuram Medical college,	
East fort bus	3
Thirumala	3
Ambalamukku	2
Auto, Thampanoor, medical college	2
Backery jn.	2
Chala market Chala, Thambanoor, East fort	2
Kumarapuram, Medical college	2
Museum	2
Nanthancode road	2
Poojappura-Thirumala bus	2
Pound kadavu	2
Thiruvananthapuram- Venjaramoodu bus	2

Thiruvananthapuram bus stand, East fort, Palode	2
Udhiyannoor road	2
Over bridge-kripa theatre	2
Bus stop- PMG, Ulloor	2
Veli	2
Attingal ,Ulloor	1
Attukal	1
Balaramapuram bus	1
Beach Area	1
Chenkalchoola	1
D.P.I Route	1
East Fort, bathroom ,	1
Gandhinagar	1
Jagathy	1
Jawahar Nagar	1
Kaliyikkavila,thambanoor	1
Kamaleswaram	1
Kaniyapuram	1
Keraladithyapuram	1
Kovalam, Thambanoor	1
Kudavoor	1
LIC Office back side	1
LMS-Palayam Road	1
Manacadu	1
Manacadu Market	1
Manakkadu, Karamana	1
Manvila	1
Medical college bus stand	1
Medical college Route	1
Mettukkada	1
MG Road, East fort	1
Mukkola temple	1
N.C.C Nagar, peroorkkada	1
Near All saints college	1
Over bridge, Statue	1
Over bridge, East fort	1
Overbridge	1
Paipinmoodu	1
Palayam-Kawadiyar	1
Pallithura beach	1
Pattam, Kowdiyar	1
Peroorkkada-Palode	1
Peyad-Jagathy	1
Poonthura	1
Pothankodu	1
Sangeetham college	1
Sreekaryam	1
Statue, Killippalam bus	1
Thambanoor Road	1
Thiruvallam- thampannor bus	1
Thiruvananthapuram-kattakkada bus	1
Thycaudu	1

Thycaudu, Shankhumukham	1
Vallakkadavu	1
Vattappara bus	1
Veli beach	1
Veli, Shankhumukham	1
Vellayambalam	1
Venpalavattam route`	1
Vettamukku	1
West fort, Beema pally	1
Womens college, Vazhuthacadu	1

4.2.7. The crucial safety risks faced by women in these areas?

Safety risks in these areas	W %	CW %
sexual harassment	98.3	99
sexual assault or rape	8	10.5
violent physical attack	7.8	20.5
Robbery	51.6	59.5
Murder	1.6	0

4.2.8. Factors contribute to women feeling unsafe in the area?

Factors contribute to women feeling unsafe	W %	CW %
men dealing with or taking alcohol/drugs	68.3	78.5
lack of respect for women from men	58.5	28.0
crowded public transport / bus stops/stations	55.3	74.5
lack of effective/visible police	53.5	71.0
lack of vendors or stalls / people in the area	20.3	13.5
poor maintenance of open public spaces	17.1	17.5
lack of clean and safe public toilets	13.6	22.5
poor lighting	10.3	8.5
high walls on both sides of the roads	7.4	8.5
lack of/poor signage or information	5.0	3.5
wearing certain clothes	0.4	
Mobile phones	0.4	

4.2.9. Factors that affect the safety of women in this area

Why women face safety problems in this area	W %	CW %
being of a certain age-group	23.1	12.5
being of a certain religion/caste	.4	.5
being from another state/region	4.4	27.5
being disabled	4.8	.5
being a women	98.3	91
being of a certain economic class	7.1	.2
being single/widow	23	

4.2.10. Kind(s) of sexual harassment / assault women faced in this area in last year

Kinds of harassment	W %	CW %
Verbal	79.9	84.0
Visual	79.6	86.0
Physical	59.6	55.0
Stalking	26.3	30.0
Flashing	21.3	20.0
Violent physical attack	2.4	4.0
Sexual assault or rape	0.5	1.0
Rush in bus	0.4	
Mobile phone	0.1	
None	5.4	1.0

4.2.11. How often have women faced harassment in this area last year?

How often women face harassment	W %	CW %
just once	11.1	3
2 to 5 times	64.8	42.5
more than 5 times	13.4	17
Frequently	4.1	35
Didn't specify	6.6	2.5
Total	100.0	100

4.2.12. Specific public spaces where women faced sexual harassment/assault in the past year in this area

public spaces where women being harassed	W %	CW %
using public transport	60.75	85.5
roadside	43.87	39.0
waiting for public transport	42.25	45.0
market place	16.12	19.0
cinema theatre	7.87	33.0
park	6.5	11.0
public toilet	4.5	5.5
ticket counter	2.5	
hospital compound	1.12	

4.2.13. Precautions taken by women to avoid sexual harassment/assault?

Precautions	W %
Avoid going to secluded places	68.5
Avoid going out alone after dark	66.8
Avoid going out alone at all times	38.5
Avoid wearing certain clothes	18.1
Carry items to protect myself	17.8
No, I don't do anything	13.0
Avoid going to crowded places	9.4
Avoid certain public spaces completely	6.0
Avoid using public transport	3.8
Others	2.6

4.2. 14. Have you faced any kind of sexual harassment over the past year?

Experience of harassment	W	W %
Yes	727	90.9
No	57	7.1
No Response	16	2.0
Total	800	100.0

4.2.15. Correlation between frequency of harassment and the response

How often women face harassment in the past years?	What did you do?						
	nothing done	confronted the perpetrator	asked bystanders for help	reported it on a helpline/to other service	told/asked for help from family	told/asked for help from a friend	reported it to the police
just once	40	32	8	1	6	12	5
2 to 5 times	150	304	92	2	172	167	31
more than 5 times	20	79	14	1	25	21	14
frequently	5	12	6		11	6	5
Total	215	427	120	4	214	206	55

4.2. 16. Thought of approaching the police

Women Approaching the police	%
Yes	22.7
No	77.3

4.2. 17. Are there any obstacles in approaching the police?

