

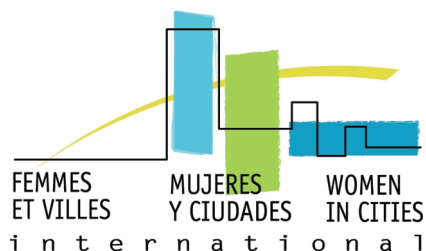


**THIRD INTERNATIONAL CONFERENCE
ON WOMEN'S SAFETY:
BUILDING INCLUSIVE CITIES**

November 22-24, 2010

**Conference
Background Paper**

Prepared by Women in Cities International and Jagori



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I Introduction¹

The Third International Conference on Women's Safety provides an important opportunity to assess some of the current and emerging trends, achievements and challenges in building safe and inclusive cities for women and girls. It is grounded in **a systemic rights-based approach to women's safety that recognizes diversity**. It emphasizes the need to work towards more equitable access to the opportunities cities can offer, regardless of age, gender, race, religion, sexual orientation, immigrant status, disability or any other factor, for all city dwellers, and it strongly reaffirms that solutions introduced by women to enhance safety will make cities safer for all².

The conference theme **"Building Inclusive Cities"** brings to the fore the strong contributions women and girls make to cities in various spheres such as water and land management, economic development, crime prevention, poverty eradication, urban planning, and social service provision to name a few. Too often, women's contributions to city life and safe communities are unacknowledged or under resourced. By asserting women's right to participate in decisions regarding the creation of urban spaces or access to good water and sanitation, or transport, women can actively take part in creating inclusive environments that reduce the fear of crime, offer fewer opportunities for violence³ and encourage greater economic, social and political equality.

The conference is jointly organized by Women in Cities International (WICI) and Jagori in collaboration with a number of key international partners including Red Mujer y Habitat de América Latina, the Huairou Commission⁴, the United Nations Development Fund for Women (now UN Women) and the United Nations Human Settlements Programme (UN Habitat).

WICI, based in Montreal, Canada, has been actively working since 2002 to promote women's safety approaches internationally. The organization draws on its highly committed staff, members and networks using participatory approaches to develop a wide range of women's safety partnerships between grassroots women's groups, cities and other governments, researchers across a number of disciplines (governance, architecture, urban development, criminology, sociology, geography, women's studies, social work etc.) international organizations and donors.

Jagori (Awaken Women), based in New Delhi, India, is a innovative women's training, documentation, communication and resource centre, established in 1984 with the aim of increasing feminist consciousness among a wider audience using creative approaches. Over the years, Jagori has pioneered some path-breaking learning, training and research methodologies in India. Examples include conducting safety audits in public spaces, assessing the impact of urban evictions on women, and facilitating women's rights through existing legal instruments.

In addition to co-organizing the conference, Jagori and WICI are actively partnering in the *Gender Inclusive Cities Project: Increasing Women's Safety by Identifying and Disseminating Effective and Promising Approaches to Promote Women's Equal Access to Public Spaces* with an award from the UN Trust Fund

¹This background paper draws on a longer Reference Paper written by Laura Capobianco, Senior Consultant, for Women in Cities International - "Building Inclusive and Safe Cities with Women and Girls: Foresight, Action, Networks and Sustainability". It will be made available as part of the conference proceedings on WICI's website.

²Michaud (2008), Shaw and Andrew (2005)

³Andrew (1995), Whitzman (2008)

⁴A Global coalition of networks, institutions and individual professionals that links grassroots women's community development organizations to partners. The Huairou Commission is involved in a global campaign to link women, safety, and cities.

to End Violence against Women, managed by UNIFEM (2009 – 2012), and on an action research project supported by the International Development Research Centre (IDRC) on *Women’s Rights and Access to Water and Sanitation in Asian Cities* (2009 – 2011).

Aims and Objectives of the Conference

Over the past 20 years, the development of international networks has facilitated the transfer and adaptation of participatory tools and methods of working to engage governments, civil society and the public to enhance women’s safety in cities. This *Building Inclusive Cities* conference has a number of objectives:

- To **review and consolidate** some of the diverse tools and approaches which aim to build safer and inclusive cities
- To **help build capacities** at the local level and mobilize both community and government sectors to implement safe cities approaches
- To **assess the lessons learned** from good practices which aim to enhance women’s inclusion and right to the city.

The expected outcomes are:

- **Increased awareness, engagement and advocacy** on women’s right to the city including...
- **Better understanding** of the benefits of building safe and inclusive cities
- **Increased knowledge of strategies** for women living in diverse settings to address the challenges and opportunities cities present, and
- **Tools and practices** that can be adapted and developed when participants return to their communities
- **Plans of action to advance women’s right to the city**, and mobilize international, government and community-wide support.

The Conference will provide a space for women’s groups and community based organizations, government agencies as well as international agencies, to assess the progress made in the field of women’s safety. It will promote the sharing of promising and effective women’s safety initiatives, and knowledge about gender-sensitive methodologies and tools. Drawing on different media to stimulate debates, raise voices, and develop common visions, the conference hopes to mobilize new actors to recognize the diverse needs and concerns of women and girls – as well as men and boys - in building inclusive and safer communities.

Context – Previous conferences on women’s safety

The Conference marks **the third in a series of participatory and dynamic women’s safety events**. The First International Women’s Safety Seminar⁵ “*Making the Links*”, was held in Montreal, Canada, in 2002,

⁵The event was organized by the Centre d’Action sur femmes et sécurité Urbain (Women’s Action centre on Urban Safety-CAFSU) with support from the City of Montreal, UN Habitat, the Huairou Commission and the International Centre for the Prevention of Crime, and brought together 160 stakeholders, from 27 countries

and the Second International Conference on “*Safer Cities*”⁶ in Bogota, Colombia in 2004. Both of these events culminated in a Declaration on Women’s Safety (see Appendix) drawing on the international knowledge base on women’s safety programming, tools, and practice to date, and the direct participation of conference delegates, including women leaders from the community.

The substantive messages in the **Declarations**, underline the need for a holistic approach to address the multi-faceted and complex nature of gender-based violence. They outline the roles which various partners must play, including National Governments, local authorities, private sector, research, and the police. They call for action, and outline the commitments made by women’s groups including WICI, UN Agencies, the Huairou Commission, and others to promote and support women’s safety initiatives across the world.

These two international conferences have helped to strengthen sisterhood and networks, change attitudes and practices, and support collaborative partnerships to reduce violence against women and girls and enhance women’s safety. Some of the achievements include:

- Increased **knowledge about, and greater adaptability and flexibility in the application of women’s safety tools in different national, regional and local contexts**. Examples include: gender auditing, the safety audit methodology⁷ in general, the women’s safety audit⁸ in particular, and local-to-local dialogues⁹. Recommendations from their use have reached a variety of public and private actors (eg. municipal governments, schools, housing management companies, etc).
- **Strengthened links** between WICI, Red Mujer y Habitat de América Latina, the Huairou Commission, UN-HABITAT and UNIFEM. The most recent example is collaboration in the context of UNIFEM’s *Global Programme for Safe Cities*,¹⁰ involving comprehensive local safety initiatives to be undertaken by women’s groups and municipalities in Latin America, Asia, and Africa.
- **Diversification in the range of projects and publications** produced by WICI¹¹ and its partners to inform action in the field, and highlight the importance of recognizing women’s agency in all its diversity (age, race, ethnicity, sexual orientation, etc.).
- **Increased access to online opportunities that further widen the links and enhance learning and exchange**. This includes the proliferation of websites¹² featuring networks, women’s safety practice compendia, tools, event proceedings, awards.

⁶Organized by the City of Bogota, Política de infancia y adolescencia, Cuidadas mas seguras, with support from the UN-HABITAT, UNIFEM and UNDP, and brought together 300 delegates from 17 countries, including stakeholders from grassroots and community organizations, national and local governments, gender experts, police, international women’s networks and donors.

⁷EFUS (2007)

⁸Whitzman et al (2009), WICI (2008), ICPC (2008a, 2008b)

⁹Huairou Commission (2008), WICI et al (2009), Goldenberg (2008), UN-Habitat & Huairou Commission (2004)

¹⁰UNIFEM (2010)

¹¹Eg. WICI (2010). Together for Women’s Safety. Creating Safer Communities for Marginalized Women and Everyone. Montreal: WICI; WICI (2008). Women’s Safety Audits: What works and where? Kenya: UN-Habitat Safe Cities Programme; WICI, Mujer y Habitat de America Latina, and Huairou Commission (2009). The Global Assessment on Women’s Safety. Kenya: UN-Habitat; WICI (2007). Building Community Based Partnerships for Local Action on Women’s Safety, Montreal: WICI; WICI (2006) Moving from the Margins - Actions for Safer Cities for the Full Diversity of Women’s and Girls: Lessons for Increasing the Visibility of Crime Prevention at the Local Level. Montreal: WICI.

¹²Some international examples include: WICI’s database on tools and practices (www.femmesetvilles.org), Red Mujer y Habitat (www.redmujer.org), and UNIFEM’s Global Virtual Knowledge Centre to End Violence against Women and Girls (<http://www.endvawnow.org/>), and ICPC’s International knowledge base on crime prevention and community safety (www.crime-prevention-intl.org).

Context – The renewed global movement on violence against women and gender equality

Together with other recent events¹³, these two conferences have clearly demonstrated the **importance of face to face interaction to facilitate learning and build and sustain momentum in the global movement for safe cities for women and girls.**

The conference is also very timely since 2010 has seen a number of important **global initiatives** to raise awareness of violence against women and promote gender equality at national and regional levels. These include the 15th Anniversary of the World Conference on Women and the signing of the Beijing Declaration and Platform; the 10th Anniversary of the launch of the Millennium Development Goals MDGs, in line with global efforts to promote gender equality (MDG 3); the 10th Anniversary of the UN Security Council Resolution 1325, which focuses attention on the impact of conflict on women, and calls for women’s engagement in conflict resolution and peace building; and the launch of the African Decade for Women (2010-2020) by the African Union.

This year also marks the second anniversary of the launch of United Nations Secretary-General Ban Ki-moon’s *UNiTE to End Violence against Women Campaign* that calls upon governments, civil society, women’s organizations, young people, the private sector, the media and the entire UN system to address the global pandemic of violence against women and girls. UNODC and UNHCR have both been instrumental in furthering resolutions adopted by the General Assembly in 2010 on the prevention of violence against women.¹⁴

II Key Terms and Concepts

Some of the key terms to be used in the Conference and this background paper are defined below.

Violence against Women and Gender Based Violence

The 1993 Declaration on the Elimination of Violence Against Women, the first international human rights instrument to exclusively address the issue of **violence against women (VAW)** defines it as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty,

¹³UNIFEM (2010) Young Women’s Forum, World Youth Conference, León, Guanajuato, Mexico, August 24th, 2010. Gender Governance and Cities in the Arab World and the Mediterranean, Cairo, April 14th-15, 2010. The Gender and Women Roundtable: Towards Safer Cities for Women, hosted by the Huairou Commission, Women and Cities, International and the Women and Habitat, Network of Latin America, in partnership with UN-HABITAT. Fifth World Urban Forum, Rio de Janeiro Brazil, March 24, 2010. Panel Discussion (2010). Women using human rights to strengthen anti-violence strategies: Afghanistan, Sudan, Colombia and the United States. Organized by Madre, United Nations Plaza New York, March 3, 2010, Second International Seminar on Safe Cities Free of Violence against Women, Safe Cities for All. Ministry of Foreign Relations, Government of Argentina/UNIFEM Buenos Aires, July 23- 25th, 2008. International Centre for the Prevention of Crime 8th Annual Colloquium on Women’s Safety: A Shared Global Concern, Queretaro, Mexico, November 12-14th, 2008.

