

**SAFE CITIES AND SAFE PUBLIC
SPACES FOR WOMEN AND GIRLS**
GLOBAL FLAGSHIP INITIATIVE:
**SECOND INTERNATIONAL
COMPENDIUM OF PRACTICES**



SAFE CITIES
AND SAFE
PUBLIC SPACES

UN WOMEN GLOBAL FLAGSHIP PROGRAMME



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SECOND INTERNATIONAL COMPENDIUM OF PRACTICES



ENDING VIOLENCE AGAINST WOMEN SECTION
UN WOMEN,
February 2020

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ACKNOWLEDGEMENTS

This Second International Compendium was produced, authored and edited by the Ending Violence against Women Section, UN Women. This publication would not have been possible without:

- The courage of survivors, who have courageously spoken out about their experiences of sexual harassment, and women's rights advocates, especially from women's organizations located across the world, who have advocated for action that ensures the safety of ALL women and girls, and are at the center of safe city free of violence against women and girls partnership action, as part of the UN Women Safe Cities and Safe Public Spaces Global Flagship Initiative.
- The efforts by governments, especially at the local level, to take action to end sexual violence against women and girls, including through legislative reforms, policy initiatives and partnerships to change social norms to promote women and girls' use of public spaces free from sexual harassment.
- The main donors to the UN Women Safe Cities and Safe Public Spaces Global Flagship Initiative at global or local levels, including the Government of Spain, through the Spanish Agency for International Development Cooperation (AECID), the Governments of Australia, Canada, the Netherlands, Sweden, the United Kingdom through the Department for International Development (DFID), and the United States through the United States Agency for International Development (USAID), and Unilever.
- AECID and the German National Committee for UN Women for their financial support of this Second International Compendium of Practices.
- Government authorities and partners in the development, implementation, and monitoring of safe city and safe public spaces initiatives for women and girls. This includes women's rights organizations; United Nations agencies, funds and programmes; cross-sector practitioners (in the areas of urban planning, transportation, climate change, housing, and market management); researchers; and the private sector.

Contributors/focal points for comprehensive safe public spaces programmes are thanked for their time and input in the practices compiled in this Second International Compendium of Practices.

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ACRONYMS AND ABBREVIATIONS

ADS	Gender-differentiated analysis from an intersectional perspective
AECID	Spanish Agency for International Development Cooperation
CSO	Civil society organization
DFID	Department for International Development (United Kingdom)
EDHS	Ethiopian Demographic and Health Survey
EOU	Equal Opportunities Unit (Brussels)
GBV	Gender-based violence
Global FPI	Global Flagship Programme Initiative
IMADEL	Moroccan Institute for Local Development
LGBTI	Lesbian, gay, bisexual, transgender, intersex
LNOB	Leaving No One Behind
MWD	Municipal Women's Directorate (Guatemala City)
NCD	National Commission District (Port Moresby)
NGO	Non-governmental organization
SH	Sexual harassment
SDG	Sustainable Development Goals
SVAWG	Sexual violence against women and girls
USAID	United States Agency for International Development
VAW	Violence against women
VAWG	Violence against women and girls
WSA	Women's safety audit

INTRODUCTION

Grounded in the principles of universal human rights, the 2030 Agenda for Sustainable Development has a universal mandate with a strong commitment to leaving no one behind (LNOB). This means prioritizing the dignity of human beings and placing the progress of the most marginalized communities first in all areas of work, including ending violence against women and girls (EVAW)¹. It is important to recognize that gender inequality intersects with other forms of discrimination and disadvantage – such as age, ability, sex, ethnicity, religion, socioeconomic status and other factors – which may increase the risk, severity or frequency of sexual harassment (SH) and other forms of sexual violence against women and girls (SVAWG) in private and public spaces. Some studies reveal that women who identify with the categories of indigenous, lesbian, gay, bisexual, transgender, or disabled often are at risk of violence.²

The UN Women Safe Cities and Safe Public Spaces Global Flagship Programme Initiative (Global FPI) addresses this urgent call to ensure the principle of LNOB in the development and implementation of evidence and human rights-based approaches to prevent and respond to SH and other forms of SVAWG in public spaces. Since 2011, the Global FPI has provided support to local and provincial/state governments, grassroots women, women's rights organizations, non-governmental organizations (NGOs), the private sector, and other partners to create safe and empowering public spaces with and for women and girls in urban, rural and other settings.

Comprehensive city initiatives include action in four areas: 1) ensuring that locally relevant and owned solutions are identified; 2) strengthening laws and policies; 3) investing in the safety and economic viability of public spaces; and 4) fostering transformative social norms that promote women and girls' rights to use public spaces free from SH and other forms of SVAWG.

This Second International Compendium of Practices³ illustrates in a practical way how participating cities in the Global FPI are working to implement women's safety approaches through the lens of intersectionality, informed by the recommendations made at UN Women's Fourth Safe Cities and Safe Public Spaces Global Leader's Forum (Edmonton, Canada, 16-19 October 2018).

The term "intersectionality" has been used to understand women's experiences at the intersection of a number of simultaneous oppressions including (but not limited to) race, class, caste, gender, ethnicity, sexuality, disability, nationality, immigration status, geographical location, and/or religion.⁴

While intersectionality identifies different vulnerabilities and disadvantages of particular women and girls, it also recognizes their unique knowledge as agents of change.

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- 1 Transforming our world: the 2030 Agenda for Sustainable Development, 2015. See <https://sustainabledevelopment.un.org/post2015/transformingourworld>
 - 2 Rashida Manjoo (2012). The Continuum of Violence against Women and the Challenges of Effective Redress, *International Human Rights Law Review* 1 (2012) 1–29.
 - 3 This compendium follows the production of the First UN Women Safe Cities and Safe Public Spaces for Women and Girls Global Flagship Initiative: International Compendium of Practices. Available at: <https://www.unwomen.org/en/digital-library/>
 - 4 The concept of intersectionality was first coined in 1989 by Black feminist activist and academic Professor Kimberlé Crenshaw. She offered intersectionality as a tool to contextualize the specific ways African-American women were being subjected to both sex and race discrimination, and the barriers they faced when trying to seek redress around this.

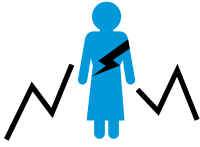
By understanding the different ways in which violence is perpetrated and experienced, an intersectional approach can foster context-specific responses when addressing violence against women and girls (VAWG) and better inform national and local governments to plan and implement programmes that take account of the needs of *all* women and girls.⁵

The Compendium illustrates a range of women-led solutions from data collection and analysis with a lens of intersectionality from the start to inform programme action and local integrated policies that include

the meaningful participation of grassroots women and women's rights organizations, to creating spaces and opportunities in which those women and girls who may be most likely to be left behind are placed at the centre in urban and transportation planning and in prevention initiatives that address discriminatory behaviours.

Promising practices have been selected among those that have led to positive outcomes, involve collaborative partnerships and innovative action on women's safety in public spaces with an intersectional approach.

5 Fourth UN Women Safe Cities and Safe Public Spaces Global Leaders' Forum: Proceedings Report (Shaw Conference Centre, Edmonton, Alberta, October 2018). Access at: <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2018/fourth-un-women-global-forum-2018-report-en.pdf?la=en&vs=1446>.



1. ADDRESSING DATA GAPS ON SEXUAL HARASSMENT IN PUBLIC SPACES

Traditional data in several disciplines and policy thematic areas, including VAWG may often lack gender, age, and cultural sensitivity, thus failing to represent the experiences of all women and girls, including those who may be at higher risk of violence due to their intersecting identities. Methodological challenges and the limitations of national and local surveys on VAWG may often result in gaps in data and knowledge on the specific challenges that women may face in public spaces. Excluding certain populations in data design and collection processes may lead to biased or discriminatory decision making on policies, programmes, or advocacy that further perpetuates social inequalities and marginalization of groups.

In designing and implementing safe city and safe public spaces with women and girls' approaches, it is important to share and analyze the systems of oppression from the start to inform processes, and all interventions that form part of a comprehensive approach. While intersectionality identifies different vulnerabilities and disadvantages of particular women and girls in relation to sexual violence and fear of such violence, it also recognizes their unique knowledge as agents of change⁶.

Cities have put in place various efforts to address the data gap and provide a more nuanced understanding of the intersecting factors that contribute to violence against different groups of women in public spaces. Disaggregated data allows for a broader scope on the issue, ensuring that the unique experiences of groups that are impacted by SH are taken into account.

The global methodology of UN Women's Global FPI emphasizes the co-production of data with multi-sectoral partners to understand the nature of SH in public

spaces. It underlines that data on sexual violence must be disaggregated not only by sex and age, but also by factors such as race, ability, sexuality, ethnicity, income level and location. It encourages the use of administrative data, personal stories, and anecdotal information in addition to other forms of quantitative and qualitative methods to enable more targeted interventions that support the monitoring and impact of safe cities' programming with women and girls⁷.

An intersectional analysis on safe city and safe public spaces' initiatives allows local governments, grassroots women and girls, and women's rights organizations and their partners to plan and implement programmes in a way that addresses the different realities and needs of diverse community members.

Safe City and Safe Public Spaces programmes have also further innovated to pilot new intersectional analysis tools, and to enhance the capacity of stakeholders, including local governments, police, civil society and grassroots women's organizations.

6 Ibid.

7 Ibid.

Sexual harassment and other forms of sexual violence against women and girls in public spaces

- A common factor identified in studies across participating cities in the Global FPI is that young women, including those living in impoverished neighbourhoods, may experience higher levels and different forms of SVAWG.
- In Canada, the single greatest risk factor for experiencing sexual violence is to be a woman, girl or to be perceived as feminine. Moreover, indigenous women are 2.5 times more likely than non-indigenous women to experience sexual assault.⁹
- A scoping study conducted in 2019, reveals that in Rubizhne, Ukraine, young women living in informal settlements were identified to be at higher risk of SH and other forms of SVAWG in public spaces.⁸
- A scoping study conducted in 2018, reveals that in Santo Domingo, Dominican Republic, lesbian and transgender women said they experienced hate, physical violence, and other forms of sexual violence in public places in the Zona Colonial.¹⁰

8 UN Women (2019) Rubizhne Safe City Programme for Women and Girls: Preliminary Findings Scoping Study. UN Women Ukraine.