Are there any obstacles in approaching the police	Total
Yes	501
No	297

4.2. 18. What obstacles are there in approaching the police?

Obstacles in approaching Police	W %
The process is too tedious	37.8
This may merely reflect on me and my family	28.6
They will not do anything	17.0
They will minimize / trivialize it	14.6
They will merely record the incident....	14.3
They would blame me for the incident	13.5
Afraid to approach the police	12.5

4.2. 19. Number of respondents who intervened when witnessed harassment on other women?

Number of respondents who intervened or taken any action	W	CW
Yes	333	60
No	157	135
Total	490	195

4.2. 20. Reaction of respondents when seeing women or girls being harassed in public

Reaction when seeing women being harassed	W %	CW %
Get public support	23.75	27.5
Support the victim	38.38	30.5
Call the police	12.5	33.0
Prefer not to get involved	15.75	28.0

4.2. 21. What kind of redressal mechanism/steps do you think needs to be there for addressing such problems immediately?

Suggestions	W	%
Active role women organization to respond	136	17.0
Awareness -men, women, children	40	5.0
Civilian dressed police/ women police	53	6.6
Construct neat & sufficient public toilets	1	.1
Control alcoholism	16	2.0
Decent approach towards women by police	1	.1
Decent dressing by women	10	1.3
Don't know	3	.4
Involment of resident association	7	.9
Proper daily functioning of street lights	14	1.8
Proper functioning of police	315	39.4
Proper implementation of rules and laws	49	6.1
Safety inside the bus	58	7.3
Space for women	5	.6
Understand women who respond	2	.3
Visibility & publicity of help line no's	7	.9
Women take care of themselves	6	.8
Women taxi / auto drivers	2	.3
No answers	75	9.4
Total	800	100.0

4.2. 22. How has the family situation prepared women to respond to harassment?

Preparation by Family	W	%
Not prepared me and discouraged me	192	24.0
Prepared me to deal with such situations	417	52.1
Motivated me to be independent	410	51.3

4.2. 23. Sharing the experience of harassment with parents and other family members

Sharing the experience with family	W	%
Yes	511	63.87
No	285	35.62
Missing	4	0.50
Total	800	100.00

4.2. 24. Reaction of family when women share experience of harassment?

Reaction of the family	W	%
They blamed me	24	4.70
Reacted strongly and restricted my mobility	16	3.13
Had discussion on how to deal with such situation	318	62.23
Motivated me to not to put up with such situations	360	70.45

4.2. 25. Why women not talk to their family?

Reason for not sharing the experience of harassment	W	%
I think they would have reacted strongly and gotten worried	15.5	
They will restrict my mobility	10.0	
They will tease/harass me by saying about this later	4.6	
They cannot help as i have to handle this myself	12.1	

4.2. 26. Knowledge of redressal mechanisms to help women/girls facing violence

Knowledge of redressal mechanisms	W	%	CW	%
women's commission	728	91.0	197	98.5
women's help line	221	27.6	9	4.5
traffic helpline	87	10.9	19	9.5
railway alert	35	4.4	4	2.0
Corporation / Jagratha samithy	271	33.9	14	7.0

4.2. 27. Age of respondents?

Age	W %	CW %
16-20	7.88	4.00
21-25	12.25	12.50
26-30	13.38	13.50
31-35	16.63	16.00
36-40	17.13	15.00
41-45	11.38	14.00
46-50	10.25	9.50
51-55	6.25	11.50
56-60	3.38	3.00
61-68	1.50	1.00
Total	100.00	100.00

4.2. 28. Level of education of respondents?

Education level	W	%	CW	%
did not attend/ complete primary school	93	11.63	26	13.0
SSLC	207	25.88	65	32.5
completed/going through plus two	127	15.88	41	20.5
completed/going through college/university	341	42.63	67	33.5
others (Professional course)	32	4.00	1	.5
	800	100.00	200	100

4.2. 29. Monthly household income of respondents?

monthly household income	W	%	CW	%
below Rs 10,000	491	61.38	145	72.5
10,000---25,000	229	28.63	44	22.0
Above 25,000	63	7.88	7	3.5
did not disclose / respond	17	2.13	4	2.0
Total	800	100.00	200	100.0

4.3. Detailed data of Kozhikode City Survey of 500 samples (400 Women & 100 Common witnesses)

4.3. 1. Interview Space Name

SL.	Interview space code Frequency	Respondents (Base: 500) Percentage
1 Roads/footpath	121	24.2
2 Bus stop	172	34.4
3 Market	29	5.8
4 Hospital compound	25	5.0
5 Parks/beaches	30	6.0
6 Restaurants	19	3.8
7 Information centers	9	1.8
8 Theatres	5	1.0
9 Bus/train/auto/taxi	90	18.0
Total	500	100.0

4.3. 2. No. of Common Witness and Women

Interviewees	Women	CW	Total	%
Male		78	78	15.6
Female	400	22	422	84.4
Total	400	100	500	100.0

4.3. 3. Time of Interview of both Common Witness and Women

Time	before dark	after dark	Total
Female	322	78	400
%	80.5	19.5	100.0
CW-Female	16	6	22
%	72.7	27.3	100.0
CW-Male	61	17	78
%	78.2	21.8	100.0
Total	399	101	500
%	79.8	20.2	100.0