¹⁴Human Rights Council Resolution A/HRC/RES/14/12 June 2010. Accelerating efforts to eliminate all forms of violence against women: ensuring due diligence in prevention; ECOSOC Resolution E/CN.15/2010/L.2 May 2010. Strengthening crime prevention and criminal justice responses to violence against women.

whether occurring in public or private life.”¹⁵ The term **gender-based violence** (GBV) has come to be used more widely at the internationally level over the past decade. It reflects the fact that violence against women results from an imbalance of power between women and men.

Women’s Safety

In many countries much of the work to eliminate violence against women focused initially on private or intimate violence, and violence in public space remained unrecognized and unarticulated in policy terms. The concept of **women’s safety** has been defined as involving “strategies, practices and policies with the goal of reducing gender-based violence and women’s fear or insecurity of violence”.¹⁶ It acknowledges that there is **a continuum between private and public violence** which requires us to work on both.¹⁷ Both the causes and consequences of gender inequality and women’s lack of safety are interrelated and multi-faceted. Fear of violence affects the everyday lives of women, restricting their freedom and use of the city and public space. Women’s safety is an important and positive paradigm shift which places more focus on communities and the role of cities, and encourages practical initiatives that help create safer cities. Recently, women’s safety has also been seen more generally to include freedom from poverty, financial security and autonomy, and having a sense of self-worth.¹⁸

Gender Mainstreaming

Gender mainstreaming was defined by the UN in 1997: “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels..... The ultimate goal is to achieve gender equality’.¹⁹ Gender mainstreaming has had a chequered history, with the loss of focus on women in policies and practice in some countries, but there is renewed attention to the need to ensure that women’s and men’s safety issues are taken into account at all levels of government, including through data collection, and that women are specifically empowered to work in local contexts and with local governments.²⁰

Gender includes men and boys as well as sexual minorities, (transgenders, homosexuals and intersexuals), and there is now greater emphasis on **the need to change cultural acceptance of violence against women** and to engage and offer alternative life style choices to men and boys. In relation to masculinity and sexual minorities, there is a need to understand the perpetuation of cultures of violence, and think creatively about how to address this contemporary problem that thrives in war and militarism, but is also present in post-conflict and so-called times of peace. We need to find ways to reconstruct and develop prevention approaches which create spaces for equality and respect.

¹⁵Declaration on the Elimination of Violence against Women General Assembly (Article 1). December 1993.

¹⁶Shaw & Capobianco (2004), p.5

¹⁷Sweet & Ortiz Escalante (2010)

¹⁸Global Assessment on Women’s Safety. UN-HABITAT et al. (2008).

¹⁹Report of the Economic and Social Council for 1997 A/52/3 Commonwealth Secretariat (2009)

²⁰Caroline Moser (2008). Safety, Gender Mainstreaming and Gender-Based Programmes, In Proceedings of the 8th ICPC Colloquium, Queretaro, Mexico, November 12-14th.

Right to the City

The concept of the **right to the city** has been endorsed by a number of countries and cities as including the protection of all types of human rights and fostering social inclusion in cities. Initially developed in 2004-2005, it promotes liberty, freedom and the benefits of city life for all, transparency, equity and efficiency in city administration, participation and respect in local democratic decision making, recognition of diversity in economic, social and cultural life, and the reduction of poverty, social exclusion and urban violence.²¹ City development and the use of public and private space are also implicated.²² Brazil's City Statute (2001), the Civic and Citizens' Pact (2003) adopted by the city of Dakar, Senegal, the City of Montreal's Charter of Rights and Responsibilities (2006), and Ecuador's new Constitution (2008) all recognize the right to the city.²³

Women's safety and the 'right to the city' are inextricably linked. Women's lack of safety is a serious obstacle to achieving gender equality. It curtails their mobility and ability to participate fully and freely as citizens in their communities. Women's 'right to the city' includes the right to live free from violence and fear, in more equitable, democratic and inclusive cities.²⁴ It recognizes that women and girls have the right to participate and be a part of the decision-making process in local governance and urban planning.

III Where are we now? Some Key Trends Affecting Women's Safety

Violence against women is receiving greater attention across the world, but it is important to ensure that the **movement of safe cities for women and girls continues to grow, and benefit the lives of all women, particularly those affected by poverty and gender discrimination.**

Recent comparative studies across the world show that **violence against women is widespread in public and private settings.** The World Health Organization's (WHO) *Multi-country Study on Women's Health and Domestic Violence against Women* collected information on intimate male violence against partners in ten countries in 2005.²⁵ The proportion of women who had experienced physical or sexual violence, or both, in their lifetime ranged from 15% to 71%, with most countries recording between 29% and 62%. The study emphasises not only the **damaging public health impacts** of such violence, but the very **strong influence that gender roles and expectations play.** In some countries as many as 50-90% of women felt that it was acceptable for a man to beat his wife under a number of circumstances.

The *International Violence Against Women Survey* (IVAWS) which looks at both intimate violence and violence perpetrated by men other than partners, also underlines that women are far from safe.²⁶ Eleven countries have so far participated in this victimization survey.²⁷ The findings from nine countries

²¹World Charter on the Right to the City. (2004/5). www.env-health.org ,

²²Brown (2010), p.6

²³UN Habitat (2010a)

²⁴Falu (2010), p.16

²⁵WHO (2005) Bangladesh, Brazil, Ethiopia, Japan, Peru, Namibia, Samoa, Serbia and Montenegro, Thailand and the United Republic of Tanzania.

²⁶Johnson, et al (2008).

²⁷Australia, Cost Rica, Czech republic, Denmark, Greece, Hong Kong, Italy, Mozambique, Philippines, Poland and Switzerland

show that violence was prevalent in every country studied, and among all age and socio-economic groups of women:

- In the majority of countries studied, between 35% and 60% of women experienced physical or sexual violence by any man since age 16
- In most countries, between 22% and 40% of women have been physically or sexually assaulted by an intimate partner
- Between 10% and 31% of women have been sexually assaulted by a man other than an intimate partner
- While physical violence tends to predominate in relationships with intimate partners, when other men are the perpetrators, sexual violence tends to occur with the same or greater frequency as physical violence.

It is important to think ahead, and anticipate what will be needed to harness the opportunities cities can offer. *How can we deal with the multiple challenges to women's safety, given increasing urbanization, the growing migration of women to cities, the growth of private policing and information technology, and emerging environmental challenges? How can we ensure that concerns about growing gender inequality continue to be addressed?*

Increasing Urbanization

More women and men are living in cities than in the past, primarily as a result of rural-urban migration. Most of the **anticipated growth in the number of urban dwellers is expected to take place in developing countries**, notably in Africa and Asia, and will be concentrated in a few countries such as China, India, the Congo, Nigeria, Bangladesh, Indonesia, Pakistan and the Philippines.²⁸ Dispossession of lands, forced evictions, and lack of employment opportunities are some of the factors contributing to this development. Rapid urbanization can overwhelm basic infrastructure (utilities, housing, etc), as well as government services such as health, social services, and policing. Poverty and exclusion will increasingly be given an urban face, and informal ways of living will become much more widespread.²⁹ **Growing income inequalities in cities are leading to increasing disparities in income and quality of life among urban dwellers, and women are especially affected.**

There is accelerating social and spatial segregation of cities, where the urban rich (and some middle income residents) live in gated communities guarded by private security, and enjoy high quality services and public spaces. They are separated from the urban poor living in informal peri-urban and under-serviced settlements. Slum dwellers face several forms of exclusion that affect their attainment of full citizenship, such as secure and good quality housing, good education, affordable health services, decent adequate transport, access to work and credit, and safety and the rule of law.³⁰

Girls under the age of 12 make up an increasing proportion of urban slum dwellers and female-headed households predominate.³¹ **Women living in informal settlements are often victims of discrimination and abuse.**³² They face the triple challenges of balancing household responsibilities, childcare, and

²⁸UN HABITAT (2010)

²⁹This refers to the increase in informal practices and ways of life in cities see AlSayyad (2004) p.1

³⁰Garau et al (2005), p.2.

³¹UN Habitat in WICI et al (Forthcoming)

³²UN-HABITAT and OHCHR (2005), p.178

work with very limited support, and in sometimes violent and chaotic spaces which police and local city staff will not enter.

Programmes designed to meet the needs of female slum dwellers must recognize them as a heterogeneous group, where “class, age, marital status, kinship role, and status as wife, daughter, sister and mother all intervene to create differences in power, authority, and access to resources.”³³

Yet particularly for the poor and marginalized, large **cities also offer many social, economic and political opportunities to girls and women** that are not available elsewhere.³⁴ In Botswana, for example, urban youth accept a wider range of women’s and men’s social roles than is the case among their rural peers. Evidence from South Korea indicates that industrialization and urbanization have contributed to a decline in the cultural preference of sons over daughters.³⁵

Given the challenges of increasing urbanization, how can we ensure that policies and programmes focus on the different needs and experiences of women (and men) growing up in cities, including those from ethnic and cultural minority backgrounds, and enhance positive outcomes? How can we ensure that programmes take into account the significance of masculinity and femininity in the analysis of problems and development of programmes and policies?³⁶ Given the high number of young girls and women living in slum settlements and in other low income neighbourhoods, how can we work to include and support them in the design and implementation of policies and programmes that address their needs?

Increased Migration of Women

While the movement of people across borders is not new, there is evidence of the feminization of migration internationally.³⁷ Women represent a growing proportion of the world’s population of international migrants, currently estimated between 175 million and 190.6 million, and the International Organization on Migration estimates that 50% of working migrants are women.³⁸ Available data reveals that Oceania, Latin America and the Caribbean, Africa and the former Soviet Union had the largest increases in the proportion of women migrants from 1960-2005. By 2005, there were more female migrants in developed countries than males, and among migrants in developing countries, 46% were women.³⁹ However, officially recorded statistics about *illegal* migrants are lacking in many regions.⁴⁰ Certain groups may also be highly migratory across borders, such as the Roma peoples in Europe, or Haitians moving between Haiti and the Dominican Republic.⁴¹ Such high mobility can result in the absence of services which address their needs.

In relation to **forced migration**, people leave their homes because of natural disasters, forced evictions, and displacement from traditional lands, or as a result of human trafficking, smuggling, armed conflict,

³³Baruah (2004), p.4

³⁴Giddings & Hovorka (2010)

³⁵Chung and Das Gupta (2007)

³⁶Barker (2005), In straw (2002)

³⁷INSTRAW (2007). Gender, Remittances and Development: The Feminization of Migration; Castels & Miller (2003) p. 7-9.

³⁸Global Migration Group (2008). The numbers include those who migrate for temporary or permanent work, family reasons, or sudden changes in the environment, those who are stateless, those who have been trafficked or smuggled, and refugees or asylum seekers who were forced to leave due to coercion.