9 Cited in Manitoba Status of Women (2016). Winnipeg Safe City Scoping Study Report. Available at: <https://winnipeg.ca/clerks/boards/WpgSafeCity/pdfs/WinnipegSafeCityReport.pdf>

10 UN Women (2018) Santo Domingo Safe City Programme for Women and Girls: Scoping Study. UN Women (2018) Santo Domingo Safe City Programme for Women and Girls: Scoping Study. Dominican Republic: UN Women

1.1 Montreal, Canada: Gender-differentiated analysis from an intersectional perspective, an inclusion tool to ensure women's safety

Summary

The City of Montreal in Canada began to participate in the UN Women Safe Cities and Safe Public Spaces Global FPI in 2019. It strengthened its commitment to ensuring the safety of women and girls in Montreal's public spaces and to working closely with corporate services, boroughs and its institutional and community partners to achieve this goal.

In 2018, Montreal began its pilot approach to the application of an intersectional gender analysis¹¹ (ADS) within its policies, services and programmes. This approach allows a greater understanding of the varying forms of discrimination faced by women to discern the specific needs of the population. With this basis, programmes can then be designed with clear targets in mind in order to produce and implement optimal solutions for gender equality.

Following the LNOB principle, the city opted to pilot its new ADS tool for women's safety initiatives. The city selected the intersectional practice as a preferable framework when developing an inclusive city that takes into account the daily experiences of women in public spaces, in particular those related to issues of security and sexual violence.

Description

Since 2018, the City of Montreal has been working to implement the ADS practice in the planning of its municipal services, programmes and policies. The approach translates¹² into pilot projects involving two boroughs¹³ and five administrative services including the Property Management and Planning Department; the Planning and Mobility Department; the Great Parks Service, Mount Royal and Sports; the Housing Department; and the Diversity and Social Inclusion Service.

Applied within urban planning processes, ADS allows for safe and inclusive public spaces to be designed from the outset with the particular needs of women and girls in mind in order to address inequalities. The experience of sexual violence in public spaces, including SH, is a daily issue and is likely to generate a sense of insecurity, restricting women's rights to free movement in the city and their ability to take advantage of all opportunities.¹⁴

As part of its efforts to address sexual violence, the city is leading a review of programmes from an intersectional perspective and working to support initiatives that pay particular attention to the experiences of marginalized women, including indigenous

What is ADS?

Gender-differentiated analysis from an intersectional perspective (ADS) is a tool that aims to take into account the different realities of the population in the implementation of municipal initiatives. In other words, ADS seeks to discern

the distinct effects of adopting a policy, programme and service on women and men, while taking into account other factors including social class, disability, age, ethnicity, sexual orientation and gender identity.

11 French translation: De l'analyse différenciée selon les sexes intersectionnelle.

12 The pilot projects aim to experiment with the implementation of the ADS systematize the practice and institutionalize the tool across the City of Montreal.

13 The City of Montreal is made up of 19 boroughs, which have specific powers in the City of Montreal Charter.

14 Lieber, Marylène. Gender, violence and public spaces. The vulnerability of the women in question. Sciences Po Press, et al. "Political Fact."

women, women with disabilities, women of sexual diversity, racialized women, women in situations of homelessness, and also with a view of women who face multiple forms of oppression.

The local government of Montreal, along with its institutional and community partners, has overseen the construction of a women-only “safe space” to accommodate 50 women on one floor within a homeless shelter designed to tackle the overflow of homelessness during the winter¹⁵. Implementing “gendered urban planning” tools is not new to Montreal. In the early 2000s, through its *Femmes et Ville* programme, the City of Montreal developed six principles of safe urban planning for women through the Planning Guide, *Pour un environnement urbain sécuritaire*.¹⁶ The guide incorporated an intersectional approach based on women’s experiences in order to highlight that a safe city for women is a safer city for all.

New methods are added to the ADS tool within the municipality through piloted initiatives. The reflections provided by ADS will allow city partners to have a more informed view of the experiences and realities of the population, especially women, and to implement targeted interventions that adequately meet the specific needs identified.

Key Elements

In order for staff to use this tool and develop the ADS approach an awareness and training strategy was held during 2019. This included: the development of concrete awareness-raising tools, the deployment of train the trainers (Tot) approach including officers or agents, and the provision of support in using ADS.

Awareness-raising tools

The first step in implementing and ensuring its success was the mobilization of municipal staff. A series of awareness-raising tools on ADS was developed and disseminated in the first year.

These tools included a short video¹⁷ outlining the approach and explaining the benefits of examining the differentiated effects of an urban project on groups that may be excluded. Widely distributed to staff and partners, this video raised awareness of the importance of developing inclusive projects in the image of the Montreal population.

A guide to the application of ADS, a checklist and a deployment package have also been made available to staff to apply this analysis in the development, implementation or evaluation of their projects. The steps of application of ADS are described below with proposed questions to aid in its development.

Examples of Montreal pilot projects in ADS

- Establishment of a homeless shelter to provide emergency accommodation in winter for homeless people, with a separate and secure floor for women
- The Place des Montréalaises: a public square between Old Montreal and the city center that commemorates Montreal women
- Integration of inclusive consultation mechanisms in the urban development of the new Great Western Park
- Safe changing rooms at the Rosemont Aquatic Complex

¹⁵ The winter homeless shelter is an emergency measure to accommodate people who are homeless during severe cold weather.

¹⁶ The City of Montreal developed six principles of safe urban planning for women through the Planning Guide - *Pour un environnement urbain sécuritaire*. These include principles including knowing where you are, seen and be seen, hear and be heard, ability to escape and get help, and a clean and welcome environment. See http://ville.montreal.qc.ca/pls/portal/docs/page/femmes_ville_fr/media/documents/Guide_amenagement_environnement_urbain_securitaire.pdf.

¹⁷ Link to video at: <https://www.youtube.com/watch?v=cuun97dCu5E>

Examples of simple questions to guide your analysis:

- Have you consulted with those who are covered by your project? (i.e. women and men in all age and income groups; non-binary, indigenous, immigrant and racialized people; those living with functional, physical or intellectual disabilities)
- Have you consulted with groups or individuals with expertise on the issues that will be addressed?
- How does the initiative take into account the specific experiences of women, men and non-binary people? How does the initiative take into account the specific experiences of people from other discriminated groups (i.e. aboriginal, seniors, immigrants, racialized people, those living with functional, physical or intellectual disabilities, and those living in low-income communities)
- What measures are specifically aimed at women, especially those from other groups experiencing discrimination?

The deployment of train the trainers' approach

The guide and tools were accompanied by a one-day training session for professionals, managers and elected officials engaged in the pilot projects.

The interest in this approach has resulted in training being deployed beyond the dates of the pilot project. To date, more than 300 people have received training. Within the pilot projects, professionals received an extra day of training to play the role of multiplier agent. They carry the approach and ensure that they accompany their colleagues by referring them to the tools available or by helping to apply gender-differentiated analysis from an intersectional perspective to the initiative.

It should also be noted that, as part of this process, Montreal has benefited from the support of Relais-femmes¹⁸, through its provision of training, expertise and tools to support other services, allowing boroughs to incorporate this tool in practice. Thanks to its support, the Diversity and Social Inclusion Service has been able to play a stronger and more cohesive role. Specifically, Relais-femmes helped to select analysis questions, collect sex-disaggregated data, and implement inclusive consultation processes.

Lessons Learned

The piloted approach within municipal initiatives and the enthusiasm it has generated among collaborators

is promising. The collaboration with the Department of Urban Planning and Mobility as part of the pilot is important, as the implementation of ADS in urban planning becomes a lever to develop more inclusive public spaces and to question issues related to women's experiences and fear of sexual violence, which are at the heart of differentiated analyses of urban spaces.

The deployment of ADS has revealed that the support and development of practical tools are essential conditions for success. The political will and openness of staff to innovate and adapt is also equally important to integrate this approach to all programmes and municipal services.



Image of the Video which present the Gender-differentiated analysis tool ADS+ for city employees ©City of Montreal

¹⁸ Relais-femmes is a feminist organization for liaison and knowledge transfer that provides training, research, and consultation with a view to transforming social relationships. See <http://www.relais-femmes.qc.ca/>.

1.2 Cuenca, Ecuador: Understanding sexual harassment in rural and urban spaces

Summary

Cuenca, Ecuador's third largest city, in 2016 became the second city in the country to participate in the Global FPI. Key partners include the Mayor; the Canton Committee to Eradicate Violence against Women; the Citizen Security Council; City Council members; and directors of municipal public companies, parish boards, and women's organizations.

Cuenca has both urban and rural areas. This geographical diversity requires site-specific data collection and analysis to gain a thorough understanding of the nature of SH and other forms of SVAWG and access to public spaces in both settings. This differential analysis allows the local government to identify the specific challenges and barriers women and girls face in rural areas and to develop targeted interventions to address these gaps.

Description

In 2018 a baseline study was conducted for the Cuenca Safe City and Safe Public Spaces with Women and Girls programme. Some of the main findings included:

- Ninety percent of women living in urban areas said they had experienced some form of SH in the last year (2017), compared to 65 percent of rural women interviewed in Cuenca. It is important to note, however, that rates of SH reported in the surveys tend to be an underrepresentation of women's actual experiences of violence due to various barriers to disclosures of sexual violence, including shame, stigma and fear.¹⁹
- Some respondents from urban and rural areas said that "the law has no gender, therefore there are no exclusive rights of women."
- Some parish leaders referred to victim blaming attitudes that placed responsibility on women for the violence they experienced.

- The public spaces where women in rural Cuenca said they felt more at risk of SH and other forms of SVAWG included schools, parks, streets/roads and river basins. In urban Cuenca, a majority of women said they felt more at risk in and around public transport, including buses, trucks, and taxis.
- One common characteristic in both urban and rural settings were the challenges that women expressed in reporting SH and in accessing quality essential services for survivors. Women mentioned that when they reported the violence, they received inappropriate responses from law enforcement agencies and the justice system, thus creating a culture of impunity for perpetrators.