4.3. 4. Interview Site Name

SL.	Site name	Freq.
1	Mananchira	37
2	Nadakkavu	22
3	Medical college	19
4	Civil station	16
5	Palayam	12
6	Puthiya stand	11
7	Eranjippalam	10
8	Kallayi	9
9	Malapparambu	9
10	West hill	8
11	Kotooli	7
12	Kozhikode beach	7
13	Panniyankara	7
14	Parayancheri	7
15	SM street	7
16	Beach raod	6
17	Chevayoor	6
18	Karapparambu	6
19	Kozhikode	6
20	Meenchantha	6
21	Bepoor	5
22	Cherutty road	5
23	Cheruvanoor	5
24	mavoor road	5
25	Mayanadu	5
26	Valiyangadi	5
27	Areekkadu	4
28	Chelavoor	4
29	City stand	4
30	Eranjikkal	4
31	Kolathara	4
32	Kozhikode railway station	4
33	Kunduparambu	4
34	LIC corner	4
35	Manthottam	4
36	Pottammal	4
37	Puthiyara	4
38	Sarovaram	4
39	Thiruvanoor	4
40	Vattampoyil	4
41	Vellayil	4
42	Chalappuram	3
43	Chettikkulam	3
44	Christian college	3
45	Jail raod	3
46	Kappakkal	3
47	Kottaparambu	3
48	Kovoor	3
49	Koya road	3
50	Kuttichira	3
51	Muthalakkulam	3
52	Naduvattom	3
53	Pavamani road	3
54	Railway station	3
55	Stadium	3
56	The dumbattuthazham	3
57	Vellimadukunnu	3
58	Vengery	3
59	Arayidathupalam	2
60	Azchavattom	2
61	Chakkum kadavu	2
62	Cheriy Mangavu	2
63	Chevarambalam	2
64	East hill	2
65	Elathoor	2
66	English palli	2
67	Focus mall	2
68	Kinassery	2
69	Kudilthode	2
70	Kuthiravattom	2
71	LIC bus stop	2
72	Mangavu	2
73	Modern	2
74	Mofusal bus stand	2
75	Nellikavu	2
76	Payyanakkal	2
77	Pokkunnu	2
78	Sharada mandhiram	2
79	Stadium road	2
80	Thaneer panthal	2
81	Aalinchuvadu	1
82	Aazhchavattom	1
83	Athanikkal	1
84	Baby memorial hospital area	1
85	Basheer road	1
86	Beach	1
87	BEM school	1
88	BG road	1
89	Bhatt road	1
90	C H Fly over	1
91	CH overbridge	1
92	Chakkarothukulam	1
93	Chembrappalam	1
94	Chemmanadu	1
95	Chintha valappu	1
96	Chungam	1
97	Customs road	1
98	Devagiri	1
99	Edakkandi	1
100	Exchnge bazar	1
101	Govindhapuram	1
102	Haritha nagar	1

103	Head post office	1	141	Palazhi	1
104	Homeo college	1	142	Pallikkandiyil	1
105	IMA hall road	1	143	Pallimalakkunnu	1
106	Japharkhan colony	1	144	Pallykkandi road	1
107	Kalari stop	1	145	Parammal	1
108	kalippoyka	1	146	Parappuram	1
109	Kallayi railway station	1	147	Paroppadi	1
110	Kalluthan kadavu	1	148	Pattampoyil	1
111	Kaloor road	1	149	Pattery	1
112	Kambburathukavu	1	150	Porayi	1
113	Kammathu lane	1	151	Pottangadi	1
114	Kandaparambu	1	152	Pulakkadavu	1
115	Kannanchery	1	153	Pushpa Jn.	1
116	Kanoor road	1	154	Puthiya nirathu	1
117	Karikkamkulam	1	155	Puthiya palam	1
118	Karuvasserry	1	156	Puthiyangadi	1
119	Kommery	1	157	Puthiyapla	1
120	Korakkunnu road	1	158	Puthoorambalam	1
121	Kulangara	1	159	RC road	1
122	Kundayi thode	1	160	Silk street	1
123	Law college	1	161	Sreekandeswaram temple road	1
124	M.P.Road	1	162	St.Vincent colony road	1
125	MCC	1	163	Thadambattuthazham	1
126	Merikkunnu	1	164	Thali	1
127	MM ali raod	1	165	Thiruthikkavu	1
128	Mokavoor	1	166	Thoottinpeedika	1
129	Moozhikkal	1	167	Thoplayil	1
130	Mora bazar	1	168	Ullisherikkunnu	1
131	Mundikkalthazham	1	169	Ummalaloor	1
132	Muriyadu	1	170	Valayanadu	1
133	Nadakkavu West	1	171	Vandippetta	1
134	Nallalam baszar	1	172	Vattakkinar	1
135	Nellikode	1	173	Vayanashala road	1
136	Oilmil stop	1	174	Vengli Jn.	1
137	Oitty Road	1	175	Virippil	1
138	Pachakkal	1	176	Vrindhavan colony	1
139	Palapparambu	1	177	YMCA cross road	1
140	Palayam stand	1		Total	500

4.3. 5. Ward wise number of Interviews conducted (both W & CW)

Ward No.	Name	Frequency			
60	Palayam	78	69	Karapparambu	10
65	Nadakkavu	33	72	West hill	10
26	Parayancheri	32	59	Chalappuram	9
36	Kallayi	20	64	Eranjippalam	9
13	Civil station	19	25	Kotooli	8
27	Puthiyara	19	38	Meenchantha	8
66	Vellayil	19	62	Moonnalingal	8
61	Valiyangadi	15	18	Mayanadu	7
19	Medical college N	14	37	Panniyankara	7
8	Malapparambu	12	48	Bepoor	6
			21	Chevayoor	6

43	Kolathara	6	30	Kommery	3
34	Mankavu	6	44	Kundayithode	3
20	Medical college S	6	28	Kuthiravattom	3
1	Elathoor	5	16	Moozhikkal	3
29	Pottammal	5	50	Nadauvattom	3
9	Thadambattuthazham	5	23	Nellikode	3
15	Vellimadukunnu	5	32	Pokkunnu	3
71	Athanikkal	4	75	Puthiyappa	3
17	Chelavoor	4	39	Thiruvanoor	3
45	Cheruvanoor E	4	40	Areekkadu N	2
14	Chevarambalam	4	56	Chakkum kadavu	2
3	Eranjikkal	4	46	Cheruvanoor N	2
22	Kovoor	4	24	Kudilthode	2
6	Kunduparambu	4	5	Mokavoor	2
58	Kuttichira	4	42	Nallalam	2
53	Manthotam	4	55	payyanakkal	2
63	Thuruthiyad	4	74	Puthiyangadi	2
10	Vengeri	4	4	Puthoor	2
41	Areekkadu S	3	7	Karuvasserry	1
35	Azchavattom	3	31	Kuttiyilthazham	1
2	Chettikkulam	3	12	Paroppadi	1
70	East hill	3	11	Pulakkadavu	1
54	Kaplakkal	3	51	Punchappadam	1
33	Kinnassery	3	67	Thoplayil	1
			Total		500

4.3. 6. Duration of living/ visiting the city?