³⁹Ibid (2007).

⁴⁰Castels & Miller (2003)

⁴¹Doucey (2010)

war or post-conflict. Some women may be escaping domestic abuse, or forced marriage practices.⁴² In the case of migration resulting from natural disasters or conflict, research suggests that females and males have quite distinct experiences. Reported **incidents of gender based and sexual violence against women and girls in camps for refugees and displaced persons** are widespread, and there are reports of sexual violence against men and boys as well.⁴³ Refugee women and girls are at risk of rape, sexual violence, and trafficking both during and after flight.⁴⁴ Certain groups of women such as unaccompanied girls, disabled women and elderly women are also marginalized in camp settings, and encounter additional safety challenges. The kinds of health, police, and social services for female victims of violence found in more stable environments may be completely absent, or ineffective in relation to migrant women.⁴⁵

Migration associated with **human trafficking** continues to present formidable challenges for urban governments. Women and girls are especially affected. The 2009 *Global Report on Trafficking in Persons* notes that 75% of trafficking is for the purposes of sexual exploitation, and **predominantly targets women and girls**.⁴⁶ Of 61 countries collecting information in 2006, 66% of victims identified were women and 13% girls, with men and boys accounting for 12% and 9% respectively. It also notes, however, that 30% of traffickers are themselves women.⁴⁷ Many of the initiatives to counter trafficking in relation to border controls, and punitive sanctions have been contentious, with some arguing that it has led to the criminalization of migrants,⁴⁸ or pushed a larger proportion of forced migrants into the hands of traffickers, but make limited impact on the social and economic causes of the trade.⁴⁹

The increased migration of women raises the following questions: What kinds of approaches work best in addressing the needs of migrant women? How can we ensure that they attain their right to the city? How can we build the capacity of local authorities to ensure that planning processes recognize the structural inequalities that may shape the experiences of women migrants? How can we work more proactively with municipalities to develop preventive approaches to human trafficking, especially that affecting women and girls? How can we better engage the police, local authorities and other partners (eg. the private sector and media) to address the safety concerns of refugee women and girls, and those who are internally displaced or trafficked, without compromising their right to movement?

Mitigating and Adapting to Climate Change

Sustainable urbanization is the greatest challenge facing the world today. It is predicted that, particularly within cities, climate change will increasingly negatively affect access to water and food. Hundreds of millions of people will be vulnerable to coastal flooding and related natural disasters such as tsunamis and bushfires. Moreover, it will be the poorest people in the poorest countries who will suffer the impacts of climate change the most, although they will have done the least to affect the earth's climate. Four out of every ten non-permanent houses in the developing world are now located in areas threatened

⁴²Kedir & Admasachew (2010)

⁴³UNHCR (2003)

⁴⁴Beyani 1995 in Brinton Lykes (2010) p.75

⁴⁵Brinton Lykes (2010), p.74

⁴⁶UNODC (2009). Global Report of Trafficking in Persons. UN Gift. Vienna.

⁴⁷UNODC (2009) op.cit.

⁴⁸Grewcock (2007), Lee (2005), Melossi (2005), Doucey, (2010)

⁴⁹Lee (2007), p.2

by floods, landslides, and other natural disasters (UN-Habitat Global Report on Human Settlements 2009, London, Earthscan, p. 5).

The scarcity of water supply and of sanitation has become a significant problem facing growing urban settlements and is widespread in South East Asian and Sub-Saharan African countries. As the main water collectors, female members of households are subject to time limitations and also to the threat of violence and harassment as they collect water. Limited access to toilets can be degrading and physically dangerous for women and girls, and reduce their access to public facilities such as schools. Furthermore, in many countries, women are primarily responsible for all forms of waste disposal (Dory Reeves, Bonnie Parfitt and Carol Archer, Global Trends in Gender and Urban planning: input to the global report on human settlements 2009, UN-Habitat

Environmental disasters – whether directly related to climate change or not- disproportionately affect vulnerable groups such as women. The earthquake in Haiti has effectively left many female-headed households with expanded family care, without income sources and more vulnerable to sexual violence.⁵⁰

In Thatta, Pakistan, the *Built Environment Improvement Programme* (BEID)⁵¹ has helped to improve women's livelihoods by providing information on domestic hygiene, health care and environmental sustainability. The community encountered challenges in accessing potable water and in some areas, an absence of latrines. Women directly participated in the programme through selecting sites for living improvement products and technology and by helping to construct products. Women also gained invaluable skills to manage their living environment, and to diversify economic development in the city.

The *Institute of Development Studies* (IDS) and Action Aid Nepal worked with the Bageshwori community in Nepal in 2008 using participatory video to help poor and marginalized women secure their rights given the effects of climate change.⁵² Action Aid used its **Participatory Vulnerability Analysis (PVA)** tool which "allows communities to identify the most common hazards that threaten their lives, assets, and livelihoods and organize themselves to take action."⁵³ PVA is carried out by communities, in partnership with community leaders and government. They conduct an analysis of problems related to the cause of disasters and how they can be reduced.

At a workshop organized by a local partner the Bheri Environmental Excellence (BEE) Group, women from Bageshwori were trained to produce video interviews with local women. A video drama was then developed in which local women discussed the impact of drought on their livelihoods, and called for increased training in new farming techniques, and for resources including small loans to develop off-farm activities. The challenge now is to provide the necessary resources and strengthen advocacy guidance to BEE, so that the women can develop relationships with institutional partners to implement joint action on climate change practices.

What are some of the ways that women and girls' vulnerability in times of environmental disasters and change can be reduced? Are there practices or strategies which can be developed in anticipation of such events? Are there specific examples of post-disaster projects which have helped to support women and increase their safety?

⁵⁰Doucey (2010) p. 15.

⁵¹UN-Habitat 2006

⁵²Kamis et al (2009)

⁵³Ibid, p.144

Private Security and Information Communication Technologies

The growth of private security and information communication technologies (ICTs) and their role in women's safety have received little attention. In many countries, the numbers of people now working in **private security outnumber public/state police**. For example, in Canada and Australia, it is estimated that private security personnel outnumber public police by 2 to 1 and in South Africa by 3 to 1. The expansion of private security raises several issues, including how to ensure that this does not result in two levels of safety – one for the rich, protected by private security staff or living in gated communities, and one for the poor who have neither private nor public police protection, and may have to rely on informal, mob or vigilante justice and protection if any.⁵⁴

ICTs have developed very rapidly in recent years. Crime mapping, closed circuit television systems (CCTV), alarm and monitoring systems, pin and chip technologies, facial and eye recognition technology, firewalls, and spyware/adware detection software are all examples of technological advances designed to protect against loss, identify offenders, and reduce crime. In general, however, greater attention tends to be given to whether technology will work, rather than its **implications for human rights or unintended consequences**.⁵⁵ ICTs tend to protect those who can afford them, both private residential houses and businesses. Poor and vulnerable communities usually do not benefit and are excluded from the protection they offer.

A number of ICT initiatives have been developed to assist victims of crime or witnesses to report gender based crime. For example, in Canada, cybertip!ca encourages people to report online child sexual exploitation. In Egypt, a forthcoming private venture Harassmap will allow women to report incidents of sexual harassment via text message to a centralised computer, helping to raise awareness about the extent of the problem faced by women.⁵⁶ Women are using radio to communicate messages of peace in post-conflict settings, and computers to create awareness about gender based violence,⁵⁷ using technology to improve living environments, and participatory video to generate knowledge about climate vulnerabilities for women and to democratize the debate on climate change.

The **use of ICTs in times of natural disasters and crisis** such as the Tsunami, Hurricane Katrina, and recent Earthquakes in Haiti and Chile, has been critical. Grassroots women's organizations have worked to get the word out to media to mobilize support and action across borders. This has helped to generate awareness about the safety needs of affected women and children, women's post-crisis requirements, and the vital importance of involving women in reconstruction plans. For example, following the Tsunami, Ekta, a women's resource centre based in Madurai, Tamil Nadu, India, initiated a comprehensive Field Intervention Programme in 21 villages of Chidambaram Taluk in Cuddalore District, which helped to promote the rights of women and children post-crisis. This used a participatory approach with study circles to understand the needs of women and girls, and an in-depth gender analysis to inform action.⁵⁸

⁵⁴Shearing et al (2005), Hudson (2003), Holmqvist (2005), Button (2002)

⁵⁵Hudson (2003); Lucas (2005) Coleman (2005)

⁵⁶www.guardian.co.uk

⁵⁷See study on gender based violence in Morocco and the use of ICTs among women in Counselling and Legal Aid Centres. Tafnout & Timjerdine (2009). See also Sisters in Spirit Campaign whereby a database was created listing over 500 Aboriginal women that have gone murdered or missing in Canada. For more information contact the Native Women's Association at: www.nwac.ca

⁵⁸UN-Habitat (2010) Urban Safety Toolkit for the Asia-Pacific

Should private security companies play a role in increasing women's safety and security? What are the dangers? Is it possible to make them part of the solution? ICTs could be used to help transform the lives of women and girls to achieve security and empowerment and economic and social goals, what are the possibilities?⁵⁹ Should greater attention be paid to the proliferation of ICTs in relation to an increase in levels of fear among women? Given the digital divide of opportunity, how can we ensure women and girls have access to online networks, materials and databases on women's safety? How can we harness the use of ICTs, including new media to increase awareness and develop strategies to promote women and girl's right to the city?

IV Building Inclusive Cities

Given such current trends in urban development and the changes affecting women's lives in cities, **this Conference looks at:**

- Some of the **major resources** which can help to promote safer and more inclusive cities for women. These include good governance, gender mainstreaming, the role of local government including urban planning and design, and women's networks and organizations as catalysts for change and participation in decision-making.
- It also looks at some of the **specific areas of concern** which relate to women's safety – gender and essential services, access to land, housing and tenure, water and sanitation and other essential services, and their mobility around cities.
- And at some of the **tools and good practices** which respond to these concerns and empower women, such as participatory budgeting, local to local dialogues, women's safety audits, and cultural and media activities.
- **How projects and strategies can be sustained** so that they do not collapse when funds run out, including the important issue of *monitoring and evaluating* tools and practices.

Good Governance and Gender Mainstreaming

There has been a strong focus on urban governance internationally, and more specifically on **good governance** which generally refers to efforts to improve the accountability, transparency and competency of government and ensure sustainable development. Good governance emphasizes the importance of **democratic and inclusive decision-making processes**. It is based on the principle of urban citizenship which affirms that “no woman, child, or man can be denied access to the necessities of urban life, including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment, and public safety and mobility.”⁶⁰

Civil society, including grassroots women's organizations, is an essential component of good governance. Strategies developed by women's organizations directly address the needs and concerns of women in relation to livelihood, everyday material conditions and basic infrastructure, but they also help to raise the visibility of women as change makers, on behalf of themselves, their communi-

⁵⁹Muturi (2005), Buskens & Webb (2009)

⁶⁰UN Habitat & Huairou Commission (2004), p.15

ties, and the state more generally.⁶¹ Local to Local Dialogues and women's safety audits (see page 27) are strong examples of approaches which empower women and strengthen their role in governance. They illustrate the importance of **creating spaces for women to develop their own opportunities** to speak and collaborate with local authorities and other relevant partners, in order to increase positive outcomes for women and communities.⁶²

Local to Local Dialogues

The Asian Women and Shelter Network with support from UNDP first developed the Local to Local dialogue method, informed by the work of SPARC, Mahila Milan and the National Slum Dwellers' Federation. Following the positive outcomes of this initiative in Asia, the Huairou Commission and GROOTS International⁶³ facilitated a pilot project with six of its member organizations to adapt the idea of Local to Local dialogues in Kenya, Russia, Argentina, Tanzania, Czech Republic and Uganda.⁶⁴

Local-to-Local dialogue is a strategy used mainly by grassroots women's groups to engage governing institutions, and attain concrete outcomes for women. They help make women aware of, and benefit from, the opportunities afforded by legislation, policies and programmes for women. The Dialogues involve continuous engagements between women's groups and local authorities, with women setting the agenda. They use their skills and knowledge to mobilize communities, raise resources, and build alliances with local authorities to advance the interests of women and their communities.