Violence may be less normalized in urban areas, given awareness raising efforts by women's organizations that have taken place in Cuenca, and urban women may feel more confident to disclose their experiences of SH than rural women.

Key Elements

The assessment was discussed at public meetings with the Canton Committee to Eliminate Violence, the Citizen Security Council, City Council members, and managers of public companies, rural parish boards, and women's organizations. Through these consultations the gaps and opportunities to address SH and other forms of SVAWG were identified in order to ensure a targeted comprehensive approach.

- **Strong multisectoral partnerships established.** Stakeholders and partners underlined the importance of the network to address SH in rural spaces. The Canton Committee to Eliminate Violence helped bring together women's, faith-based, and youth groups, as well as representatives from non-traditional sectors such as agro-ecological associations. Each sector committed to contribute to ensuring

19 UN Women (2019) Cuenca Safe City Programme for Women and Girls: Baseline Study. UN Women Ecuador.

women's safety in rural Cuenca through their areas of influence and action.

- **Community mobilization.** The baseline study highlighted the challenges of women's safety in rural spaces, for example, long travel routes and isolated spaces. It also identified a unique opportunity to mobilize community members to contribute to preventive action in a faster way as compared with community mobilization action in urban Cuenca. Agricultural businesses and schools will contribute to the creation of safe routes, and other prevention activities aimed to change social norms, attitudes and behaviours.

- **Essential services.** Isolation, lack of anonymity and confidentiality were identified as barriers that women said they experienced in reporting SH in rural Cuenca. As a result, in collaboration with women's groups and the local government, the response protocol to VAW will be revised to include specific safety measures, including confidential reporting options to increase access to justice.

- **Capacity-building measures.** Capacity assessments, targeted training, and other measures will be developed to enhance strategic and effective responses to prevent and respond to VAWG by the police and justice in rural settings, including cases of SH.



This geographical diversity in Cuenca requires site-specific data collection and analysis in rural public spaces to gain a deep understanding of sexual violence against women, women's access to public spaces and identify the needs and concerns of rural women. © Juan Carlos Tuga Astudillo / Cuenca

1.3 Hawassa, Ethiopia: Inclusive programming of women's safety

Summary

Hawassa is one of the fastest-growing cities in Ethiopia. According to the city administration, Hawassa hosts an industrial park within the city, includes many public and private colleges, including one of the largest public universities in the country, and is considered a site for increased urban tourism. There is a large influx of young women to Hawassa in search of better education and employment opportunities.

Women in Hawassa face challenges and discrimination, including SH and other forms of SVAWG. According to the Ethiopia Demographic and Health Survey (EDHS) 2016, nearly one quarter (23 percent) of women have experienced some form of physical violence in their lifetime, and 10 percent of women have experienced some form of sexual violence. Moreover, the same study showed high rates of under-reporting (66 percent) by women and girls who experienced violence in public and private spaces.

In order to address these challenges, the Hawassa Safe City and Safe Public Spaces with Women and Girls Programme was launched in January 2019, in partnership with the Hawassa city administration, the Gender Equality Bureau, specialized government agencies in the health, education and justice sectors, UN Women, the International Labour Organization, UN-HABITAT, and the private company, PVH Corp. The programme is supported by the government of Sweden and government of the United Kingdom through the Department for International Development (DFID).

Description and Key Elements

A scoping study on SVAWG was conducted in 2019 to inform the design of the Hawassa Safe City and Safe Public Spaces with Women and Girls Programme. It identified women and girls at risk of sexual violence, compounded by their intersecting oppressions. This included women living in low-income neighbourhoods, ex-industrial workers, and women living in informal settlements. Accordingly, the methodology

developed for the study and design process consisted of community outreach and consultation, including with minoritized women,²⁰ participatory tools for engagement, and an advisory committee comprised of diverse women community leaders.

Outreach and consultation

As a first step, the technical team of the Hawassa Safe City and Safe Public Spaces Initiative developed specific terms of reference for a programme design facilitator with strong experience in community mobilization, a proven record of working with grassroots women and women's organizations, and with a good understanding of the realities and needs of communities in low-income neighbourhoods in the intervention site.

As a second step, the programme's participatory design methodology included a two-month consultation process with groups of women living in low-income housing and informal settlements, including a focus on structural poverty and social inequality in the city. Through a safe space created by the programme team, participants reflected on sexual violence and provided their recommendations to improve safety for women and girls.

The safe space and time of the meeting was identified by the women residents where they felt physically and emotionally safe. A place where they could feel comfortable and feel free to express themselves without the fear of judgment or harm. During these sessions, the programme team also ensured access to help-lines and information on essential services to women and girls who have experienced trauma.

Awareness-raising activities with community members were carried out in the area of intervention aimed at engaging women, men, youth and other agents of change from low-income housing neighborhoods. In total, 895 community members (80 community elders, 94 industrial workers, 100 women representing

²⁰ The term "minoritized" (rather than "minority" or "minority ethnic") is used to highlight that "groups and communities do not occupy the position of 'minority' by virtue of some inherent property (of their culture or religion, for example), but rather that they come to acquire this position as the outcome of a socio-historical and political process" (Burman, 2005, p. 533).

the informal settlements, 78 university students, 30 media professionals, 59 judges, 77 health officers, 50 public prosecutors, 103 gender experts and 224 police officers) were mobilized and helped to inform the development of comprehensive interventions to prevent and respond to SVAWG in public spaces.

Participatory action planning

After trust was built with women residents in the intervention area, the facilitator conducted a two-day workshop with community leaders, stakeholders and partners to validate and reflect on the scoping study findings and develop specific strategies and activities to create safe and empowering public spaces free of SH for women and girls. The solutions and recommendations provided by women residents were mapped in a group exercise that identified barriers to mobility and participation and process- and impact-level indicators. This included those reached and engaged by interventions, especially women agents of change.

Recommendations were captured in the programme design process and validated with the participants to ensure that women felt that their needs were properly conveyed and incorporated in the planning process.

Lessons Learned

One of the positive unintentional results of the design process with an intersectional approach was the creation of a consultative platform to the city administration by women residents representing different needs and realities. Before the implementation of the Hawassa Safe City and Safe Public Spaces Programme, there was no platform to engage effectively women residents in the design, implementation, monitoring and evaluation of urban development initiatives.

This platform will be further institutionalized and strengthened in the city throughout the implementation and monitoring of the programme through to 2023 to ensure sustainability and an intersectional approach across the project cycle and future development initiatives.

Leaving no one behind: Addressing the data gap on SH and other forms of SVAWG in public spaces

- Supports capacity-building of different levels of government and women's rights organizations on intersectionality
- Collects disaggregated data by sex and age, but also by race, ability, sexuality, ethnicity, income level and location
- Encourages different sources of data and inclusive methods of data collection and analysis, engaging "by and for" in the data collection process
- Fosters deep analysis of quantitative data on SVAWG with qualitative findings regarding social struggles and historical context
- Engages organizations who represent women and girls with intersecting oppressions to ensure data collection does not exclude certain populations
- Creates safe spaces for minoritized women to be part of the discussion where they can socialize and rebuild their social networks, receive information on essential services and reflect on their needs free of stigmatization and judgement
- Design women's safety initiatives around the practical and strategic needs and priorities of minoritized women and understand that different voices and perspectives are needed to contribute to transformative change initiatives
- Involve minoritized women in programme design, implementation, and evaluation of comprehensive women's safety initiatives



2. LOCAL INTEGRATED POLICIES THAT INCLUDE THE MEANINGFUL PARTICIPATION OF GRASSROOTS WOMEN AND WOMEN'S RIGHTS ORGANIZATIONS

An intersectional approach to develop, implement and assess gender equality policies and other policies that incorporate a focus on the prevention of SH and other forms of SVAWG in public spaces and is at the heart of local integrated action in safe cities free of VAWG initiatives.

This section provides examples of strategies and processes that have assisted Safe City and Safe Public Spaces with Women and Girls programme partners, with the support of grassroots women and women's rights organizations and UN Women. The overall aim is to invest in solutions that better address the specific needs of women and girls who may be subject to multiple and simultaneous discrimination based on historical, political and social contexts.²¹

Women's safety initiatives designed by minoritized women themselves, helps to support multisectoral partners in safe city initiatives to address the intersecting oppression women experience.²²

In some cities this work has resulted in gender equality policies that recognize women's experience of violence shaped by factors such as race, sexual orientation, HIV/AIDS status, migrant or refugee status, age or disability, among others. In other cities, the intersectional approach has been applied in municipal

action plans that forge multi-sectoral collaboration and across different disciplines to build capacity to address simultaneous inequalities (i.e. prevention initiatives addressing ethnic discrimination and VAW), and to build strategic coalitions of women's rights organizations to monitor the implementation of women's safety interventions in public spaces.

The failure to include intersectionality in policy frameworks not only inhibits policymakers from assessing inequalities between women and men, but also inhibits their ability to assess how differently positioned women experience discrimination and violence.²¹

—Former United Nations Special Rapporteur on Violence against Women Rashida Manjoo

²¹ Human Rights Council, 26th Session, May 2014, A/HRC/26/38, Report of the Special Rapporteur on violence against women, its causes and consequences, p. 16, para. 58.

²² European Union, Imkaan, UN Women (2019). The Value of Intersectionality in Understanding Violence against Women and Girls. See <https://eca.unwomen.org/en/digital-library/publications/2019/10/the-value-of-intersectionality-in-understanding-violence-against-women-and-girls>

2.1 Guatemala City, Guatemala: Ensuring women and girls' safety action is embedded in a municipal gender equality policy

Summary

A study conducted in 2017 to inform the Guatemala City Safe City and Safe Public Spaces with Women and Girls Programme revealed that nearly all women interviewed said they had experienced some form of SH during their lifetime. Public transportation, closed alleys, roads/walkways, parks, open spaces and bus stops were identified by women respondents as public spaces where they felt most unsafe from violence. Fifty percent of women said they felt unsafe when walking alone in the neighbourhood during the day, while 42 percent of women said they felt unsafe in educational centres and health service centres. Some 34 percent of women surveyed admitted feeling unsafe in the presence of security officers²³.