Duration of living / visiting this city?	W	W %	CW		CW %	Total	%
			Male	Female			
Longer than 5 years	220	55.0	30	18	48.0	268	53.6
1--5 years	85	21.3	36	3	39.0	124	24.8
Less than 1 year	36	9.0	9		9.0	45	9.0
Just visiting the city	59	14.8	3	1	4.0	63	12.6
Total	400	100.0	78	22	100.0	500	100.0

4.3. 7. Frequency of visit to this area in the last one year?



4.3. 8. The unsafe areas in the city for women

L. Unsafe Areas	Frequency	2	Palayam area	187
1 Puthiya stand	239	3	Mananchira area	86

4	Railway station	76	55	Ashoka hospital area	3
5	SM street	73	56	Beach raod	3
6	Vellayil Beach area	65	57	Bus stops	3
7	KSRTC bus stand	38	58	Civil station	3
8	Railway station area	38	59	Kottapparambu	3
9	Mavoor area	35	60	Manorama Jn.	3
10	Nadakkavu	31	61	Public transport system	3
11	Whole City	31	62	Puthiyambalam	3
12	Eranjippalam	25	63	Shanthi nagar colony	3
13	Medical college area	25	64	St. vincent colony	3
14	SK temple road	24	65	Theatres	3
15	Arayidathupalalm	22	66	Thondayade	3
16	LIC corner	22	67	Panikkar road	3
17	Thali raod	22	68	Azhakodi devi kshethram road	2
18	Stadium area	20	69	Basheer road	2
19	City stand	19	70	Chinthavalappu	2
20	MCC bank area	17	71	Kudilthode	2
21	CH fly over	16	72	MM ali road	2
22	Kallayi area	14	73	Mokavoor	2
23	Karapparambu	14	74	MP road	2
24	Valiyangadi	14	75	Pallikkandi road	2
25	West hill area	14	76	Thaliyambalam	2
26	Chalappuram	13	77	Vellimadukunnu	2
27	Muthalakkulam	12	78	YMCA road	2
28	Jail road	11	79	Athanikkal	1
29	BEM school area	10	80	Azchavattom	1
30	Cherooty road	10	81	Chevayoor	1
31	Sarovaram park	10	82	Customs road	1
32	Puthiyara	9	83	Elathoor	1
33	Beach hospital area	8	84	Kalluthan kadavu	1
34	Christian college area	8	85	Kannanchery	1
35	jafarkhan colony	8	86	kappakkal	1
36	Park	8	87	Karikkamkulam	1
37	Head post office area	7	88	Karimbanappalam	1
38	Kotooli	7	89	Konnadu beach	1
39	Mankavu	7	90	Kottaram road	1
40	Pavamani road	7	91	Kovoor	1
41	Pushpa Jn.	7	92	Kundayithodu	1
42	Francis road	6	93	Kuttiyilthazham	1
43	Kammathu lane	6	94	Manthottam	1
44	Meenchantha	6	95	Nellikode	1
45	Court road	5	96	Oyity road	1
46	Kidson corner	5	97	Parayanchery	1
47	Lions park	5	98	Pateery	1
48	SBI Jn	5	99	Payyanakkal	1
49	Vandippetta	5	100	Poorathara road	1
50	Bepoor	4	101	Pottammal	1
51	East hill	4	102	Puthiyappa	1
52	Koya road	4	103	Thiruvanoor	1
53	Malapparambu	4	104	Valayanadu	1
54	Panniyankara	4			

4.3. 9. Personal safety risks women face most when they are in the city

Safety risks faced by women in the city	Frequency			%		
	W	CW	Total	W	CW	Total
Sexual harassment	398	99	497	99.5	99.0	99.4
Sexual assault or rape	16	2	18	4.0	2.0	3.6
Violent physical attack	29	2	31	7.25	2.0	6.2
Robbery	332	60	392	83.0	60.0	78.4
Murder	6	0	6	1.5	Nil	1.2

4.3. 10. Factors contribute to women feeling unsafe?

Factors contributing to women's unsafe feeling	Frequency			%		
	W	CW	Total	W	CW	Total
Poor lighting	228	63	291	57.0	63.0	58.2
Lack of /poor signage or information	119	22	141	29.8	22.0	28.2
Poor maintenance of open public spaces	238	35	273	59.5	35.0	54.6
Crowded public transport/ bus stops/ bus stations	365	83	448	91.3	83.0	89.6
Lack of clean and safe public toilets	262	65	327	65.5	65.0	65.4
Lack of vendors / stalls or people in the area	198	49	247	49.5	49.0	49.4
Lack of effective/visible police	294	61	355	73.5	61.0	71.0
Men dealing with or taking alcohol/drugs	369	76	445	92.3	76.0	89.0
High walls on both sides of the roads	111	17	128	27.8	17.0	25.6

4.3. 11. Factors that affect the safety of women in this area

Why women face safety problems in the city	Frequency%					
	W	CW	Total	W (400)	CW (100)	Total
Being of a certain age-group	109	43	152	27.25	43.0	30.4
Being of a certain religion/caste	48	5	53	12.0	5.0	10.6
Being from another state/region	61	46	107	15.25	46.0	21.4
Being disabled	63	8	71	15.75	8.0	14.2
Being a woman	391	85	476	97.75	85.0	95.2
Being of a certain economic class	104	6	110	26.0	6.0	22.0
Being single/widow	138	62	200	34.5	62.0	40.0
Lack of respect for women from men	294	28	322	73.5	28.0	64.4