Local to Local dialogues help to increase understanding of why gender matters and why women's participation is essential to local decision making. This method has helped to increase women's access to resources such as land, housing and basic services, and women and children's access to health care and education⁶⁵.

Drawing on grassroots women's strategies for good governance, increasing the number of women in local government and elected positions, and including gender experts and training to help incorporate a gender perspective throughout city departments, will help to ensure that the needs of women and girls (and men and boys) are addressed in policies across a range of issues such as health, recreation, transport, policing, disaster management, urban planning, etc. Gender mainstreaming is a crucial tool for ensuring that the different needs of women and men are taken into consideration in all aspects of planning and assessment, whether national policies and institutions or local governments.

Local Governments, Policies and Programmes

The *Worldwide Declaration on Women and Local Government* firmly asserts that "in order to create sustainable, equal and democratic local governments, where women and men have equal access to decision-making, equal access to services and equal treatment in these services, the gender perspective must be mainstreamed into all areas of policy making and management in local government."⁶⁶ Many organizations have sought to apply **gender mainstreaming** since the 1995 Beijing Platform for Action (PFA), when governments across the world endorsed a policy on gender equality. Since that time,

⁶¹ibid (2004), p.8

⁶²Cornwall (2002), Cornwall & Goetz (2005)

⁶³Member of the Huairou Commission, GROOTS is a Global Network of grassroots organizations that women leaders set up as a movement to exchange skills and knowledge among peers to improve their local development practices and take their collective voice to global policy areas.

⁶⁴UN Habitat & Huairou Commission (2004), Goldenberg (2008)

⁶⁵Goldenberg (2008)

⁶⁶IULA (1998)

gender mainstreaming has been seen by some as having failed, and been criticized for a number of reasons not least because it has in some cases resulted in the loss of dedicated funding for women's services.⁶⁷

More recently, there has been renewed focus on how it can work to the benefit of women and men. Gender mainstreaming can help to incorporate gender equality into the concept of social sustainability, for example.⁶⁸ A 'twin track' model for achieving gender equality through gender mainstreaming has been proposed by Caroline Moser, in which women's and men's concerns are integrated in all policies and projects with the aim of enhancing equality, while specific activities are funded to empower women.⁶⁹

Gender budgeting,⁷⁰ first introduced in Australia in 1984, and currently being used by more than 80 countries since 1995, is an important tool for gender mainstreaming as it helps to assess the impact of budgeting on men and women, contribute to the realization of social, economic, and cultural rights, and good governance⁷¹ and monitor progress on gender equality.

The **equitable participation of women in decision making in urban spaces** is a key element for increasing women's empowerment and ensuring that the needs of women and girls are addressed. The development of awareness raising campaigns on women's equality, the creation of gender departments in municipalities, leadership training for women, and the use of quotas and reserved seats have helped to increase the number of women in local government, which in turn, can help to ensure that women's safety issues are on the public agenda.

Examples

The European Charter for Equality of Women and Men in Local Life, launched in May 2006 by the Council of Municipalities and Regions encourages local and regional governments to devise and implement action plans to promote gender equality in all spheres of life. Over 500 cities, regions and municipalities have signed the Charter.

The Secretaria Presidencial de la Mujer (SEPREM) worked to establish the *National Pact for Guatemalan Women's Security* through a participatory consultative process undertaken in municipalities across the country. This process led to the adoption of 30 municipal pacts on women's security which currently forms part of the National Pact, and includes many key elements such as maternal health, food security for women, security for migrant women, prevention and eradication of human trafficking.

In Trivandrum, Kerala, India, the Sakhi Resource Centre on women, established in 1996 has been associated with efforts to deepen the decentralization process in Kerala through advancing women's rights perspectives and gender mainstreaming. They are currently working on women's safety in public spaces.

In Bogota, a Territorial Council is made up of different sectors, and includes civil society delegates that work on topics related to city planning and development. It includes a women's sector that was initiated under the framework of UNIFEM's Regional Programme "Cities without Violence against Women, Safe Cities for All" that helps to ensure that female representatives form part of the council.⁷²

In Brazil, the majority of states in have their own gender departments that implement gender policies at the local level, including policies on making cities safer.

⁶⁷Moser (2008).

⁶⁸Grandelsonas (2010), p.84

⁶⁹Moser (2005)

⁷⁰I CPC 2008b, p.133

⁷¹World Economic Forum (WEF) (2007), p.3

⁷²Red Mujer y Habitat Latina America & WICI (2010), p.35

Since the adoption of the UN *Guidelines for the Prevention of Crime* in 2002 by ECOSOC, many countries have adopted crime prevention strategies at national, regional and local levels.⁷³ However, the degree to which the needs of women and girls, recognized as a vulnerable group in the Guidelines, have been addressed, and whether gender based violence is included and resourced across different strategies is unclear. In those departments that have been set up to address gender equality, there may not always be clear links with other government departments responsible for urban safety.⁷⁴

For many years, the European Forum for Urban Security,⁷⁵ the UN-Habitat Safer Cities Programme⁷⁶ as well as WICI and the International Centre for the Prevention of Crime (ICPC) among others have actively promoted **the role of local governments in creating safer cities for women and girls.**

They have worked to include the needs and experiences of women and girls throughout city and community safety planning processes, including urban planning and design. Most recently, UNIFEM launched its *Global Programme on Safe Cities*, in partnership with women's networks, researchers, and NGOs which hopes to build on the knowledge and work already achieved.

More work is needed to monitor progress on how far gender has been mainstreamed in policies, programmes and decision-making at national and local levels, and the degree to which policies address the needs of women and girls and men and boys. This includes the perspectives and experiences of diverse groups of women (girls, Indigenous, elderly, disabled, LGBT, immigrant, etc.).

To make meaningful progress in women's safety, it is important to look at ways to overcome some of the concerns about the use of gender mainstreaming including:⁷⁷ *i) how gender mainstreaming can be used to increase women's autonomy; ii) how to ensure that it does not lead to reduced financial resources specifically allocated to women's needs; iii) ways of increasing its adoption and use, since there are substantial differences in its implementation; and iii) how to ensure that women's interests are not subsumed into the more generic needs of 'households', 'families' or 'communities'.*

Women's Networks and Partnerships

Women's networks and partnerships play an essential role in building inclusive and safe cities for women and girls. They include collectives, NGOs, fora and virtual communities, and operate at and between different levels (local, national, regional and international). They focus on many different issues that affect women's safety and gender equality, such as sustainable development, employment, health, sanitation and water issues, gender based violence, climate change, and education, etc. They work in a variety of ways including through i) knowledge production and exchange, ii) community mobilization and advocacy, iii) public education, iv) mediation, and v) capacity building.

⁷³ECOSOC 2007

⁷⁴Shaw (2002), p.3

⁷⁵See EFUS (1999), EFUS (2007)

⁷⁶Smaoun (2000), WICI et al (2008)

⁷⁷Moser 2010, p.78

The Huairou Commission, in partnership with WICI and Red Mujeres y Habitat, was commissioned by UN Habitat to undertake a base-line international survey of women's safety organizations working across the world. The *Global Assessment on Women's Safety* provides a rich source of information on the ways women and girls are partnering to reduce poverty, increase employment, and reduce violence against women and girls.⁷⁸

Examples include *public education and information awareness* campaigns to mobilize the community on women's safety. The *KZN Network on Violence Against Women*⁷⁹, an NGO created in 1996 in Kwa-Zulu Natal, South Africa has developed a wide range of 'edutainment' and other activities in partnership with other sectors to promote gender equality and empower women, including a life skills programmes for high school students on Sexual and Reproductive Rights, violence against women, rights to treatment after rape and sexual assault, and HIV/Aids.

The *Sistren Theatre Collective*⁸⁰ in Jamaica uses *performing arts to engage the community* in efforts to reduce violence against women. Sistren works with Hannah Town's Women's Drama group to organize street theatre sessions to build social awareness among community members on issues such as parenting, gang violence, and domestic violence. These sessions have provided a space for residents to react to the creative pieces and voice their concerns about violence in the community and its impact on women and girls, men and boys.

Some women's networks may be project-based and end once results are achieved, others may be formalized and sustained through a framework of good governance at the national level, which can encourage and support local networks.⁸¹

The organization *Femmes Relais* in France undertakes cultural and social mediation in disadvantaged communities. The first association was established by immigrant women in the 1980s in the city of Seine-Saint-Denis. Over the past 30 years many additional associations have been created, and in 2000 the Federation of Associations of Femmes-relais of Seine-Saint-Denis was created.¹

Women's networks also help to *build the capacity of local governments and other stakeholders* to incorporate a gender perspective into their work, and address gender equality. For over 23 years, the Women's *Design Service* in England has helped to build the capacity of women's group and local government to make public spaces such as buildings, parks, transport stations and housing safer. Their women-centered research has resulted in tools such as *Gendersite*, an on-line resource for decision-makers and planners to understand how gender and the built environment intersect. They have conducted many safety audits, and developed a variety of 'how to' guides on the design of safe spaces.

V Women's Right to the City and Women Safety Action

Women's experience of city life including crime and insecurity is considerably different from that of men. Their lives are "influenced by various forms of gender-based discrimination and abuse that are manifested in modern city life in more subtle ways, including exclusion from political and socio-economic

⁷⁸Global Assessment on Women's Safety (2008)

⁷⁹For more information contact: kznetwork@mweb.co.za

⁸⁰For more information see WICI et al (2008), p.15, or contact Sistren: sistren@cwjamaica.com

⁸¹Grandelsonas (2010)

participation and limited access to services in the context of economic development and privatization.”⁸² While all women and girls living in cities face safety challenges women in low income communities, indigenous women, refugees and migrant women, and those from vulnerable groups (eg. elderly, disabled, LGBT, etc.) often face additional challenges.

This section discusses a number of key entry points in building more gender-responsive and women-inclusive cities, such as land access and housing security, water management, urban planning, poverty eradication, economic development and cultural issues. These entry points can be used to challenge unequal gender relations in the city and improve the civic participation of women and girls.