The Guatemala City Safe City and Safe Public Spaces with Women and Girls Programme, with support from AECID, was launched in 2016 with technical support from UN Women. It is led by the Municipal Women's Directorate (MWD), in collaboration with diverse municipal departments, the Guatemalan Vice Ministry for the Prevention of Crime and Violence, and women's rights organizations.

In the last four years the city has led several initiatives to prevent and respond to high levels of violence against women in public spaces and to address gender gaps in social and economic opportunities. The city has made efforts to promote women and girl's safety through the revitalization of public spaces, promoting women's economic empowerment. They have also provided coordination with state institutions and civil society organizations to support women and girl survivors of violence.

In order to continue its commitment to create a safe and inclusive city for women and girls, with support of UN Women, the city developed and approved the Women's Development Policy (2019-2027), endorsed

in December 2019. The municipal policy includes a long-term strategy to mainstream gender equality and women's empowerment as part of the implementation of the Sustainable Development Goals (SDGs) and the New Urban Agenda.²⁴

Description

In Guatemala City, the first-ever municipal women's development policy places women's rights at the centre and strengthens the MWD unit in the local government. The policy reaches across diverse local development plans, leverage existing resources and reinvigorate political commitment towards transformative change for women and girls.

The policy prioritizes four areas:

- 1. Equal participation and citizenship:** Address structural barriers that infringe on women's rights in the city.
- 2. Liveable and inclusive neighbourhoods:** Ensure that urban public spaces are safe for and inclusive of women and girls' needs.
- 3. Women's economic empowerment:** Promote gender equality in employment and women's entrepreneurial capacity and in gender-equitable care work.
- 4. Institutional strengthening:** Increase institutional gender expertise via training and evidence.

Implementing the principle of LNOB, the Policy establishes strategic actions to promote the equal participation of women and their access to services. This includes a focus on different inequalities and multiple forms of violence they may experience.

To ensure a comprehensive and sustainable approach to end SH and other forms of SVAWG, the city has prioritized women's safety in public spaces in its plan and includes indicators to monitor the reduction of SH and other forms of SVAWG in public spaces.

23 <https://www.unwomen.org/en/news/stories/2018/11/feature-women-in-guatemala-steer-change-look-for-solutions-to-end-sexual-harassment>

24 The New Urban Agenda was adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in Quito, Ecuador, on 20 October 2016. It was endorsed by the United Nations General Assembly in December 2016.



Under the principle of “leaving no one behind”, the policy launched in Guatemala City establishes strategic actions to promote the women’s safety and equal participation in the different services that the city offer, with a particular focus on the different inequalities and forms of violence they often face. © UN Women

Key Elements

Strong leadership, a participatory consultation process with women and other partners, and a gender-responsive budget are key components needed to ensure the programme’s success. In 2016, coinciding with the publication of the study, the Municipal Women’s Directorate was given the authority to develop and implement municipal policies to inform any municipal policy, plan, programme or project relevant to the status of women.

Participatory consultation

A participatory consultation process to develop the municipal policy was led by the MWD to guarantee an intersectional approach, prioritizing the active participation of diverse grassroots women. Over the period of eight months, women from all ages, ethnicities and women living in adjacent districts, including those with differing socioeconomic status. During these sessions, grassroots women participated in the process of drafting and validating the first draft of the municipal policy and action plan.

In addition, the active participation of multi-disciplinary municipal departments of local government

was achieved to develop a common understanding of gender equality, discuss the gender analysis of policies, consider main findings of the scoping study, and identify strategic areas to plan the implementation process collaboratively.

Gender-responsive budgeting

Following the endorsement of the policy, the municipal government allocated a budget for its implementation, and adopted a set of indicators to monitor progress. Measures were also put in place to strengthen the local gender machinery and the Women’s Municipal Directorate, Build the capacity of other municipal units to implement gender-responsive programmes and services. A gender budget assessment on the implementation of the policy will be carried out to measure the impact of the investment of women’s empowerment in the city and their safety.

For the first time, the city has developed a long-term plan to ensure that the benefits of municipal services and infrastructure are distributed among the population to ensure gender equality and to address intersectional oppression.

2.2 Brussels, Belgium: Gender Equality Action Plan - Addressing women's safety through an intersectional approach

Summary

In 2015, the city of Brussels, led by the Equal Opportunities Unit (EOU) launched a Safe City and Safe Public Spaces programme. It was the second city in Europe, following Dublin, and among the first set of cities (including New York, Sakai and Winnipeg) in developed countries to participate in the Global FPI.

According to the scoping study²⁵ 2018, 9 percent of citizens avoid areas around their place of residence, 20.7 percent avoid leaving their homes after dark, and 13.3 percent avoid taking public transport²⁶. Moreover, a 2013 report from the Brussels Observatory for Prevention and Security states that harassment and other forms of assault against lesbian, gay, bisexual and transgender (LGBT) citizens are not fully addressed by municipalities²⁷. Moreover, the counting of acts of SH and other forms of SVAWG is impeded by a lack of sex-disaggregated data and a substantial gap between reported and unreported crime (77 percent).

In order to address these gaps, the city of Brussels has put in place women's safety strategies in its action plan on gender equality in alignment with the European Charter for Equality of Women and Men in Local Life (2006).

Description

An integrated approach was encouraged by the city of Brussels to address women's safety through the Gender Equality Action Plan from the start.

The action plan is led by the EOU in collaboration with all units of the city administration, including: Organization, Culture, Youth, Leisure, Sports, City Planning, Roadworks, Human Resources, Demography, Education, Commerce, Finances, Purchasing, Communal properties and public heritage.

The EOU has also sought to foster a strong partnership and network with women's rights organizations to develop, implement and monitor local action plans. Through a Gender Equality Advisory Council, women's rights organizations voice their opinions and concerns and provide feedback on strategies and approaches. Their input is fundamental as they represent the needs of women who face different forms of discrimination.

Once the action plans have been approved by the city administration and the Gender Equality Advisory Council, the EOU open calls for proposals to all women's rights organizations to implement and monitor key action areas.

Key Elements

The Charter of Gender Equality

The Charter of Gender Equality encompasses several action areas to ensure women's empowerment and gender equality in the city including women's political participation, women's economic empowerment, housing, sports, urban development, mobility, security and gender-responsive budgeting.

Among these strategies, an intersectional approach is encouraged across all action areas including ending violence against women (EVAW). Article 22 of the Charter is focused on eliminating gender-based violence (GBV), including the monitoring of the total number of reported incidents of GBV per year disaggregated by sex, specific measures to prevent GBV, and the allocation of financial support to survivors of GBV²⁸. Further, Article 10 of the Charter encourages the Gender Equality Action Plan to account for an intersectional approach and specific measures to address multiple discrimination.

25 Equal Opportunity Unit (2018). Brussels Safe City for women and Girls: Scoping Study.

26 Data disaggregated by sex is not available yet but provides an approximation of the feeling of fear in public spaces in the city.

27 Equal Opportunity Unit (2018). Brussels Safe City for women and Girls: Scoping Study

28 Available at <https://charter-equality.eu/methods-and-evaluation/analyse.html>.

Brussels Gender Equality Action Plan

The city of Brussels signed the Charter in 2011 and has developed and implemented a Gender Equality Action Plan since 2014. Key action to prevent and respond to SH and other forms of SVAWG in public spaces comprised in the plan include: capacity-building of peacekeepers patrolling on how to address SH in public spaces, improvement of essential services, empowerment of young women, gender-responsive infrastructure and community mobilization.

The prevention activities were implemented by the women's rights organization *Touche Pas à Ma Pote* ("Don't touch my pal")²⁹ using interactive methodologies accessible to different age groups, backgrounds and languages.

Training sessions with the police and street educators were conducted through the use of participatory theatre, where professional actors acted out cases of SH followed by a debriefing session in which participants could reflect on what constitutes SH, negative impacts on the wellbeing of girls and women and the community, and penalties against SH.

Workshops were held with young women on how to identify and react to SH in public spaces.

In 2018, awareness-raising and community mobilization events were held with a view to understand better, highlight and address simultaneous forms of discrimination that women may experience in the city. Intersectionality was chosen as the main theme during Women's Rights Week around the 8th of March. Twenty-four events were held during the week, including films, theatre, workshops, community round tables, and a communication campaign that highlighted famous women coming from different backgrounds, conditions and gender orientation³⁰. One workshop provided a safe space and platform to women with disabilities, where participants voiced

their needs and proposed solutions regarding and the nature of the discrimination that they experienced daily in public spaces, including SH.

Finally, exploratory walks and women's safety audits (WSA)³¹ were conducted as part of the urban development action areas to ensure that public spaces promote participation and use across the gendered spectrum.

Lessons Learned

The Charter and Gender Equality Action Plan are policy frameworks to ensure that women's empowerment and gender equality are achieved through an intersectional approach. Simultaneous discrimination has been acknowledged in the Charter and women's safety in public spaces has been addressed in a comprehensive approach with concrete and measurable actions, including women's safety, urban development and economic empowerment.

One of the key challenges to implementing the Action Plan is the need for the collection of sex-disaggregated and intersectional data. Another challenge was the lack of motivation of the police in the beginning to attend training sessions. To address this, it is helpful to include a preliminary step focused on raising awareness and mobilizing police staff prior to issuing invitations to training sessions. Another area of opportunity is to engage experts to monitor the prevention activities to assure quality control.

The intersectional approach and implementation across women's safety initiatives is relatively recent and requires further action and learning. The recently endorsed action plan for people with disabilities and two upcoming action plans focused on LGBTQI+ rights and racism will help the city to address women's safety and gender equality by addressing simultaneous intersections of discrimination and ensure that no one is left behind.

²⁹ <http://www.touchepasamapote.be/>

³⁰ Plan d'Action EFG 2018

³¹ The women's safety audit (WSA) is a multi-purpose tool and participatory process that provides detailed information on issues related to women's safety and mobility. The WSA provides an opportunity for women and girls to identify factors that make them feel safe or unsafe, includes them in processes and programmes working to improve their safety through partnerships established through local authorities and other partners, and generates recommendations to enhance women's safety within a given space.