4.3. 12. Kind(s) of sexual harassment / assault women faced in the public places of this city in the past year

Kinds of Sexual harassment/assault faced /witnessed	Frequency			%		
	W	CW	Total	W (400)	CW (100)	Total
Verbal	343	90	433	85.8	90.0	86.6
Visual	338	86	424	84.5	86.0	84.8
Physical	261	73	334	65.3	73.0	66.8
Flashing	173	21	194	43.3	21.0	38.8
Stalking	212	37	249	53.0	37.0	49.8
Violent Physical attack	13	2	15	3.3	2.0	3.0
Misuse of mobile phones	132	42	174	33.0	42.0	34.8
None	9	1	10	2.3	1.0	2.0
Sexual assault or rape	5		5	1.3		1.0

4.3. 13. How often have women faced harassment in the city in the past year?

How often women face harassment in this city	Frequency			%		
	W	CW	Total	W (391)	CW (99)	Total
Just once	40	7	47	10.2	7.1	9.6
2 to 5 times	224	53	277	57.3	53.5	56.5
More than 5 times	69	18	87	17.6	18.2	17.8
Frequently	58	21	79	14.8	21.2	16.1
Total	391	99	490	100.0	100.0	100.0

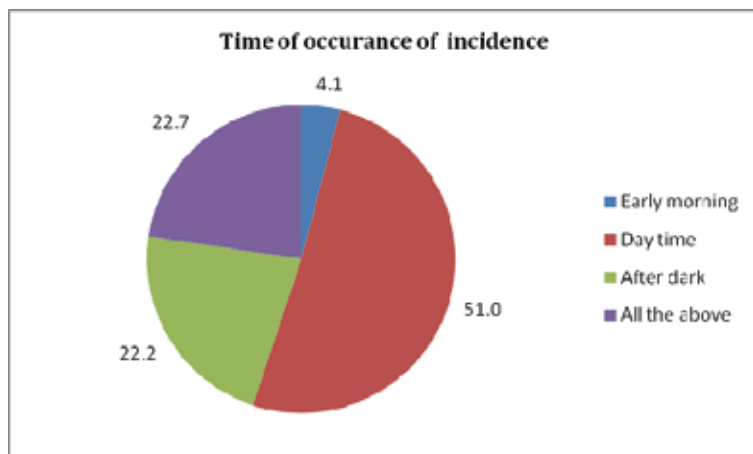
Direct Experience of women W=391 nos.

	Just once	2 to 5 times	More than 5 times	Frequently	Total
Verbal	32	198	58	54	342
Visual	26	196	61	55	338
Physical	17	144	48	52	261
Flashing	12	84	32	45	173
Stalking	17	105	44	46	212
Violent Physical attack		11		2	13
Misuse of mobile phones	9	70	11	42	132
Sexual assault or rape		4		1	5

Witness of harassment CW =99 nos.

	just once	2 to 5 times	more than 5 times	frequently	Total
Verbal	6	45	18	21	90
Visual	4	46	16	20	86
Physical	2	40	15	16	73
Flashing		10	6	5	21
Stalking	1	12	10	14	37
Violent Physical attack		1		1	2
Misuse of mobile phones		21	9	12	42

4.3. 14. Time of occurrence of these incident / incidents



4.3. 15. Specific public spaces where women faced sexual harassment/assault in the past year in the city

public spaces where women being harassed	Frequency			%		
	W	CW	Total	W (391)	CW (99)	Total (490)
Roadside	220	41	261	56.3	41.4	53.3
Using public transport	270	75	345	69.1	75.8	70.4
Waiting for public transport	279	52	331	71.4	52.5	67.6
Market place	101	34	135	25.8	34.3	27.6
Park	147	40	187	37.6	40.4	38.2
Public toilets	70	8	78	17.9	8.1	15.9
Cinema theatres	99	44	143	25.3	44.4	29.2
Hospital compound	93	14	107	23.8	14.1	21.8
Ticket counters	35	7	42	9.0	7.1	8.6

4.3. 16. Details about perpetrator/s

4.3.16.1 Age of the perpetrator

Age group of harassers	Frequency			%		
	W	CW	Total	W (391)	CW (99)	Total (490)
below 15 years		3	3	0	3.1	0.63
15-25 years	61	54	115	15.97	56.3	24.06
26-35 years	179	61	240	46.86	63.5	50.21
36-55 years	257	44	301	67.28	45.8	62.97
56 yrs and above	102	23	125	26.70	24.0	26.15
don't remember	6	2	8	1.57	2.1	1.67

16.2 Group or individual

4.3.16.1. Was it one person or more people

	Frequency			%		
	W	CW	Total	W (391)	CW (99)	Total (490)
One person	337	54	391	88.2	56.3	81.80
Group	24	3	27	6.3	3.1	5.65
Both	20	37	57	5.2	38.5	11.92
don't remember	1	2	3	0.3	2.1	0.63
Total	382	96	478	100.0	100.0	100.00

4.3.16.3 Same person/s in different incidents.

Was it same person or not	W	% W
Yes	44	11.52
Different persons	338	88.48
Total	382	100.00

4.3.17. Precautions taken by women to avoid sexual harassment/assault

Precautions taken to avoid sexual harassment/assault	W	% W
Avoid certain public spaces completely	77	19.3
Avoid going out alone at all times	146	36.5
Avoid using public transport	17	4.3
Avoid going out alone after dark	270	67.5
Avoid going to crowded places	116	29.0
Avoid going to secluded places	196	49.0
Avoid wearing certain clothes	51	12.8
Carry items to protect myself	59	14.8
No,I don't do anything	85	21.3