Access to Land and Housing

Access to land and housing are key determinants of women’s empowerment. The right to access adequate housing is fundamental to other rights such as the right to security of the person, equal protection of the law, the right to life, the right to work, the right to health, and education. Women’s ownership of landed property can help to transform gender relations by improving women’s independence and economic standing, by reducing levels of poverty, and by helping to reduce the risk of economic and other forms of violence. However there is a significant gap between women’s formal legal rights and ownership of landed property, and the substantive ownership rights women actually experience (eg. joint ownership, inherited property, etc.), including effective control over landed assets.⁸³

Legal processes alone cannot redress gender disadvantage in access to land, and discriminatory land practices against women. Research in India on land tenure for women in the informal sector, based on fieldwork in 13 settled slums in the city of Ahmedabad, argues that the concept of land tenure resembles a continuum with many intermediate positions, rather than a dichotomy of what is legal or illegal, formal or informal.⁸⁴ The study reveals that many tenure systems in India are based on “unspoken social assumptions and ingrained attitudes of custom and tradition about how people should act and what they are allowed to expect”.⁸⁵ To build women’s confidence and remedy injustices in kinship entitlements, promising strategies include a combination of legal and formal and informal consciousness raising activities.⁸⁶

Women’s organizations play a key role in establishing partnerships to increase women’s awareness of their rights and entitlements to landed property, and in creating alternatives to strengthen women’s right to residence and ownership. For example, the Self Employed Women’s Association (SEWA),⁸⁷ in India acts as an intermediary for women slum dwellers. The Association applies on their behalf for redistributed land by the government. They also help to facilitate women’s access to microfinance for housing and entrepreneurship, secure access to work space for vendors, and help to improve housing conditions of self employed women living in the informal sector.

⁸²UNIFEM (2010), p.4; and see Falu (2010), WICI (2010)

⁸³Baruah (2004)

⁸⁴Ibid.

⁸⁵Baruah 2004

⁸⁶Ibid.

⁸⁷For more information, visit Sewa’s website at: www.sewa.org

Preventing Homelessness and Forced Evictions

Homelessness is a problem in cities in the North and the South. A gender and race sensitive approach to homelessness and housing needs would include perspectives that acknowledge that men and women have different reasons for being homeless.⁸⁸

Women and children suffer disproportionately from forced evictions, especially because of lack of secure tenure. They may experience violations of human rights including violence during forced evictions, and the absence of alternative housing.⁸⁹

Evictions may take place as a result of slum clearances, urban development and gentrification, or displacement during armed conflict, or for individual reasons.⁹⁰ The impact of forced evictions on the lives of women is enormous, since they often have primary responsibility for their children, the elderly and other dependents before, during and after eviction. This can result in a loss of food security, family violence, destitution and homelessness and these losses can in turn increase the vulnerability of women and girls to different forms sexual and physical abuse and to being trafficked.⁹¹

There are a number of initiatives which focus on safeguarding women's rights to adequate housing⁹² and land including: providing information on their rights, helping women gain entry to housing programmes that offer security (coops, social housing, transition houses, shelters), providing access to housing credits and subsidies, reducing poverty and unemployment levels among women, and encouraging initiatives that enable women and men together to address discriminatory cultural and traditional practices.

The *Village of Hope*⁹³ in Kigali, Rwanda, is an extension of the *Polyclinic of Hope* project of the *Rwanda Women's Network*. It is a strong multi-disciplinary initiative set up to assist women in Kigali, primarily victims of the 1994 genocide. The village is made up of 20 housing units and a community centre. It provides support to 1000 women and 200 youths who have suffered trauma as a result of the genocide, including rape, torture, and mutilation. Some of the main objectives of the programme include: To provide medical care and support, HIV/Aids support services and home care, improve the socio-economic empowerment of women and youth, and raise awareness on women's rights, including the right to own and inherit property. In weekly meetings women and youth residents have a safe space to talk about what they need, what they hope for, and what problems they presently face.

Access to adequate shelter for women is extremely important, however without access to livelihoods, income, and to essential services, women and girls will not be safe in the city.

Essential Services

The provision of essential services in cities such as water and sanitation, access to lighting and power, garbage collection, roads and transport is highly variable, especially in rapidly growing cities. Gender inequality and poverty can lead to large proportions of women in cities without access to those services,

⁸⁸Klodawsky (2009)

⁸⁹Centre on Housing Rights and Evictions (COHRE) (2009)

⁹⁰Ibid, p.1

⁹¹COHRE (2009)

⁹²UN-HABITAT (2008), p.12

⁹³www.hoperwanda.org

resulting in poor health, insecurity and an increased risk of violence. Women often have to find ways to navigate unsafe spaces in the city in absence of basic infrastructure and services.

In most low income settlements, women are responsible for performing roles such as childcare, housework, care of other dependents, gathering firewood and water-related activities. In relation to **water access, sanitation and hygiene** (WASH improvements), water sources which are far from a settlement mean that women and girls have to walk long distances, often in very unsafe conditions, to perform essential functions.

The kinds of problems they are likely to experience include harassment and physical and sexually assault, but also increased school absences among girls, and lost hours that could otherwise be devoted to housework, education, employment, subsistence activities or job and training activities. Physical assault and rape are especially real risks for women and girls who have to seek secluded places for sanitation purposes. To avoid embarrassment, many women and girls will delay using sanitation facilities, which can contribute to health problems.

Increasingly, it is now recognized that the **direct involvement of women in water management projects leads to more successful outcomes**. In an evaluation of 122 water projects the World Bank found that the effectiveness of the project was 6-times higher where women were involved than when they were not.⁹⁴

A review of WASH improvement programmes conducted by the Water Supply and Sanitation Collaborative Council shows that placing women at the centre of programming can reduce gender equality, increase school attendance for girls, improve literacy rates and health, reduce corruption and improve transparency. In particular, the review argues that increasing women's participation in WASH projects can lead to greater privacy and dignity for women because :

- Women's particular needs are taken into consideration
- Symptoms associated with menstruation, pregnancy and childbirth can be managed discreetly
- Women can relieve themselves when they need to, rather than waiting until they can have some form of privacy
- Women suffer less harassment and no longer have to endanger their health by delaying defecation and urination
- Women's exposure to sexual abuse and other forms of violence is reduced.

The Action-Research project Women's Rights and Access to Water and Sanitation in Asian Cities, funded by IDRC and implemented by Jagori with the support of Women in Cities International (WICI) aims to engage with women in two resettlement areas of urban Delhi, India to assess their access to and the quality of WATSAN services. WATSAN services collectively include: water, sanitation, hygiene, solid waste management and drainage. More specifically, the action-research project aims to test and adapt the women's safety audit (WSA) methodology to generate a concrete model for engaging poor women with their local governments and other partners to begin to address the gender service gap in WATSAN. Community women from both implementation sites have been and continue to be actively involved in all phases of project design and implementation. They have shared their stories and provided concrete examples that clearly highlight the intersection between poverty, lack of tenure, access to essential services and the safety of women and girls. They also explained how their lives and livelihoods and that of their families are, and continue to

⁹⁴World Bank (1995) in WSSCC (2006), p.4

⁹⁵WSSCC 2006

⁹⁶Ibid.

be, affected by non-gendered service provision and exclusion from local decision-making processes. Their feedback has shaped the project and informed the ongoing adjustments and adaptations in project implementation.

In the municipality of Maipu, Santiago, Chile, the Urban Safety and Prevention Directorate created the programme Strengthening Families for Victims of Violence. It provides support for both young and adult women in situations of violence whether in public or private spaces. The municipality has also established over 110 prevention committees, made up of 3000 people, of which 80% are women. These committees have helped to ensure that the needs of women, and girls, and men and boys are addressed at the local level.

Mobility and Women's Safety

Being able to access the city and move around in safety and without fear is a fundamental right to the city. In general, women are more likely to use public rather than private transport than men, particularly those from disadvantaged communities. Their use and experience of public transport also differs from men's. The *Global Assessment of Women's Safety* which surveyed 210 organizations found that one of the most reported forms of gender-based violence was in public spaces and related to public transport (19%).⁹⁷

A number of studies using surveys and safety audits have been conducted in the UK, Canada⁹⁸, the United States, and South Africa among other countries.⁹⁹ They show that women often fear and or experience harassment, intimidation, or assault on public transport, or while waiting for public transport. For example, in South Africa, a consultation on public transport users found high levels of insecurity related to waiting for buses or walking to bus stops among women¹⁰⁰.

There have been a number of initiatives developed to promote safer transport for women, using combinations of approaches such as **situational improvements, public awareness campaigns, and training** on women's safety, sexual harassment, and safe transport. For example, as part of their Safe Delhi Campaign, Jagori provided gender training to over 3500 DTC bus drivers and conductors in 2007, to help change attitudes and beliefs about sexual harassment, rooted in the wider context of gender discrimination.¹⁰¹ In Montreal, Canada, a specialized and effective bus service programme "Between Two Stops" was created in 1992 by the Comité Action et Sécurité Urbain (Women and Urban Safety Action Committee CAFSU), in partnership with the local authority, researchers, health and public transport. The programme enables women, at their request, to get off the bus between two regular scheduled stops in the evening, in order to limit their walking time to their destination. The programme became a permanent service in the City of Montreal in 1996, following a positive assessment of the project. Similar bus programmes have been implemented by the Toronto Transit Company (TTC) and OC Transpo in Ottawa.

In Argentina, the city of Rosario reviewed its municipal plans in the Second Equal Opportunity Plan at the request of women's organizations that make up the Advocacy Council, using a gender-sensitive approach to public transport. This helps to reduce the feeling of insecurity through better signage (knowing where you are and where you're going) and designing bus stop shelters with unobstructed views of the

⁹⁷WICI et al (2008)

⁹⁸Wekerle & Whitzman (1995)

⁹⁹WICI (2008); Wekerle & Whitzman (1995),

¹⁰¹Kruger & Landman (2007).

¹⁰¹ICPC (2008), p.60

surroundings. Improvements have been made to the physical environment of transport stations (e.g. removal of hidden spaces, increased lighting, awareness-raising posters (to reduce the possibilities of crime and victimization) in order to create consciousness of violence against women in transport stations, like the campaign implemented by the local government of Rosario of printing “violence against women is a grave violation of human rights” on pre-paid bus cards.”¹⁰²

Many countries have launched women-only buses, such as Thailand, United Arab Emirates, Indonesia, Brazil, Mexico, Pakistan, and India. Some countries have created female-only taxis or increased the number of female taxi drivers, as in Mexico and Iran, or developed women-only subway cars as in Japan, Brazil and South Korea.¹⁰³

The impacts of many of these sex-segregated transport services have yet to be assessed in terms of its use by different female user groups (elderly, girls, migrants, etc.) and changes in perceptions of safety among women. However, given the scale of the problem in some countries in South Asia and the Middle East, these measures could provide a short term solution that affords women greater mobility in the city, including those who may be subject to traditional practices which prevent them from going out alone without a male companion.

However, it is important that such initiatives occur alongside more comprehensive safety approaches that work to address the root causes of gender based violence and gender inequalities experienced by women. Incorporating gender perspectives in planning the city can help to make transport and other public spaces safer for women and girls in attaining their right to the city.