2.3 Guadalajara and Monterrey, Mexico: Monitoring women's safety interventions to enhance justice for all women

Summary

In order to address VAWG in public spaces, the Safe City and Safe Public Spaces Programmes for Women and Girls in Guadalajara and Monterrey prioritized the role of women's organizations and other civil society groups in monitoring of women's safety interventions.

Through improved advocacy skills, access to public information and inclusive monitoring tools, women rights organizations in Guadalajara and Monterrey are equipped to monitor women's safety initiatives and other public investments aimed at reducing discriminatory practices against women and girls in the city. This practice was implemented by EQUIS Justicia para las Mujeres,³² a feminist Mexican organization aimed at improving access to justice for all women, in collaboration with UN Women.

Description

The capacity of 70 women's rights and civil society organizations (CSOs) was strengthened through a theoretical and practice-oriented training on policy advocacy and monitoring of violence prevention initiatives. Participants were equipped with basic understanding of the legal framework, policy cycle, advocacy skills and monitoring tools to assess women safety interventions in public spaces through a feminist and intersectional approach.

Four requests of public information and advocacy plans to monitor the progress of women's safety initiatives in public spaces were developed. The joint advocacy plans address multiple forms of discrimination and recognize that different forms of discrimination may intersect with each other and result in reinforcing barriers to opportunities city can provide.

Key Elements

Capacity building

A two-day training session was conducted by Equis Justicia para las Mujeres, with the support of UN Women, in Guadalajara and Monterrey in November 2019. Forty representatives of diverse CSOs participated in Guadalajara and 30 participants participated in Monterrey.

The training sessions included:

- Explanation of the development and implementation of public policies including implementation cycles, decision-making processes, and evaluation mechanisms
- The purpose of transparency and where to find transparency obligations of authorities
- Differences between policy and legislative advocacy processes and the importance of citizen participation
- Detailed description of what an advocacy action plan entails, with examples
- Citizen monitoring tools.

During the training, participants received a "Basic Guide to Use the Right of Access to Information" and a "Citizen Monitor Guide" to assess women's safety interventions implemented under the Safe City Women and Girls Programmes in Guadalajara and Monterrey. The guides provided a detailed description of the right of access to information in Mexico and the internal process to make requests for information including: who to address the request of information, where to submit the request, what types of information are available and how to submit a revision if the information requested is not provided.

³² EQUIS Justice for Women is a feminist organization that seeks to transform institutions, laws and public policies. It does so through the promotion of new methods to address gender-based violence and non-discrimination. It is a key partner of the Safe Cities and Public Spaces Programme for Women and Girls in Mexico.



Guadalajara and Monterrey Safe City initiatives are strengthening the role of women’s organizations in monitoring women’s safety in public spaces. © UN Women Mexico

In addition, **two virtual sessions** are provided one month after the training with each participant organization to address any questions and doubts regarding the process. By the end of the training, each organization will submit a final report including key findings and the next steps for their respective policy and legislative advocacy plans.

Advocacy plan and monitoring tools

Through a hands-on exercise, participants put in practice the knowledge and assessed the implementation of existing policies to address VAWG at the local level. Participants from different CSOs who shared the same objective (i.e. women’s safety in public spaces) developed a joint advocacy plan, fostering a strategic coalition addressing multiple and intersecting forms of

Example of type of information requested	Authorities	Status
<p>Access to information documented, generated, obtained, acquired, transformed, or retained by any title correspondence, agreements, directives, guidelines, circulars, contracts, instructions, notes, memorandum, statistics, public management indicators, total projects, name of project or projects as well as relative and referent programmes focused on metropolitan public transport to respond to the needs of women transport users related to the Safe Cities and Safe Spaces Programme for Women and Girls of the years 2017, 2018 and 2019.</p> <p>Source: Plataforma Nacional de Transparencia, See www.plataformadetransparencia.org.mx</p> <p>Translated from Spanish to English.</p>	<p>State Institute of Women (Instituto Estatal de la Mujer)</p> <p>Agency for the Rationalization and Modernization of the Public Transport System of Nuevo Leon, Apodaca, Juárez, Cadereyta, Monterrey, and Guadalupe (Agencia para la Racionalización y Modernización del Sistema de Transporte Público de Nuevo León, Apodaca, Juárez, Cadereyta, Monterrey, Guadalupe)</p>	

discrimination. This exercise was followed by a group discussion and exhibition to share key lessons learned and reflections on citizen participation and advocacy.

Women's rights organizations, supported by the trainers, prioritized the type of information required to monitor with regard to the prevention and response to VAW in public spaces, the relevant authorities to provide this information, and the legal responsibilities, time frame and channels for submission for provision of the information. These guidelines and examples were captured in the *Mexico Safe Cities for Women and Girls: Citizen Monitor Guide* to be published in February 2020.

For example, the request for information below was submitted to the Public Transportation System Agency by one participant organization. The State Institute of Women is soliciting information on agreements, statistics and projects implemented since 2017 aimed at improving women's safety in public transport.

Lessons learned

Increased participation and monitoring of women's rights organizations and CSOs support of local governments, in order to assess the efficacy and reach of service delivery, is critical to ensure that no one is left behind.

High engagement and interest by CSOs can be generated, including among neighborhood associations whose main objective may not necessarily include ending VAW, but whose capacity can be strengthened as part of community mobilization efforts to create safe and inclusive spaces for all.

It is important to include a session in the course and guidance on how to address the barriers to access information (i.e. language, mobility, distance and access to information systems).

LNOB: Local integrated action to address women's safety in public spaces

- Ensure solutions to women's safety initiatives are rooted in social, cultural, political and economic reality of minoritized women
- Promote cross-sectoral and collaborative partnerships to address multiple and intersecting forms of discrimination
- Support and invest in initiatives designed and led by minoritized women
- Engage with minoritized women as experts and knowledge holders
- Strengthen diverse women's rights and CSO capacity and advocacy skills
- Support strategic coalitions and concerted action from different minoritized groups that link multiple and intersecting forms of discrimination



3. PLANNING FROM THE MARGINS: PLACING MINORITIZED WOMEN AT THE CENTER OF URBAN AND TRANSPORT PLANNING SOLUTIONS

The way cities are planned and developed are not neutral and can exacerbate social inequalities.³³ City spaces, services and infrastructure are overwhelmingly designed and implemented by men for men, with little consideration of the needs of women and girls.³⁴

This experience of gender inequality may be aggravated by women's lived experiences of discrimination and social segregation. For example, women with impaired visibility encountering an inaccessible crossroad may be at high risk or may fear unwanted touching.³⁵ Women, including those living in low-income neighbourhoods, especially young girls and those belonging to racial, ethnic or migrant groups, may often be stigmatized and are often not consulted in the design of city spaces.

As a result, the form and function of the built environment tends to reflect the dominant values of society, which are not necessarily equitable. Even when women's needs are considered in urban planning, these solutions may fail to incorporate the diversity of women's needs and life experiences of discrimination.

However, there is increased recognition by different stakeholders of the importance of inclusive land use and planning design of city spaces, with efforts made to channel resources to underserved communities.³⁶ This section provides examples of strategies, partnerships and tools used by various cities participating in the Global FPI, which are working to apply an intersectional approach in planning by addressing the spatial, social and symbolic exclusion generated by neutral planning. In some cities this work has resulted in prioritizing everyday lived experiences of minoritized women in planning decisions, creating space for diverse women and girls to participate in every phase of the urban planning process, and promoting mixed-use neighbourhoods and accessible service provision.

33 Yasminah Beebeejaun. 2017. "Gender, urban space, and the right to everyday life," *Journal of Urban Affairs*, Vol. 39, pp. 323-334.

34 Sussen (2011).

35 UN Women (2019). Global exchange: Addressing sexual harassment against women with disabilities. Safe Cities and Safe Public Spaces for Women and Girls.

36 Commonwealth Local Government Forum 2012. "Ten ways local government can advance gender equity." Fact sheet.

3.1 Rabat, Morocco: Creating safe and empowering public spaces for all women and girls

Summary

Morocco continues to experience rapid urbanization with high levels of SH and other forms of SVAWG in public spaces. In 1990, less than 10 percent of Moroccans lived in urban areas. It is estimated that this rate will rise to 70 percent in 2027. A 2011 national study on the prevalence of VAWG found that nearly 63 percent of women in Morocco (aged 18 to 64) had been victims of some form of violence during the year preceding the study³⁷. In the same study, about one third of the women surveyed said they had experienced some form of GBV in public spaces in the previous year, and that women were three times more likely to experience violence in public places than at home.

In 2015, the City of Rabat became the second city in Morocco (following Marrakech in 2013) to launch a Safe City and Safe Public Spaces Initiative, as part of the Global FPI. In developing a comprehensive local approach to prevent and respond to SH in public spaces, an emphasis was placed on strengthening the capacity of local government departments and women's rights organizations in the implementation of gender-responsive urban planning, with the development of systematic tools that could support this process.

Since 2017, important achievements in gender-responsive planning piloted at the municipal level have in the Rabat Safe City Initiative also worked to inform a more inclusive urban policy at the national level. As per Article 19 of the new Constitution adopted in 2011³⁸ that proclaims gender equality and bans all forms of gender-based discrimination, the Ministry of Housing is mandated to ensure public spaces in all Moroccan cities are designed with a gender perspective and intersectional approach.

Description

The first WSAs in Morocco were conducted in 2016 by the Moroccan Institute for Local Development (IMADEL) as part of the Marrakech Safe City with Women and Girls' Programme with the technical support of UN Women. The WSA methodology was tested and developed in Toronto, Canada in the 1990s, and later adapted across Canada and other countries, including Morocco, taking account of the urban and social context of the city. Training modules and questionnaires were locally developed with an intersectional approach and made available in Arabic as part of this process.

The following year, training sessions and accompanying tools were made available to four CSOs with a women's rights focus, and other Rabat Safe City Programme partners who conducted WSAs with different groups of women. The methodology and WSA recommendations on how to create a safe and empowering space for women and girls free of VAWG were presented to local and national authorities who form part of the Rabat Safe City Multi-Sectoral Committee. Following the success of the results, the Ministry of Housing expressed its commitment to mainstream gender in urban development initiatives across the country.