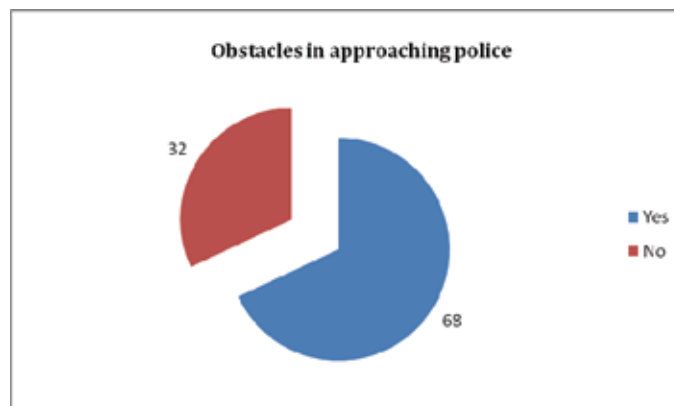
4.3.18. Response of women when sexually harassed/ assaulted

Actions taken when sexually harassed/assaulted	Freq. W	% W
Nothing	76	19.4
Confronted the perpetrator	206	52.7
Asked bystanders for help	141	36.1
Reported it to helpline/to another service	13	3.3
Told/asked for help from family	104	26.6
Told/asked for help from a friend	111	28.4
Reported it to the police	21	5.4

4.3. 19. Women thought of approaching the police

women thought of approaching the police	Base 370	Frequency	% W
Yes		105	28.38
No		265	71.62

4.3. 20. Obstacles in approaching the police



4.3. 21. What obstacles are there in approaching the police?

Obstacles faced when approaching police	Freq. W	% W
They would blame me for the incident	69	25.4
They will trivialize it	132	48.5
Afraid to approach the police	96	35.3
The process is too tedious	179	65.8
They will not do anything	90	33.1
They will merely record the incident....	41	15.1
This may affect on me and my family	83	30.5

4.3. 22. Number of respondents witnessed other women/girls being harassed in public over the past year

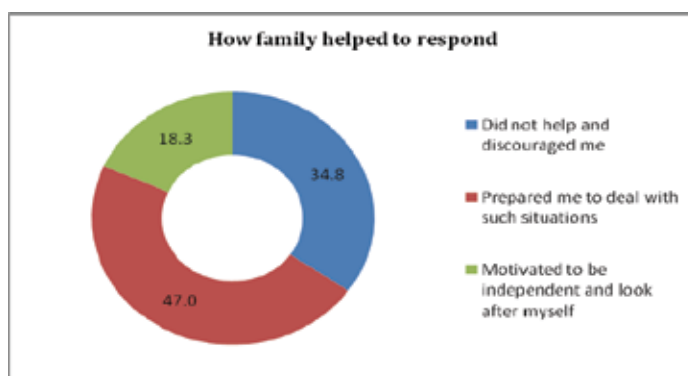
Respondents	% (Yes)	% (No)
W (400)	54.0	46.0
CW (100)	99.0	1.0
Total (500)	63.0	37.0

4.3. 23. Reaction of respondents when seeing other women or girls being harassed in public

Reaction when harassments are witnessed Frequency %

	W	CW	Total	W	CW	Total
Support the victim	331	43	374	82.8	43.0	74.8
Get public support	214	35	249	53.5	35.0	49.8
Call the police	44	46	90	11.0	46.0	18.0
Prefer not to get involved	41	38	79	10.3	38.0	15.8

4.3. 24. How family helped women to respond to their experience of sexual harassment?



4.3. 25. Sharing the experience of harassment with parents and other family members

Did you share the exp. with parents or any other family members (W)	Frequency	%
Yes	270	67.5
No	130	32.5
Total	400	100

4.3. 26. Reaction of the family

Occupation	House wife	Student	Working	Total
they blamed me	11	9	14	34
restricted my mobility	10	8	18	36
had discussion on how to deal with such situation	41	27	95	163
motivated me to not to put up with such situations	37	36	99	172

4.3. 27. Why women not sharing the experience of harassment with family?

Reasons for not sharing	Occupation			
	House wife	Student	Working	Total
I think they would have got worried	9	8	22	39
They will restrict my mobility	15	6	36	57
They will tease/harass me by saying about this later	8	7	17	32
They cannot help so I have to handle this myself	13	5	39	57

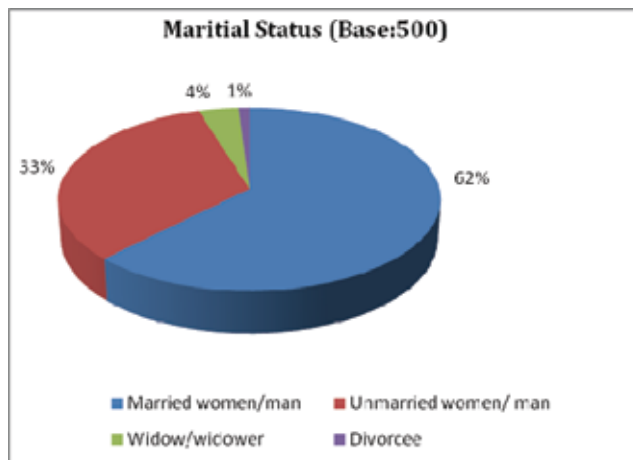
4.3. 28. Knowledge on redressal mechanisms to help women/girls facing violence?