Urban Planning

One of the effective ways to improve women’s safety is through **urban planning and design that involves the participation of women** in local government and governance. Since the 1970s, feminist planners and architects have been working hard to engender the city by highlighting the significance of incorporating women’s voices and experiential knowledge in urban planning, and through specific institutional mechanisms to mainstream gender in urban governance.¹⁰⁴

There has been a proliferation of initiatives to help make urban planning policy and practice more gender aware.¹⁰⁵ This includes the development of claimed/created spaces for women for political input, using such approaches as women’s safety audits and local to local dialogues, and invited city government spaces such as through the use of participatory budgeting and gender auditing.¹⁰⁶

Other initiatives have included competitions and awards for promising practices, the publication of compendia on good women’s safety practices, and the creation of handbooks¹⁰⁷, toolkits¹⁰⁸, and guidelines¹⁰⁹ to assist municipalities to mainstream gender into local planning processes. For example, the City of Berlin has developed guidelines for city and town planning that incorporate gender, and

¹⁰²UNIFEM (2007)

¹⁰³Kearl (2010)

¹⁰⁴Wekerle (2000)

¹⁰⁵Commonwealth Secretariat (2009)

¹⁰⁶Goldenberg (2008)

¹⁰⁷See for example UN-Habitat (2008), Whitzman (2008a), Göteborg stad

¹⁰⁸Reeves Associates and WDS (2007), CISCAS (2007), WICI (2006) UN-Habitat & Huairou Commission (2004), CAFSU (2001)

¹⁰⁹Wekerle & Whitzman (1995)

the Seoul metropolitan government created the *Women Friendly City Project* aimed at increasing opportunities for women in cities.

While these developments are promising and have led to some organizational changes in local practices, there **remain significant gaps in the development of gender aware tools and their consistent or widespread application and adaptation among local authorities.**¹¹⁰

Women's Safety Audits

One of the major methods used by the women's safety movement to promote women's safety and challenge traditional planning approaches has been the **Women's Safety Audit**. These were initially developed in Canada, by the Toronto Action Committee on Public Violence Against Women and Children (METRAC) in 1989, in response to increased crime and fear of crime among residents.

Women's Safety Audits are **participatory mechanisms**, similar to participatory rural appraisals, in which a group of women walk through a physical environment, evaluating how safe it feels to them and identifying ways to make the space safer.¹¹¹ Recommendations made as a result of the audit process are presented to a wide range of social actors (local authority, landlords, bar owners, schools, etc). These **exploratory walks** may also include some men, and stakeholders such as local elected or city officials, and be conducted at various times of the day or night, and in different settings. They use a checklist incorporating principles including knowing where you are, where you are going, seeing and being seen, hearing and being heard, being able to escape and obtain help.

As the UN-HABITAT-WICI 2008 report *Women's Safety Audits: What Works and Where?* underlines, the approach has now been used and adapted by women's organizations in cities in all regions of the world. This includes with diverse groups of women (elderly, disabled, Indigenous, minority or migrant, slum dwellers) and in relation to a variety of public spaces (eg. subway stations, parks, shopping centres, university campuses, refugee camps, public transport etc.). In Argentina, safety audits were carried out in neighbourhoods of Rosario under the UNIFEM Regional Programme "*Safe Cities for Women, Safe Cities for All*" and the *Gender Inclusive Cities Programme*. In England, audits were performed in London, Bristol and Manchester under the *Making Spaces Safer Programme* (2002-2005), and in Dar es Salaam, Tanzania as part of the *Safer Cities Programme* (2000). In New Delhi, India, Jagori has organized women's safety audits in markets, train and metro stations, parks and parking lots, and it has been a key activity in the Safe Delhi Campaign¹¹². The current WICI-Jagori Gender Inclusive Cities Project funded by UNTF used audits as a major part of its methodology.

Women's safety audits, tailored to local contexts and diverse groups of women have been effective in i) making small, but concrete changes in the design of built environments; ii) in legitimating women as experts in their local communities;¹¹³ and iii) training women to not only identify safe and unsafe spaces but to engage with the political process for change;¹¹⁴ and iv) in developing partnerships between grassroots women and local authorities. In some instances, women's safety audits have helped to cre-

¹¹⁰Wekerle (2000), Commonwealth Secretariat (2009)

¹¹¹WICI (2008); Sweet & Ortiz Escalante (2010), p.2133

¹¹²Jagori (2006) ; Viswanath & Mehrotra (2008)

¹¹³Beebeejaun (2009)

¹¹⁴Andrew (2000)

ate spill over effects, including the development of employment programmes for women or gender aware training for planners.¹¹⁵

There is, nevertheless, a need for more research on how various outcomes of the women's safety audit process leads to behavioural changes among women and vulnerable groups in accessing and using the city, and what factors are needed to ensure that the recommendations of women's safety audits are acted upon by local authorities.

In addition to Women's Safety audits and Local-to-Local dialogues other **participatory approaches** have worked to facilitate citizen participation in local decision making and advocate for a more gender-sensitive approach to city planning.

Participatory Budgeting and Other Approaches

Participatory Budgeting was first developed in Porto Alegre, Brazil in the 1990s, and is now widely used in countries such as South Africa, Uganda, United States, New Zealand, and in Europe. It provides opportunities for citizens, to lobby for funding for specific projects, and often attracts large numbers of women and minority populations. The use of **Gender-Responsive Budgeting** by municipalities in many countries works to sensitize elected officials about the needs of women and men, build the capacity of women to participate in the implementation of budget procedures, and work to reduce economic inequalities between men and women.

The concept of **Learning Academies** has been developed by the Mother Center International Network for Empowerment (Mine).¹¹⁶ It is a knowledge-building methodology that increases community participation and involvement through organizing neighborhoods into learning communities. The Learning Academy has an "internally oriented task of structuring internal communication and community building, and an external task of partnership building linked to public decision making".¹¹⁷

A variety of **arts-based strategies** are also being used to facilitate the inclusion of women's voices and participation in safety planning processes. For example, in Montreal, Canada, *Conscience Urbaine* (Urban Awareness)¹¹⁸ uses photographs of cityscapes in the evening to draw attention to public spaces in the city where women feel unsafe, and encourage women to report them to local authorities.

A number of cities have also developed **specific structures to help institutionalize women's right to the city, and gender into planning**. Some examples include hiring gender planners in planning departments, creating women, youth, or diversity committees within local government, or creating specific committees focused on women's housing needs, violence against women, etc.¹¹⁹

Norway has adopted a number of approaches to address the needs of women in urban planning such as increasing their participation in municipal consultations, using gender-disaggregated data, and have developed city plans that are tailored to the needs of women and men. Within a larger reconstruction scheme, UN Habitat has worked with three municipalities in Afghanistan involving community

¹¹⁵Whitzman et al (2009), Commonwealth Secretariat (2009).

¹¹⁶A grassroots self movement originating in Germany that connects and supports the 750 Mother Centers currently operating in 15 countries. Mothers Centers aim to improve the lives of families and communities, connect with families of different backgrounds, reclaim public spaces for communities, participate in civic and community governance.

¹¹⁷Jaekel & Van Geldermans (2006)

¹¹⁸WICI (2004), p.17

¹¹⁹Wekerle, p.210

development councils, largely comprised of local women's groups. These women's councils have led income-generating projects, literacy programmes and have improved roads and services.¹²⁰ The City of Ottawa, Canada in partnership with the *City for All Women's Initiative* (CAWI) provided support for the training of community based women to animate focus groups and get feedback from diverse communities on the City's Recreation Plan. During these sessions, women said they wanted green spaces, safe places and financially accessible programmes.

However, structures created to involve women in planning processes can be affected by political regimes and agendas. They may vary in the types of resources they are able to secure, and the power can wield (advisory vs. full support of the state).¹²¹ This underlines the importance of supporting grassroots women's approaches and participation in local governance. A number of urban planning approaches advocated by women have made clear that the physical design of spaces must also include economic and social planning measures to help ensure that women and girls can attain their rights to live the city.

Economic Development

Countries which offer economic opportunities to women are not only increasing the well-being of women, families and communities, but increasing their overall prosperity as well.¹²² While in some countries women and girls have increased access to higher education, and are entering into more management-level positions, globally women continue to face challenges in accessing labour markets or having the freedom to choose to work.

Unemployment levels among girls in particular are higher than those of young men, and this may often be due to cultural biases against girl's education, training and employment. In both developed and developing countries, outside the agricultural sector, women are still averaging less than 78% of the wages given to men for the same work.¹²³ Women's contributions to economic development in cities can be strengthened if policies and practices are in place to:

- Improve rates of literacy
- Provide vocational skills training that is language and culturally appropriate
- Increase their levels of employment, and ensure that employment is meaningful
- Ensure that jobs match qualifications
- Recognize and support their contributions in the informal sector
- Address structural inequalities in the labour market
- Working with financial institutions to provide access to credit
- Protect their right to dignity and security in the workplace, and
- Prevent violence against women.

Increasing women's access to jobs and economic self-sufficiency can help to reduce the high numbers of women living in poverty, and can also serve as an exit strategy for women wishing to leave their abusive partners.¹²⁴ Economic development programmes must be developed to address the different

¹²⁰UN-Habitat (2010b), p.23

¹²¹Wekerle (2000)

¹²²WEF (2007)

¹²³ibid, p.3

¹²⁴Whitzman (2008a)

needs of women. For example, immigrant women may face several barriers in accessing employment such as systemic discrimination, lack of available training programmes offered in different languages, and may be at risk of gender based violence because they are women, and because of their immigrant status. Recent research in the US reveals that women’s safety programs need to work to bridge the gap between addressing gender violence, citizenship efforts and economic development¹²⁵.

Women for Economic Justice (WEJ)¹²⁶

Created in 2004, Women for Economic Justice (WEJ), based in Chicago, United States, is a national collective of community activists, advocates and planning academics that address economic justice through programmes that empower women of color, particularly immigrants who have experienced gender violence, by acknowledging their individual contexts (such as their experiences with the labour market) and cultural diversity.

WEJ aims to raise public awareness of public policies and program strategies that will help reduce poverty and help increase the economic well-being of low-income mothers and their families and communities.

WEJ develops community partnerships with grassroots women’s groups and community based organizations to develop, implement and evaluate economic development opportunities that work to increase women’s economic independence. WEJ aims to assist women to escape the cycle of poverty and violence. The programme is administered primarily through 24 sessions (2 hours in length) and conducted in 3 phases.

Some of the issues covered in the first phase include: physical and economic abuse, setting personal goals, decision-making, and budgeting.

The second phase focuses on identifying and accumulating personal assets, building personal credit, and contributing personally to building a healthy community. The third phase involves sessions on job readiness skills, information and support for starting up a small business, and partnerships with financial institutions. Some programme participants if interested, can enrol in a fourth phase and who may then act as future trainers in the programme. In this phase, participants gain invaluable skills in public speaking, working in groups and building and strengthening their role as agents of change by communicating information to their networks in the community about economic self sufficiency.

Women and girls also contribute in important ways through informal employment, and to unpaid work in the home and to community life, as seen for example by the large number of women who volunteer their time community safety or development projects.

For example, female residents of the Village of Hope in Kigali volunteer by carrying out home visits and providing homecare to people living with HIV. Aboriginal women volunteered their time in the evenings to provide a visible presence in the community for youth, and this led to the establishment of the first Night Patrol programme in Australia. Young men are also supporting women and girls, by volunteering their time to help raise awareness about gender based violence among men and boys in the Partners for Change Project, a UN Regional Joint Programme¹²⁷ on the “Prevention of Gender-based Violence by Working with Boys and Men” in the Asia-Pacific.