With the support of UN Women to the Marrakech Safe City Programme, the Ministry of Housing developed **National Guidelines on Gender-Responsive Planning** with an intersectional approach (forthcoming in 2020)³⁹ to ensure that all women and girls living in Moroccan cities can safely access and use urban public spaces free of fear and SH and other forms of SVAWG.

The guidelines aim to transform how urban public spaces are renovated and created, and how public services can better respond to the multiple needs and

37 Moroccan Haut Commissaire au Plan, January 2011. "Principaux résultats de l'Enquête Nationale sur la Prévalence de la Violence à l'Égard des Femmes (version française)", (.

38 See Article 19 in https://www.constituteproject.org/constitution/Morocco_2011.pdf (English) and http://www.sgg.gov.ma/Portals/0/constitution/constitution_2011_Fr.pdf (French).

39 UN Women & Habitat et Politique de la ville Morocco (Forthcoming) : Guide Referentiel – Integration du Genre dans le projects de politique de la ville



The gender-responsive guidelines developed by the Ministry of Housing and UN Women highlight design principles to support safe and inclusive public spaces that promote women and girl's safe mobility and access to services. © UN Women Morocco

concerns expressed by women and girls by addressing simultaneous discriminations that women and girls face in Moroccan cities. During the validation process in different states, the study identified specific barriers to services and needs by women and girls with disabilities, women and girls who do not speak Arabic, women in care-related roles, and elderly women, including those with limited resources and/or education.⁴⁰

Key Elements

The **guidelines** include design principles to support safe and inclusive public spaces that promote women and girl's safe mobility and access to services. The guidelines include practical and concrete recommendations to implement a gender and intersectional approach across public spaces including streets, parks, and green spaces. The recommendations provided by women in WSAs and in a city-wide questionnaire included clear signage, improved visible sightlines, gender-responsive toilets and access to water fountains, mixed-use spaces with a focus on gender and age, installation of benches and seating areas, and spaces for breastfeeding.

The guidelines also include tools in the appendix to facilitate adaptation and implementation of gender-responsive planning. For example, samples of a maintenance plan and a WSA questionnaire are ready to adapt and use in each location.

In addition, an **awareness and training strategy** on gender-responsive planning has been developed to accompany the guidelines. A cycle of capacity-building/strengthening sessions adapted to the different target audiences will be provided by the Ministry of Housing in all Moroccan regions to explain the benefits of a gender and intersectional approach to urban planning in relation to women's safety.

The guidelines and capacity measures are targeted to the Ministry of National Planning, Urban Planning, Housing and Urban Policy; local representatives of the Ministry (Regional Directors of Housing and City Policy); local elected representatives of city councils who are responsible for urban development in their cities; and CSOs.

40

3.2 Cairo, Egypt: Creating inclusive and accessible public markets for all women and girls

Summary

In **Egypt**, marketplaces represent important livelihood options for women and men, with the potential to increase women's economic empowerment and reduce poverty.

The Cairo Safe City and Safe Public Spaces Programme was launched in 2011, as one of the founding programmes of the Global FPI. In Cairo, the programme is implemented in three settlement communities: El-Hagana, Imbaba and Manshiet Nasser and with some interventions being implemented in Boulaq al-Dakrou. The Zenin market was identified by women in the community as a priority space for gender-responsive planning interventions in the Cairo Safe City and Safe Public Spaces Programme. Zenin is the country's first market with women vendors and women as a majority of market users (estimated at 65 percent). Through gender-responsive urban planning, Zenin is the country's first market to be redesigned using an approach

that creates a safe space for women vendors and customers, including women with disabilities.

The programme is implemented in partnership with the National Council for Women, Ministry of Social Solidarity, Giza Governorate, Care Egypt, and three local NGOs based in the intervention area.

Description

The Zenin market offers a working space for more than 70 women who belong to different age groups (ages 24 to 75). The women contribute to their households, whether by providing the sole source of income to the family or contributing significantly to it. Many of the women in the market also contribute to their married children households, helping to support their grandchildren to school, and contributing to health expenses for their siblings and family in laws. The women and men working in the market have been there since the early 90s and aspire to grow it further.



The Zenin market in Cairo represent an important livelihood option for women vendors who represent the majority of market users. © UN Women Egypt



Zenin Market: Before (left image) and after the intervention (right image) to create a safe and accessible city for all. © UN Women Egypt

The market design process included six months of consultation with market users and vendors and studies conducted by specialists, including architects, environmental, waste and gender consultants. Through this consultation process, women with disabilities explained their specific needs in accessing the market stalls, bathrooms and the additional barriers they may experience when using the market.

Achievements

Following recommendations made by women users, the Zenin market has been made more accessible to women, youth and children, including those with disabilities.

- The Zenin market was expanded by 750 m² and another 800 m² including tree-lined sidewalks and improved lighting, ensuring functional spaces for residents and market users.
- Accessibility has been improved through wider paths and ramps to accommodate strollers and wheelchairs.

- Sanitation facilities for both women and men have been upgraded in the market which include greater privacy – equipped with nursing tables and hand-rails.

These design changes have helped to increase perceptions among market vendors and users of safety and significantly reduce the risk of theft, SH, and other forms of violence against women vendors and customers, based on testimonials from market users.

The Zenin Market renovation was undertaken as part of the Egypt Initiative Safe Cities and Safe Public Spaces. The new design was developed by Takween Integrated Community Development and Construction, and the renovation was implemented by Cubes Contracting. This intervention in the Cairo Safe City Programme was supported by the United States Agency for International Development (USAID).

3.3 El Alto, Bolivia: Migrant women at the center of urban planning solutions

Summary

El Alto is the second largest city in Bolivia, one of the fastest-growing urban centers, and where 78 percent of the population self-identify as Aymara. With high migration, residents in El Alto share their activities and network between rural and urban settings. More than one third of the population of El Alto lives in poverty.

A 2017 government survey⁴¹ on the prevalence of GBV in Bolivia found that in the Department of La Paz, which houses El Alto, 66 percent of women said they had experienced some form of sexual violence in their lifetime. Indigenous or migrant women, and young women are particularly vulnerable to sexual harassment (SH) in public spaces.

The El Alto Safe City and Safe Public Spaces with Women and Girls' Initiative was launched in 2018 with support from the Spanish Agency for International Development Cooperation (AECID), in collaboration with the municipal government of El Alto, the Munasim Kullakita ("Love your Sister") Foundation, UN Women, and other partners.

Description

As a first step to inform the design of the El Alto Safe City and Safe Public Spaces programme, a scoping study was conducted in 2019 to understand the nature of SH in line with the UN Women Guidance on Scoping Studies. The study identified streets, bars and public transportation as the sites where SH and other forms of SVAWG were most likely to occur, and detailed women's coping mechanisms.

During the programme design, local partners and women residents prioritized an intersectional approach in the design and upgrade of the public spaces ensuring that migrant women are placed at the center of city planning. Grassroots women identified the

entry points and interventions to make public spaces more friendly, accessible, and safe to Aymara women and are equipped with tools and community resources to prevent and respond to SH in public spaces.

"We want the community to shape municipal public policies. Women also need their spaces to organize and demand change. NGOs, foundations and institutions can give them the tools to advocate, but the decisions must be made by women in all their diversity.."

(Informant interview, Aymara leader)

Key Elements

Mapping the risks and community resources

During a two-month period in 2018, Aymara women reflected on the definition of a public space in their communities and visualized the neighborhood from their daily experience. Using a map, they highlighted the transit corridors that they use to sell their products and use services and described how they made decisions when selecting their routes.

As part of the community mapping exercise two community networks were identified as agents of change: one consisting of formal and informal community leaders, and another network of migrant Aymara woman who transit and/or live in the neighborhood.

Women identified the elements of the built environment and the community that made them feel safe and unsafe. CBOs were mapped as friendly and safe spaces, while public transport, dark market alleys and alcohol selling areas were categorized as unsafe. Some participants noted that they did not have information on the location and provision of services by government institutions and community resources.

⁴¹ EncuestadePrevalencia–ViolenciaContra laMujer.See<https://www.ine.gob.bo/index.php/prensa/publicaciones/411-publicaciones/todas-las-publicaciones/2017/326-encuesta-de-prevalencia-violencia-contra-la-mujer>



Aymara women identify safe spaces and community support in the city of El Alto. © UN Women Bolivia

With the support of the city of El Alto's Urban Development Unit, the maps were built to scale and placed in strategic locations in the neighborhood as a tool to help migrant Aymara women transit the city and identify community resources, including access to services. The community map will be a living document that can continue to receive inputs.

Including better signage and adapting wayfinding tools

One of the leading principles of women's safety audits (WSA) is "knowing where you are in a city space" forming part of a comprehensive approach to prevent SH and other forms of SVAWG in public spaces. Wayfinding is a planning tool that helps residents identify their location and make decisions about how to reach their destination. These tools adapted to different needs of migrant Aymara women can be useful

resources to ensure their safety and promote their agency in public spaces.

From an intersectional approach, spatial decision-making may involve social assets as well as cognitive skills such as perception, memory, imagination, language, reasoning, and decision-making. Aymara women who migrated from rural communities to the city and participated in the community mapping described their experience as confusing, threatening and overwhelming. For those who spoke only Aymara, the street signs in Spanish were not helpful. Aymara women migrants voiced the need to create user-friendly, visual and multilingual signage around key public spaces. UN Women is working with Aymara women and other technical partners to respond.

Active users of public spaces

As part of the El Alto Safe City initiative, a programme has been put in place to activate under-utilized public spaces in the district: D-1 Zona Ceja, D-4 Lotes y Servicios, and D-8 Senkata. These upgraded public spaces are venues for social activities aiming at increasing the visibility and empowerment of migrant women and girls as active citizens of the neighborhood.

The first activity implemented in 2019 was the Female Football (Soccer) Programme for girls, adolescent girls, and adult women.

The school challenges the narrative that football is an activity and a public space solely for men. The programme aims to promote a culture change in community football and promote leadership skills in women and girls.