Redressal mechanisms	Frequency (Base:500)			%		
	don't know	heard	know contact	don't know	heard	know contact
Women's commission	4	307	189	0.8	61.4	37.8
Women's help line	146	217	137	29.2	43.4	27.4
Traffic helpline	242	170	88	48.4	34.0	17.6
Railway alert	407	67	26	81.4	13.4	5.2
Corporation Jagratha samithy	285	179	36	57.0	35.8	7.2
Women's organisations	50	288	162	10.0	57.6	32.4
Janamaithri Police	177	249	74	35.4	49.8	14.8

4.3. 29. Age of respondents (W & CW)

Age	Freq.	%
17-19	22	4.4
20-24	98	19.6
25-29	67	13.4
30-34	60	12.0
35-39	88	17.6
40-44	66	13.2
45-49	55	11.0
50-54	21	4.2
55-59	13	2.6
60-64	7	1.4
65-69	3	0.6
Total	500	100.0

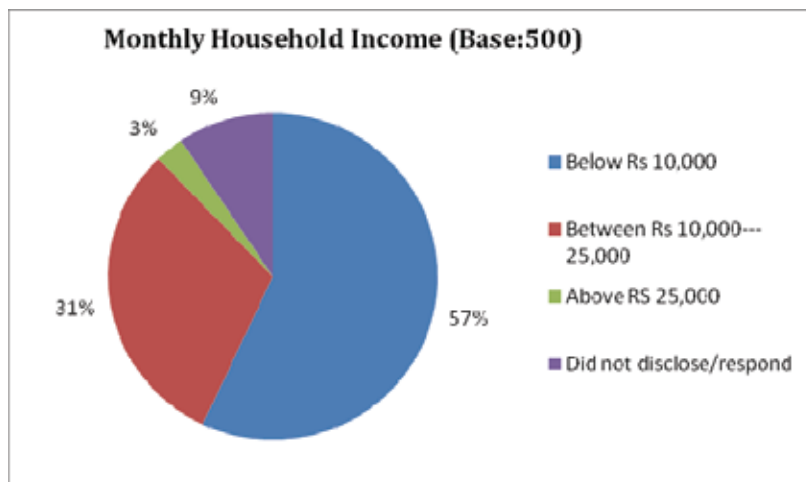
4.3. 30. Marital status



4.3. 31. Level of education

Level of education	Frequency			%		
	W	CW	Total	W %	CW %	Total
Did not complete primary school	4	Nil	4	1.0		0.8
Upto 7th standard	24	2	26	6.0	2.0	5.2
SSLC d)(10th st	89	23	112	22.3	23.0	22.4
Studying 12th Std/completed	74	13	87	18.5	13.0	17.4
Completed/going through university education	134	36	170	33.5	36.0	34.0
Completed/doing professional education	75	26	101	18.8	26.0	20.2
Total	400	100	500	100.0	100.0	100.0

4.3. 32. Monthly household income of respondents



4.3. 33. Occupation of the respondents

Occupation	Frequency			%		
	W	CW	Total	W %	CW %	Total
House wife	97	4	101	24.3	4.0	20.20
Student	76	15	91	19.0	15.0	18.20
Working	227	81	308	56.8	81.0	61.60
Total	400	100	500	100.0	100.0	100.00

Annexure 5

Action Plan for a Safe City

This action plan was first formulated in the workshop conducted at Thiruvananthapuram on 20th December 2010. "Working together towards safe Public places". Then finetuned in different consultations with experts. We propose this action plan for safer Thiruvananthapuram and we hope that adaptation of this action plan will help for safer cities in Kerala.

ACTION PLAN FOR SAFE CITY

Detailed Action Plan					Sakshi's contribution
Sl.No:	What	Who	When	How	
1.	Safe City Platform (See Annexure 1)		Urgent		
2.	Red Alert Areas (See Annexure 2)		Urgent		
The following detailed action plan has to be implemented by the Safe City Platform					
3.	Special training to Police personnel especially those who manage 1091	Police Department, women activists	Short term	Awareness classes; discussions with victims, women activists	Make available the resource person
4.	Wide and proper publicity of 1091	Police Department, government agencies, NGOs, CBOs Women's Commission, Kudumbashree, mobile service providers, Media	Short term	<ul style="list-style-type: none"> ▶ Scroll the number in low floor buses and stencil it inside all the buses ▶ Bulk sms ▶ Scrolls during peak hours on TV ▶ Slide shows in Cinema theatres ▶ Hoardings and boards on road sides, pamphlets, bit notices etc. 	Develop publicity material both electronic and print
5.	Simplify the process of complaining	Police department, NGOs and CBOs	Short term	Make the complaint forms in inlands available in more places like RAA, bus stands, medical shops or mobile recharge shops at key places.	Will keep the forms in our office and distribute to more people.
6.	Auto rickshaws	Police department- traffic police	Short term	Display visibly the following information behind the driver seat. <ul style="list-style-type: none"> a) Police help line numbers b) Photo, name, address and license number of the driver 	Monitoring and reporting
7.	Set up support group in all police stations in the state.	Police Department; women activists	Mid term	Formation of support groups with Women social activists (Refer- 'Special Cell for Women and Children' in Mumbai Police with support from Tata Institute of Social Sciences (TISS))	Make available women activists including lawyers

8.	Strengthen Janamaithri Police.	Police Department; Social Welfare Department, Corporation, Women's Commission Health Department; service providers Residents associations	Mid Term	Link the needy persons (old aged persons, single women, disabled persons. etc) with Janamaithri police. Provide free facilities like ambulance, mobile toll free number etc. during emergency.	Monitoring and reporting
9.	Safe City Campaign	Safe City Platform	Mid term	Make spots / documentaries/ print advertisements on violence against women in public places	Development of publicity materials Coordinating and organizing workshops, trainings ...etc
10.	Safe transportation	Police Department, traffic police, Corporation, KSRTC	Mid Term	Provide 24 hr prepaid auto, taxi services Provide facility for on the spot registration of complaints in KSRTC and private registration	Monitoring and reporting
11.	Strengthen State and district Women's Police Cells	Police Department, Women activists	Long Term	Policy level decision is needed. Provide more power to take independent actions. Give gender trainings	Make available the resource persons
12.	Short Stay Home facility	Planning Board; Social Welfare Department; Police Corporation; Police	Mid Term	Set up short stay homes for women who <ul style="list-style-type: none"> ▶ face violence at home ▶ seek this facility to Police (like 1091) ▶ rescued by the police from different situations. ▶ reaches the city alone at night. Corporation has buildings unutilized in the city and can use some of these buildings for the purpose	Monitoring and reporting