¹²⁵Sweet & Ortiz Escalante (2010), 2141

¹²⁶Ibid, 2142, 2143

¹²⁷This involves a partnership between UNDP, UNFPA, UNIFEM (UN Women) and UNV.

Cultural Approaches and Attitude Change with Men and Boys

Participating in sports, recreational and cultural activities can be an important catalyst to promote gender equity, and empower women and girls.

Participating in sports and cultural activities can help to improve physical and mental health, provide opportunities to socialize with others, improve life skills, and be a creative outlet to enhance self esteem, and foster social support and inclusion. However, access to such opportunities is not universal in cities, and barriers include gender inequalities, the absence of sporting, recreation and cultural opportunities in informal settlements and disadvantaged areas, lack of accessible or adaptation to the needs of disabled or other groups, etc.

Women and adolescent girls in particular face several barriers to participating in sports and recreational activities. They may be prevented because of socio-cultural norms from being physically active, leaving home unaccompanied, or being seen by men outside the family. They may not be able to benefit even if opportunities exist because of poverty, multiple demands of their time spent in housework, childrearing, or other subsistence activities, and lack of access to safe public transport. In 2007, *Instituto Sou da Paz* in Brazil, found women had less time for leisure activities than men, and were stigmatized in public space when they did take part in activities. The organization developed training for employers on promoting gender equality, and promotes the increase in women's access to public space and participation in community activities.¹²⁸

Sports programmes can help to improve girls and women's access to sexual and reproductive health information such as the "Go sisters" programme in Zambia, which provides adolescent girls with sport, leadership, health and coach training to become peer educators.¹²⁹ Following the training, peer educators train peer leaders to design and implement programmes in schools where girls can discuss issues such as HIV/Aids, gender equity, victim support and healthy lifestyles.

The need to **modify patriarchal and machismo attitudes** towards women, and offer alternative role models to boys and young men is increasingly recognized. Previously, much of the focus has been on individual *men as perpetrators*, rather than prevention at the structural level in terms of changing social relations, and attitudes. The number of preventive programmes **working with men and boys** has increased in recent years.¹³⁰ They include sports programmes to address masculinities and change men's attitudes about themselves and their role in society, and sensitize them about violence against women and children. Other programmes work with young men in relation to their role in pregnancy and fatherhood. In Rio de Janeiro, Brazil, the NGO Promundo is piloting an approach that uses football and music as an entry point to engage adult men in discussions about violence and gender norms. Young men are also supporting women and girls, by volunteering their time to help raise awareness about gender based violence among men and boys in the *Partners for Change Project*, a UN Regional

¹²⁸UN-Habitat & ICPC (2010), p. 29

¹²⁹Right to Play, p.140-141

¹³⁰See eg. Shaw & Capobianco (2004) op.cit.; Barker et al.(2007). op. cit.; Harvey, A., Garcia-Moreno, C. & Butchart, A. (2007). Primary prevention of intimate partner violence and sexual violence. Background paper for WHO expert meeting May 2-3rd 2007. Geneva: WHO. WHO (2008) Preventing Violence and Reducing its Impact: How Development Agencies Can Help. Geneva: WHO; Barker, G., Ricardo, C. & Nascimento, M. (2007). Engaging men and boys in changing gender-based inequity in health. Geneva: WHO.

Joint Programme on the “Prevention of Gender-based Violence by Working with Boys and Men” in the Asia-Pacific.¹³¹

VI Building Future Cities

Building future cities which are inclusive and safe for women and girls, their families and communities, requires resources to help sustain women’s safety initiatives in the short, medium and long term. This includes support for capacity building measures aimed at increasing women and girls’ leadership and supporting their participation in programmes designed to meet their needs, partnerships involving local knowledge, different expertise (women’s organization, gender experts, media, police, urban planning), coordination between and/or across different levels (international, national, regional, local) and flexible evaluation.¹³² As this paper has discussed, gender audits and participatory budgeting mechanisms are some of the major ways in which strategies and programme support can be built into municipal budgets and planning, as discussed above. Evaluating an initiative is another crucial process for getting additional resources and funding, and for getting acceptance from other stakeholders, especially local governments and donors about the value of the programme.

Monitoring and Evaluating Women’s Safety

The **monitoring and evaluation of women’s safety initiatives cannot be taken for granted**. They are essential for the adaptation and improvement of outcomes, and for increasing the accountability of those supporting and implementing women’s safety initiatives.

There are many challenges in evaluating women’s safety initiatives to see whether the intended outcomes were achieved, or whether changes need to be made.

There is often a lack of data sharing or even data collection among government services and agencies which would help to establish baseline measures before an initiative starts (eg. data from hospitals, police, welfare, housing, schools, NGOs, community organizations, etc.). Evaluation also requires some technical expertise and funding, and grassroots organizations often have neither the capacity nor the funds to undertake thorough project evaluation.

There is also a lack of research on gender and culturally appropriate evaluation methodologies. For community-based programmes, which often involve several activities, it can be difficult to assess their impact or that of a specific action. There are other challenges that practitioners face in evaluating complex interventions with multiple partners and initiatives, including disagreements on what social policy outcomes to measure (reduce fear? reduce violence? increase gender mainstreaming? improve health? reduce poverty? increase access to cultural activities? increase access to potable water systems?). Will intervening in these areas lead to changes in the safety of women and girls, reductions in violence in general, or gender based violence more specifically?¹³³ Will the changes be evident in the short term or only in the longer term?

¹³¹This involves a partnership between UNDP, UNFPA, UNIFEM (UN Women) and UNV.

¹³²Shaw (2006)

¹³³Moser & McIlwaine (2004), Whitzman (2008b)

In many different policy areas, it is increasingly recognized that evaluation **must be well planned from the start and accompany different stages of a project** (from the initial assessment of the problems, through the planning and implementing interventions, etc.) in order to track the process of implementing the project itself, allow adjustments to be made, and help to establish the outputs and outcomes of the project.

One of the ways in which programmes and projects are now being monitored in a number of countries, regions, and cities is with the creation of **Observatories or Monitoring Centres** which collect data from multiple services and sources including, community organizations, on crime and social problems.¹³⁴ Observatories use various tools to collect and analyze quantitative and qualitative data and as a result, their analyses are based on a broad information base that goes well beyond traditional police data. This allows cities, for example, to measure the extent and location of gender violence in a given territory and to monitor trends, so that strategies can be developed and resources targeted better, as well as compiling information on good practices. For example, the *Observatory on Gender Equality in Latin America and the Caribbean*¹³⁵ has recently been created to compile and disseminate information on issues such as paid and unpaid work, time use, poverty, gender violence, access to decision-making and political representation, and health and reproductive rights.¹³⁶ In Peru, the NGO Flora Tristan has been instrumental in the development of an *Observatory on Violence against Women* within the Ministry of Women, which helps to raise attention to the extent of gender-based violence. The Observatory “*Cities, Violence, and Gender*”, developed in the context of the Regional Programme “*Cities without Violence against Women, Safe Cities for All*” implemented by the Latin America Women and Habitat Network with the support of UNIFEM and AECID, proposes to account for the evolution and diversification of gender violence in cities and the changes produced in women’s lives (particularly the incidence of the territorial and spatial dimension in gender violence) and create analysis and public policy proposals. **More information is needed to understand how this tool in particular can help to inform and monitor the progress of women’s safety initiatives overtime and in different city contexts.**

In cities where evaluative frameworks on women’s safety have been developed, there is also a need to examine more closely whether existing **indicators of successful outcomes** capture the needs and aspirations of different groups of women (disabled, refugee, migrant, Indigenous, etc.). Do they respond to the needs of diverse evaluation stakeholders such as the intended beneficiaries, donors, decision makers or women’s groups, and are the research methods used appropriate?

Is it ethical, for example, to establish control groups among poor or minority women or victims of violence, and essentially deny them access to social programming, in attempting determine whether an intervention works?

In addition, in many cities building a culture of evaluation is extremely important, but may be a very new way of doing business for city administrators or women’s organizations that are required to evaluate their policies or programmes. Therefore, capacity building measures in monitoring and evaluation must also accompany women’s safety programme design and implementation, including a focus on multiple methods, defining indicators, research ethics, and communicating evaluation results.

¹³⁴Capobianco (2010), p.5. Also see: ICPC 3rd International Conference on the Observation of Crime, Montreal, October 27-29th 2010

¹³⁵Created jointly by the Member States of the Economic Commission for Latin America and the Caribbean (ECLAC) and several United Nations agencies.

¹³⁶<http://www.eclac.org>

Sustainable Development

In the long term, building safer and inclusive cities for women and girls and reinforcing their right to the city will also contribute to sustainable development. The wider concept of **social sustainability** “includes a complex set of processes, involving multiple actors and agencies, located at different levels of community, neighbourhood and city wide governance.”¹³⁷ It includes principles of equity, access to resources, and pays close attention to issues of power relationships and the importance of providing opportunities for women and girls to contribute to urban policies and build social capital—a source of empowerment for women.

The rights of women and girls to the city can be strengthened and protected through several different entry points which contribute to sustainable communities (eg. social inclusion, migration, economic development, climate change, etc.) as discussed throughout this paper in preparation for different workshops at the upcoming conference. Through active partnership building in women’s safety, involving grassroots women’s groups, community based organizations, local authorities, and other levels of governance (national, regional, international), gender equality which is a condition of sustainable development can be created so that the economic, social and environmental needs of communities in the present do not compromise similar needs of future generations.

¹³⁷Manzi et al, p.222

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INTERNATIONAL
FEMMES ET VILLES
MUJERES Y CIUDADES
WOMEN IN CITIES

The 1st International Seminar
ON WOMEN'S SAFETY

Making the links

The Montréal Declaration on Women's Safety

We are women and men, in all our diversity, meeting in Montreal on the occasion of the 1st International Seminar on Women's Safety, May 9 to 11, 2002.

We are representatives of women's groups, grassroots, community and non-governmental organizations, cities and municipalities, police forces, government agencies, the research community, international networks and United Nations agencies, from five continents, 27 countries, and 55 cities and municipalities.

We call for action building on the recommendations of the conferences in Beijing 1995 (the Fourth World Conference on Women), Istanbul 1996 (the Second City Summit), Johannesburg 1998 (Building Partnerships on Crime Prevention and Community Safety), and Naples 2000 (Forum on Safety and Democracy).

GIVEN THAT:

Well-founded fear of crime, and various forms of violence against women, represent, for all women, a major obstacle in the exercise of their freedom and the achievement of gender equality.

The effects of violence against women constitute an obstacle to the development of communities and societies around the world.

CONSIDERING THAT:

The strategies put in place by public, private and community-based organizations must put women at the centre of the action, and aim to reinforce the capacity of women's individual and collective actions.

Co-ordinated approaches to intervention, including partnerships, and the pooling of resources, are essential principles for effective action.

Good urban governance is a prerequisite to women's empowerment. This must include, amongst others, the allocation of adequate resources to women's organizations.

The success of initiatives to address women's safety and security depend on the full involvement of men as well as women.

The solutions introduced by women to increase safety and security make cities and municipalities safer for all.

WE APPEAL:

To women

Mobilize and speak out on issues of violence and insecurity, inspired by actions achieved by women throughout the world.