Initially, football matches were organized spontaneously by women and girls according to their time availability and interest. As migrant women became

more trusting of the activity, the football matches and community public spaces began to be recognized as safe spaces for recreation and reflection and more girls and adult women started attending the matches.

Men are also engaged in awareness-raising sessions on SH and contributed to the logistics and organization of the football matches. A group of men-initiated participation at the championship with messages focused on positive masculinity and gender equality. The next step is to report the football matches in Aymara and Spanish and promote community messages to prevent VAWG at major events.

Lessons Learned

The importance of identifying and addressing both symbolic and physical barriers in the creation of safe public spaces

Engage and ensure the support of community leaders, both women and men, in the planning and implementation of the activities from the outset.

LNOB: placing minoritized women in the center of gender-responsive planning

- Engage women from different realities in the urban development
- Provide resources to strengthen the capacity of minoritized women in women's safety advocacy, planning, and monitoring the built environment
- Identify symbolic, physical and legal barriers to access safe public spaces
- Recognize minoritized women as active agents of change in prevention initiatives and their rights to public spaces
- Address multiple barriers and intersecting forms of discrimination in public spaces
- Promotes mix-use of public spaces among different settings and community needs.



4. CHANGING SOCIAL AND CULTURAL NORMS TO PROMOTE THE SAFETY OF WOMEN AND GIRLS IN PUBLIC SPACES

When gender intersects with other forms of inequality and oppression, resisting that oppression, and investing from the start in tools to allow for a deep understanding of how gender inequality is shaped by these intersections also become part of a multifaceted approach to prevent sexual harassment of women and girls.

Central to this work includes a focus on questioning entrenched community narratives and racialized representations of violence among others. CSOs can play a strong role in changing attitudes, and behaviours to promote women's and girls' rights to enjoy public spaces free from sexual violence in public spaces. Some CSOs have emerged from and continue to be an integral part of larger feminist and anti-racist movements. The identity of such organizations is grounded within social justice movements and an ethos of collaborative working and solidarity, as well as a deep commitment to engaging with the intersecting lived realities of women and girls facing violence.⁴²

Safe City and Safe Public Spaces' Initiatives including multi-sector partners (local government, grassroots women and community groups, research, etc.) are increasingly working to implement an intersectional approach in the prevention of SH that addresses men's entitlement, privilege and power. Investment in education and bystander programmes that focus more in depth on intersectionality and sexual violence also has the potential to make them more effective⁴³.

Women and girls and men and boys can participate in community mobilization strategies, they can be empowered to assert their rights; and messages to prevent sexual violence can be amplified, ensuring that *all* members of the community are respected and have access to safe and inclusive safe spaces.

⁴² European Union, Imkaan, UN Women (2019). The Value of intersectionality in understanding violence against women and girls. See <https://eca.unwomen.org/en/digital-library/publications/2019/10/the-value-of-intersectionality-in-understanding-violence-against-women-and-girls>

⁴³ Fourth UN Women Safe Cities and Safe Public Spaces Global Leaders' Forum: Proceedings Report (Shaw Conference Centre, Edmonton, Alberta, October 2018). Access at: <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2018/fourth-un-women-global-forum-2018-report-en.pdf?la=en&vs=1446>.

4.1 Port Moresby, Papua New Guinea: Youth agents of change and community building

Summary

The Port Moresby Safe City and Safe Public Spaces Initiative was launched in 2011, with support from the Spanish Agency for International Development Cooperation (AECID) as one of the founding programmes of the Global FPI.

As part of the comprehensive approach to prevent and respond to sexual harassment (SH) and other forms of sexual violence in public spaces implemented across Port Moresby focused on markets and transportation with women and girls, in 2016, the National Commission District (NCD) and youth rights organizations, with the support of UN Women, developed a multi-pronged and evidence-based prevention initiative known as SANAP WANTAIM (“Stand Together”), supported by DFAT, Australia to address gender inequality, and focused on strengthening protective factors among young girls and boys living in Port Moresby.

Description

The SANAP WANTAIM intervention highlighted the importance of coming together as a community to create safe public spaces and achieve equal opportunities for women and girls.

Some of the youth come from the settlements and when joining the SANAP WANTAIM, you can see they then start to take up leadership roles in their community. These youth then become the role models in their communities, providing messages to other youth and involving them in related activities. The SANAP WANTAIM movement has created new young leaders! young leaders!”

(Key Informant, Port Moresby Safe City Programme)

Through interventions at the individual, community and societal levels the prevention initiative aimed to transform unequal power relations between women

and men, and among diverse groups, including youth living in settlement communities, faith-based groups, bus commuters, market vendors, local and national governments, service providers and the general public. A wide range of strategies and tools include peer-to-peer youth mobilization, and the formation of a youth committee comprised of 60 percent young women.

This model of practice has informed the national strategy on VAW that is now being piloted in two additional settings in rural areas.

Key Elements

Youth leadership and agency

Youth with very low self-esteem who were perpetrators and survivors of violence were reached and engaged. As a first step, community conversations led by youth belonging to the target communities helped to build trust and identify their needs. Youth linked gender inequality to other structural inequalities in public spaces such as the lack of safe public transport and housing in different parts of the city where they lived.

One challenge was the creation of messages on women’s rights in strongly patriarchal contexts (e.g. it may be misunderstood by some as “putting men down”). An ongoing effort was required to explain the messages and discuss and criticize negative stereotypes that justify SH and SVAWG (e.g. dress codes).

Both young women and men gained self-confidence through participation in training sessions on leadership, self-esteem, communication, photography and advocacy. A network of youth activists was established covering different communities at schools, bus stops, settlements, markets, and churches.

Since the training was implemented, some youth joined youth organizations, found employment in construction, and volunteered to protect women and girls at the Two-mile bus stop and at Koki market.



As part of a strategy to engage boys in the prevention of sexual harassment, young school boys from Bugandi secondary School in Lae, Papua New Guinea are participating in a community march to amplify messages to end sexual harassment on the Ending Violence Day arranged in country in March. © UN Women PNG/ Cookie Piksa

Some became yoga instructors, teaching in prisons and at various locations in other parts of the country.

Peer-to peer youth mobilization

At the community level, a youth network was set up in schools, churches and neighborhoods through youth mobilizers. Discussions to receive feedback were strengthened between the Youth Advisory Committee and the youth mobilizers. This helped to reinforce positive messages and leadership skills by creating cohesion and shared values among youth.

The youth networks were identified by the Youth Advisory Committee and community organizations with the objective of reaching all youth. For example, the SANAP WANTAIM school programme was implemented in schools in high violence areas labeled as “no go” zones.

The approach and methods used for school and community-based prevention were tailored to the specific contexts and needs of each community. For instance, at the De La Salle secondary school, discussions focused on school fights and fostering communication among students from different grades and also cultural groups.

Through storytelling and deep community engagement, young women and men were inspired to transform experiences of reluctance to experiences of agency and action. Through a group exercise, different scenarios of discrimination in public spaces were assessed followed by a debriefing session on power and what can be done to address these inequalities including SH against young girls.

The collaboration of youth in different settings encouraged innovative solutions, and expanded

networks for transformative change⁴⁴. Committee members and youth mobilizers gave the importance of the role of the mobilizers a maximum score (10/10), elaborating on its “life changing” and transformative impact on them. Targeted youth reached by the mobilizers in settlements made reference to outcomes in their communities, including an increased sense of belonging and mutual respect among youth.

Impact and lessons learned

The evaluation of the Port Moresby Safe City and Safe Public Spaces conducted in 2019, highlighted the positive effect of prevention activities on the values and attitudes of the youth in the intervention schools, markets and informal settlements and “demonstrated that carefully designed and locally owned behaviour change interventions can work even in the most challenging contexts.”

Although it is too early to assert a significant transformative impact in the underlying normative prescripts after two years of implementation, the SANAP WANTAIM prevention model demonstrably succeeded in changing the outlook among youth in modest target areas on buses, in markets, and in and around selected communities and schools afflicted by high levels of violence.

Its success features, as highlighted by the evaluation, included its emphasis on youth leadership and peer-to-peer youth mobilization.

“Volunteering youth once engaged in SANAP WANTAIM became passionate youth activists who can imagine a safe city, and become a role model for their peers and communities.”⁴⁵

(Key Informant, Port Moresby Safe City Programme)

To sustain the success and influence of the prevention initiative, key informants recommended the need to secure a long-term engagement, allied to a renewed emphasis on men and boys and a redoubling of efforts to join the prevention work with employment opportunities for youth.

Along this line, the NCD has already leveraged the SANAP WANTAIM prevention initiative in its Long-Term Active City Development Programme that seeks to activate and reconnect citizens in a way that changes their perceptions and worldview of a safe, clean and active city for all.

Others perceived the SANAP WANTAIM prevention model as potentially quite impactful and recommended that media engagement be sustained to bolster further the confidence and capacity of youth mobilisers and change youth behaviours in remote communities.

Presently, the SANAP WANATIAM model has informed the prevention approach of the National Gender-Based Prevention Strategy, and is being replicated in Lae, the second largest city in Papua New Guinea, and in two rural counties, informed by the recommendations in the evaluation for building to scale the safe city free of VAWG approach.

44 Port Moresby Safe City and Safe Public Spaces for Women and Girls Evaluation (2019)

45 Ibid.

4.2 Cali, Colombia: Ensuring young women's safety and empowerment on campuses

Summary

Cali is the fourth city in Colombia to participate in the Global FPI. In June 2017, the Under-Secretary of Gender Equality of the Municipality of Santiago de Cali created a Committee of Universities for Gender Equality, including 20 members, aimed at implementing a gender lens to all policies and services provided by tertiary institutions, including the prevention of SH and other forms of VAWG.

As part of the Cali Safe City and Safe Public Spaces programme, the Secretariat of Women in Cali and the Committee, with the technical support of UN Women, led the analysis of needs expressed by young women, promoted gender-responsive policies, and supported student-led initiatives to prevent and respond to SH.