13.	Victim compensation	Planning Board	Short Term	Budget allocation for The Section 357 (A) of The Criminal Procedure Code (Amendment) Act 2008.	
14.	Sensitise Judges and Lawyers on the issue	Judicial Academy, Planning board, KELSA, Bar Association	Short Term	Awareness programmes; discussions with victims, women activists	Make available the resource person
15.	New Law to protect women in public places	Law Department; Legislative assembly; KELSA; Bar association	Mid Term	Frame new Law (reference - Tamil Nadu Prohibition of Harassment of Women Act 2002) ; Awareness	Make available expert lawyers from Chennai to discuss the law in Tamil Nadu and to adapt and draft similar law in Kerala also.
16.	Separate court for Violence against women	Law Department	Long Term	Timely and speedy delivery of justice	Advocacy at different levels with other likeminded organizations and individuals
17.	Regular inspections to check buses stop at proper bus stops and after dark at places where women require	KSRTC	Short Term	Proper monitoring by the officials	Sakhi is willing to collaborate with KSRTC to undertake any study regarding safety of women in buses.
18.	Long distance buses halt at convenient places where rest rooms and good women friendly toilets are available	KSRTC	Short Term	Proper monitoring by the officials	
19.	Facility for on the spot registration of cases of harassment at buses	KSRTC Police Department	Short Term	Make available the complaint forms with the conductors; reach police on the next stop if they get a complaint call to help line number (including 1091) from a particular bus (by women) and take actions to register complaint.	

25.	Proper maintenance of roads, foot paths and bus shelters	Corporation; PWD; road fund board		<p>Make foot paths pedestrian friendly and ensure timely maintenance.</p> <p>Bus shelters must have seating facility which should be convenient for aged and physically disabled people.</p> <p>Bus shelters/stands must be a complex having feeding cubicles for lactating mothers, separate toilets for women and men.</p> <p>Ensure its proper maintenance</p>	Monitoring and reporting
26.	Strengthen JAGRATHA Samithis associated with local self governments	Corporation; Police; political parties; NGOs	Short Term	<p>Take initiatives to Strengthen one of the best methods of redressal mechanism to counter violence against women by Local self governments (constitute the cell), Political parties (give support to the local body), Police (provide special order to all CIs/ SIs to be part of the cell and give support), KELSA, Bar Association (Legal support) NGOs (expertise), CBOs (support groups)</p>	Trainings on Jaagratha Samithi
27.	Strengthen gender desk in schools	Education Department	Short Term	<p>A forum where students can share their problems.</p> <p>This is active in some schools as part of panchayat jaagratha samithi, spread it to all schools in the state.</p>	Training on Gender Desk
28.	Make life skill education and self defense course part of school curriculum	Education Department	Mid Term	Allot an hour in every week for this	Make available the resource person (Expert);

		KSRTC	Mid Term	Budget allocation; schemes like JNNURM	
20.	Increase the number of public transport facility – buses – more low floor buses				
21.	Safety measures in Buses	KSRTC Private bus operators/owners Association	Mid Term	Stencil the helpline numbers including 1091 inside the buses Erect hidden cameras (make it known to the public) Training to the crew on women's safety issues in buses and how to handle it	Make available the resource persons for trainings; Monitoring and reporting
22.	(a) Make two doors compulsory; (b) The front door must have proper handle in working condition which can be used by ladies to access the reservation seats easily; (c) All reservation seats must be in the same manner in all buses, that is in the front part; (d) Select seats from both sides for women's reservation and indicate the reservation seats on the outside of the bus (left side near the door)	KSRTC	Mid Term	Proper monitoring by the officials	Monitoring and reporting
23.	For the crew: separate rest rooms with good toilets for ladies and gents at main points; facility to manage occupational stress at central depot.	KSRTC; Corporation; Panchayats	Mid Term	Chain of toilets related to bus stops at main points with the help of local bodies; appoint a councilor at the central depot.	Monitoring and reporting
24.	Make public places women friendly	Corporation management of the public place,	Mid Term	Ensure rest rooms with feeding cubicles and women friendly toilets for staff and visitors in all public places like, Market, court, religious worship place, theatre, bus stand, library, park and beach	Monitoring and reporting

29.	Safety measures in trains	Railway; Railway police	Short term	Ladies compartments should be brought in three places of the train -the front, middle and back (not in the extreme back) with special colour on exterior and interior ; Appoint women police in Lady's compartments; Give wider publicity to the railway helpline number and the sections 145 and 162 of Indian Railway act.	Monitoring and reporting
30.	Campaigns by social organizations	Social organisations	Short Term	Take 'safety in public places' as theme for March 8th campaign	Provide materials like posters, booklet, video on safe city etc.

Formation of Safe City Platform

We propose the need to form a Safe City Platform under the leadership of DGP. Sakhi will coordinate the Platform under the guidance of the DGP. The Platform can do timely review, monitor and facilitate actions which would make the city safer. The Platform has to constitute a panel with heads of the various departments, NGOs, legal experts...etc. The Police department, Planning Board, Women's Commission, KELSA, Kudumbashree, Town planning, Traffic police, Women Police Cell, Corporation, Education Department, KSRTC, PWD, KSEB, NGOs, Residents Associations can be part of the platform.

Functions of the Platform for a safe city:

- Support the police department to implement gender friendly programmes more effectively
- Coordination of various stakeholders
- Monitoring of 1091
- Giving recommendations to the Government
- Organizing workshops, campaigns, trainings
- Development of campaign materials (both electronic and print)

Red Alert Areas (RAA)

As part of the safe city initiative under taken by Sakhi, four areas in Trivandrum namely Eastfort, Thampanor, Statue and Medical College have been identified as the most unsafe areas for women. We request the Police Department to consider these areas as Red Alert Areas (RAA). More attention and focused actions are needed to be taken. Suggested actions are;

1. Special help booths adjacent to the bus shelters.
2. Post more police force
3. Provide complaint box and forms
4. Display hoardings having helpline numbers and messages
5. Provide hidden cameras
6. Provide Pre paid auto rickshaws