Support women and men in their efforts to attain gender equality in decision-making positions (municipal governance, police, etc.). Support women in positions of power to remain accountable and promote equality.

To men

Listen, accompany, and support women in their drive for autonomy and empowerment, and work to reduce men's violence.

Mobilize men and boys to challenge traditional gender roles in order to prevent violence against women and girls.

To women's groups, grassroots and community organizations

Work in partnership with all the relevant organizations, especially municipalities, to ensure that women's specific needs are taken into account in local prevention strategies. Special efforts should be given to outreach isolated communities. Create local to local exchanges.

To cities and municipalities

Put in place local safety policy, planning, and practices which integrate a gender approach, and which support women's safety initiatives.

Provide greater opportunities for women's involvement, for example safety audits, including formal mechanisms to ensure adequate resources to respond to recommendations and sustain initiatives.

Create formal mechanisms to increase the participation of women in decision-making in local governance (elected officials, managers and citizens).

Allocate municipal funds to gender equality, community development and poverty reduction programs. Ensure transparency and accountability in municipal administration.

Develop international cooperation at the municipal level including the exchange of good practices and experiences.

To police services

Ensure that the police take a preventive rather than a repressive approach to violence and insecurity. Work towards changing the organizational culture of the police, including the provision of adequate training on the causes and impacts of violence and insecurity on women. Women's organizations and experiences should form part of such training.

Work in partnerships on the development of strategies to promote women's safety and empowerment.

Increase the numbers of women in the police.

To the education sector

Integrate gender awareness, anti-violence, and human rights teaching into the curriculum, to enable youth to challenge stereotypes and attitudes on gender-based violence.

Provide gender training for all school staff.

Encourage the use of student-led safety audits in and around schools.

Mobilize children and teenaged girls through empowerment strategies, including self-defence, aimed at ensuring a safer city for all.

To the media

Contribute to community mobilization, and facilitate access to services aimed at ensuring women's safety.

Challenge gender stereotypes and inequalities through information and awareness campaigns, including studies on women's experiences. Highlight and disseminate best practices. Work to reduce sensationalised reporting.

To the research community

Encourage research on women's safety and the integration of gender in crime prevention, including the development of appropriate survey methods, process and evaluation tools.

Provide research assistance and support to community-based project implementation and evaluation.

To the private sector

Recognize the economic and social impacts of violence against women and that prevention is cost effective and beneficial.

Audit the impacts of all decisions on the safety and security of women employees, clients, and consumers, by working with unions, women's groups and community organizations to include these issues in workplaces.

Partner with local organizations and municipalities, and financially support initiatives promoting women's safety.

To governments

Develop policies and programs to ensure women's financial autonomy, including women's right to own property.

Develop integrated, concrete and accountable gender approaches in national crime prevention programs, including the allocation of necessary resources for the development and sustainability of strategies and initiatives on women's safety and security.

Incorporate a gender approach in the training of elected officials and managers.

Politically and financially support local governments in their efforts to promote safety.

To international networks and UN agencies

Sustain and contribute to the development, documentation, adaptation, dissemination, and replication of good practices and tools. Increase the availability of electronic exchange, and of technical assistance, especially between the South and the North. Sustainable development requires international, regional, national and local-to-local exchanges and cooperation. Support the evaluation of progress made by regular international or regional conferences on women's safety.

www.femmesetvilles.org



Declaration of Bogota Safe Cities for Women and Girls

25 November 2004, Bogota D.C., COLOMBIA

WE ARE representatives of local governments from the Americas, Africa and Europe, from the United Nations System, international and regional networks, NGOs, social organisations, grassroots women's groups and academics, participating in the Second International Conference on Safe Cities for Women and Girls, organised in the city of Bogota, D.C. Colombia, from the 22nd to the 25th of November 2004. We are from Argentina, Australia, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, Dominican Republic Ecuador, United States, Jamaica, Kenya, Peru, Russia, Scotland and South Africa.

We acknowledge the recommendations from the following International Conferences, Cairo 1994 (Population and Development), Belém do Pará 1994 (Interamerican Convention to Prevent, Sanction and Eradicate Violence Against Women) Beijing 1995 (4th International Conference on Women, Istanbul 1996 (Habitat II, the City Summit), Johannesburg 1998 (Develop Networks in Crime Prevention and Community Safety), Naples 2000 (Forum on Safety and Democracy), Montreal, 2002 (1st International Conference on Women's Safety), Durban, 2003 (Municipalities at the Crossroads), Monterrey 2004 (International Conference on Youth at Risk).

CONSIDERING THAT:

- Gender-based violence is deeply entrenched in the cultural and social relations between men and women and is the result of an imbalance of power between men and women
- Gender-based violence must be considered within the general framework of human rights violations
- Gender violence is aggravated when poverty and social-political violence ends in internal armed conflict, bringing even greater obstacles to the achievement of gender equality and the fulfilment of the rights of women and girls
- Private is public as far as gender-based violence is concerned and it is an issue which must be addressed by society in general and demands partnerships between national and local governments and civil society organisations, especially women's organisations and organisations working with children
- The traditional focus given to urban violence and its costs does not incorporate a gender equality perspective, therefore, the risks and damages incurred by women and girls in the context of urban violence has not been adequately recognised or addressed

We acknowledge the main United Nations Declarations and Recommendations, in particular the Beijing Platform of Action and the Habitat Agenda that states:

"Governments commit themselves to: develop programmes and practices that promote the total and equal participation of women in the planning and in the decision-making process regarding human settlements and urban development".



We recognise the international, regional, national and local progress regarding:

- Broader consensus on basic principles and norms of human solidarity and the necessary policies for their development
- **Better knowledge of necessary measures to ensure that cities safer for women and girls are safer for all**
- More violence prevention programmes with joint participation of the community, governments, private sector and other key actors
- Formal recognition of the central role of municipalities and a more commitment of local authorities and other stakeholders
- More recognition of this issue in local, national, regional and international agendas
- Significant practices that can be scaled-up and replicated

Challenges:

- To ensure committed local governments, developing pro-active public policies, incorporating a gender approach
- To create and/or reinforce integrated programmes with appropriate human and economical resources for their implementation
- To develop adequate tools for the reinforcement of the citizenship of women (i.e. measurement and monitoring tools)
- To develop and/or reinforce strategic alliances between women's organisations, popular movements, the criminal justice system, private sector and other key actors
- To reach agreements and highlight existing partnerships between women's networks and organisations and local authorities
- To encourage and guarantee institutional spaces for women's issues with adequate resources to ensure a gender approach in the development of public policies
- To reach and/or strengthen the links between decision makers and those responsible for gender policies within governments

We therefore call upon:

National Governments –

To ensure appropriate policies, mechanisms and resources to address the causes of violence; as well as guaranteeing full safety for women participating in politics either as candidates or elected leaders.

Local Authorities–

To implement municipal safety policies with a gender perspective; to build the capacity of those who are responsible for the formulation and implementation of public policy, aiming at the protection of human rights and the reinforcement of civic responsibility, especially the police force, in terms of the prevention of violence



against women and girls in the private as well as public space; to increase the number of women police officers, specifically attending cases of violence against women and girls; specific prevention programmes for adolescents and girls, shelters for battered women, adequate infrastructure, public transport, adequate lighting and the promotion of more women in local decision-making, encourage peace programmes and community solidarity and create special programmes for violent men.

Private Sector –

To exercise their social responsibility including violence prevention programmes, good practices awards, adequate resources for capacity building in responsible citizenship, security and peace through media, as well as establishing internal mechanisms for sanctioning sexual harassment in the workplace.

Universities and Research Centres –

To collaborate with local and national authorities ensuring adequate tools for measuring safety in our cities and our homes; to create urban observatories together with local authorities and popular movements in order to monitor urban safety; to create new measurement tools and to include this topic in curriculum and specific courses.

Police Forces –

To promote an attitude of service and civic responsibility that encourages practices of human solidarity and common agreement between authorities and citizens, as well as to reinforce the awareness and capacity of public officials in order to ensure a more adequate response to the needs of women and girls who are victims of violence.

Mass Media –

To work with communities and with local authorities in the dissemination of the norms and principles of mutual respect and solidarity, the use of symbols, images and language which promotes human solidarity and a more inclusive culture which respects gender, age, and diversity.

UN and International Development Agencies–

To support national and municipal governments, civil society organisations in the development of programmes aiming at the reduction of domestic and urban violence, promoting citizen responsibility and the social/economical/political integration of society; to facilitate South/South and South/North exchange, between the members of the Safer Cities for Women and Girls Network; and to give technical assistance to local, national and regional Networks.

Community based organisations, women's organisations, NGOs, Religious organisations and Human Rights organisations–

To continue to be the monitors for urban safety, especially regarding the safety of women and girls; to serve as the "thermometers" of peace and citizens responsibility, awarding local authorities and



Política de
Infancia
y Adolescencia
Bogotá 2004-2008



Ciudadés Más
SEGURAS



UN-HABITAT

2^{da} Conferencia Internacional
Bogotá 2004



Ciudadés Seguras
para mujeres y niñas
"Ciudad de Paz" Premio UNESCO 2004 - 2006

communities that put in practice in a consistent and sustainable manner joint actions that promote safer cities for women and girls.

OUR COMMITMENTS:

UN SYSTEM (UN-HABITAT, UNIFEM-Andean Region and Office for Brazil and Southern Cone, UNICEF) commits itself to

Continue supporting the policies and actions resulting from this Declaration.

UN-HABITAT commits itself to

Support the development of strengthening of the Safer Cities International Network; to partner with Bogotá D.C. in the design of an adequate resource mobilisation strategy for the regional co-ordination of the Safer Cities for Women and Girls Network; to co-ordinate the Third International Conference Safer Cities for Women and Girls, together with the Huairou Commission and the Women and Cities International; and to assess the progress in this process during the Third World Urban Forum, Vancouver, 2006.

Women and Cities International commits itself to

Develop an international webpage which links the different regional networks; to co-ordinate the next Women's Safety Awards in 2006 and to participate in the co-ordination of the Third International Conference Safer Cities for Women and Girls together with UN-HABITAT and the Huairou Commission.

FEMUM-LAC commits itself to

Elaborate and develop regional projects that institutionalise a gender perspective in municipal urban safety policies, ensuring women's participation and monitoring; as well as promoting the South/South and South/North exchange of innovative municipal experiences in gender aware urban safety measures.

The Huairou Commission commits itself to

Facilitate communication and global links between the different organisations, including the members and partners of its Networks, UN-HABITAT, Women and Cities International, the Women and Shelter Network, the Union of Cities and Local Governments, grassroots women's organisations and other counterparts such as: UNIFEM, FEMUM and the Municipality of Bogotá; include a Five Year Work Plan as part of its Local Governance Campaign, conformed of grassroots women's organisations, local authorities and NGOs.



Política de
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CIDADES MAS
SEGURAS



UN-HABITAT

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Ciudades Seguras
para mujeres y niñas

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Bogota D.C. commits itself to

Consolidate and continue to develop public policies with a gender perspective as well as the perspective of children, adolescence and youth in the plan, programmes and projects contained in the Development Plan 2004-2008 "Bogota Without Indifference, a Social Commitment against Poverty and Exclusion". It also commits itself to coordinate the new Safer Cities for Women and Girls Network for Latin America and the Caribbean.



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