Description

A mapping of the tertiary institutions in Cali included an analysis of the enabling environment, identifying capacity-building needs and institutional gaps. It identified varying levels of development and capacity on gender equality among the universities. For example, it found that some tertiary institutions have specific research units or programmes on gender studies and have incorporated a gender lens in diverse policies and action areas with clear sex-disaggregated benefit analysis, while others lacked a gender approach in their courses and services.

In order to close the institutional gaps on gender equality across different universities in the city and create a safe and inclusive environment for young women students, the Committee of Universities on Gender Equality was established in June 2017. The Committee helps to facilitate the sharing of knowledge, tools, challenges and how to address them to ensure inclusive and safe university settings.

The Committee is composed of teachers and student representatives that meet twice a year. In addition,

the Committee has eight chairs on gender equality, conducted 19 technical meetings and held two university fora from June 2017 to December 2019.

The strategies that are identified may be implemented with different approaches, and target audiences in universities, including executive directors, professors, students and administrative staff.

Key Elements

Chair on Gender Equality

A Chair on Gender Equality was established to understand and reflect on the discriminatory practices and gender equality gaps within the universities, including its governance structures, policies, systems and services. Young women's needs and experiences are placed in the center of this analysis and reflection to identify and name the discriminatory practices, the barriers to accessing equal services and benefits as compared with their male counterparts and develop targeted solutions to address the gaps.

These included high levels of SH and other forms of SVAWG by male students and professors, limited representation of women students in male-dominated fields such as information technology, and few women in decision-making roles.

Specific areas of opportunity and collaboration have been identified by the Secretariat of Women in Cali and participating universities to implement key action areas of the municipal policy for women and girls.

For example, it has been identified that universities are contributing to action areas related to sexual reproductive health and women survivors of armed conflict, while other areas have limited knowledge and understanding, including gender and sexual diversity, women and urban development/mobility, and women and sports.

Thematic Dialogue Tables

Initially, each university implemented its own workplan supported by capacity-building activities provided by the Secretariat of Women in each city. Training sessions were provided on key legal frameworks such as Law 1257 (2008)⁴⁶, VAW, and positive masculinities for diverse audiences including professors, administrative/operations staff and students.

Since 2019, this methodology was introduced to thematic working groups with the objective of streamlining efforts according to capacity-building needs and their respective journeys on gender equality. Teachers, staff and student representatives who participate in the thematic dialogue sessions are selected according to their skills to adapt the knowledge and lessons learned, and with their decision-making power to foster institutional changes.

Three thematic areas were developed and prioritized in the first year:

- **Curriculum and communication strategy to integrate gender equality.** This thematic working group aims to increase the understanding of gender equality and advocate for gender-responsive measures. In the first year, workshops with students were conducted on sexual and reproductive health and rights, including gender concepts, human resources and well-being.
- **Guidance on the establishment of response protocols.** This guidance was developed to address SH and other forms of VAW in universities in accordance

with international standards. Participating universities shared methodologies, tools, achievements, challenges and needs, with the support of the Under-Secretary on Gender Equality and universities as part of this process.

- **Gender perspectives and intersectionality** provides a basic understanding of gender, how to assess power, and examines intersectionality approaches. It allows participants to reflect and increase the understanding of intersecting oppressions and discrimination experienced by students, professors and staff in universities..

Other thematic areas to be rolled out (2019-2022) include: gender identities and sexual diversity, discrimination and gender inequality in institutions, gender-responsive policies for universities, non-sexist language, and positive masculinities.

University fora

A forum is conducted annually under a specific theme in order to increase the reach to additional students and staff and to exchange in-person knowledge and lessons learned. The first forum, held in 2019, focused on response protocols in universities where different panels and round tables discussed methodologies and best practices.

In total, after two years of implementation, over 250 students and 50 staff members have increased their knowledge on gender equality and how to address SH and other forms of SVAWG in universities through the Committee of Universities on Gender Equality.

⁴⁶ Law 1257, adopted in 2008, guarantees the right of women to live free from violence as a fundamental human right protected by the Constitution of Colombia.

4.3 Satipo, Peru: Women’s organizations address racial discrimination and violence against Indigenous women in public spaces

Summary

According to a baseline study on violence against women conducted in 2017⁴⁷ by Flora Tristán, a Peruvian feminist organization, indigenous women in Satipo’s Amazon urban center,⁴⁸ experience multiple and intersecting forms of discrimination based on ethnic origin, gender and class. Much of this discrimination manifests itself through various forms of violence in private and public spaces.

This situation has led many Indigenous women living in the city to adopt alternative traditions and customs to avoid discrimination and ill-treatment, according to a study led by the Regional Federation of Women Asháninkas, Nomatsiguengas and Kakintés (FREMANK). For example, Indigenous women identified strategies they used to avoid discrimination and violence, including changing their traditional clothes (*cushma*) and their language or way of speaking. In their own words “this multiple discrimination, limits their participation to free development”.

In order to address this issue, the Provincial Round Table for Women (Provincial Mesa de Diálogo de la Mujer) partnered with Flora Tristán, supported by the UN Women’s TrustFund, to develop and implement the initiative “Indigenous Women: My City, My Space,” led by Indigenous women and focused on reducing both discrimination and violence against women (VAW) in public spaces.

Description

In February 2019, the Round Table for Indigenous Women, formed by Indigenous women leaders and community advocates, came together to reflect on the felt needs of indigenous women and the root causes of VAW, including historical legacies of colonialization. Women discussed the study findings regarding the normalization of racial profiling and negative stereotypes of Indigenous peoples in Peru.

At a community mapping exercise led by Indigenous women leaders, women identified those public

Hotels	Parks	Restaurants
<p>“They don’t value us as clients.”</p> <p>“They don’t provide assistance if we are wearing <i>cushmas</i> (traditional clothes) or if we are speaking our language.”</p> <p>“The most expensive hotels are the ones that discriminate against us the most.”</p>	<p>“Before they used to scream at us that we are <i>campas salvajes</i> (savages), now they stare at us.”</p> <p>“If we are wearing the <i>cushma</i> they make fun of us and insult us, they say we don’t take showers.”</p>	<p>“They stare at us to see how we eat, they don’t like it when we eat with our hands.”</p> <p>“They make us wait longer, give us spoiled food.”</p> <p>“They charge us more and they keep the change.”</p>
Public Transportation	Markets	Online
<p>“They don’t pick us up, they charge us more, we get bad-treatment and they don’t provide complete service.”</p> <p>“They don’t give the seat to pregnant indigenous women or older indigenous women.”</p>	<p>“They sell us spoiled food or steal from us. When they pack the food they reduce the quantity, or charge us more.”</p> <p>“When they notice Asháninka customers, they charge them more because they don’t know the prices.”</p>	<p>“Offensive comments are made when we post our pictures online.”</p>

47 Flora Tristan (2019). Mujeres Indígenas “Mi Ciudad, mi espacio”: Respuestas locales frente a la violencia y la discriminación N

48 Satipo is the largest and easternmost province in the Junín Region, located in the central Amazon rainforest of Peru. Its capital is the city of Satipo, where diverse indigenous populations live, including Asháninka and Nomtsiguenga.



Indigenous women explore the intersection of gender and racial discrimination in public spaces and propose solutions.
© Flora Tristan

spaces where Indigenous women had experienced discrimination and SH and reflected on the different barriers and forms of discrimination as compared with other women and men in nine districts of Satipo province⁴⁹.

The Flora Tristán study further identified young indigenous women between 10 to 15 years old at risk of being victims of sex trafficking. They are obliged to work in bars under extreme conditions including sexual exploitation. Due to the limited knowledge of sexual reproductive health, there is a high level of sexually-transmitted diseases and HIV positivity. According to the study, mestizo and indigenous young women are both at risk of being victims of sex trafficking and sexual exploitation in the area.

The perpetrators in public spaces were described as staff of public and private institutions and unknown men.

The Roundtable for Indigenous Women, with the support of Flora Tristán and UN Women's Trust Fund, developed a women's safety initiative in public spaces by and for indigenous women including holistic prevention and response strategies that target both gender and ethnic discrimination.

Key Elements

Response and discrimination protocols

In order to address SH and other forms of SVAWG in public spaces, the response protocol was revised to include the engagement of indigenous authorities in

49 Ibid

the first steps of the process. This included communication with indigenous chiefs and women's rights organizations who could provide support to survivors and accompany them through the response process.

In addition, the protocol describes the steps and process to report **cases of discrimination**. Indigenous women voiced the need to socialize the law and introduce administrative sanctions and processes to report cases of discrimination in the urban center and indigenous communities. The protocol provides a clear pathway for action to be taken by each partner, including indigenous organizations and the police, and provides information on when and how they should intervene.

The police and service providers will be trained on the protocol and the specific barriers faced by indigenous women in reporting cases of discrimination and SH and other forms of SVAWG in public spaces, and in accessing essential services.

Preventing gender and racial discrimination

Prevention-based activities will promote not only respectful gender relations and gender equality, but also challenge discrimination and stereotyping against indigenous women. Partnerships with private institutions such as bars, restaurants and hotels will be established. Police and staff from private institutions will be trained on what multiple discrimination entails, the impact of racial profiling and penalties. Indigenous leaders and Indigenous women's rights organizations will participate in the planned capacity-building sessions for police and bus drivers.

Furthermore, the value of Indigenous women's cultural heritage will be fostered through communication campaigns and cultural exchanges in open public spaces.

Equipped with data, Indigenous leaders and women's rights organizations will inform the provincial Committee for Citizen's Security on ways to include Indigenous people's safety in its long-term prevention strategies and inform the Satipo Citizen Security Plan on incorporating a gender-sensitive approach and on specific measures to improve women's safety in public spaces..

LNOB: Changing social and cultural norms in order to promote women's and girls' rights to enjoy public spaces free from sexual violence

- Identify catalysts and barriers among different populations for behavior change
- Link behavior change initiatives to structural determinants and protective factors (i.e. cultural resilience)
- Support and links social movements and social justice initiatives to behavior change interventions
- Nurture new voices for change and builds participatory dialogue
- Support gender equality and inclusive narratives
- Foster individual and collective agency to address SH in public spaces

UN WOMEN

UN Women is the UN organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide.

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



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