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UN WOMEN

BORN TO BE FREE:
A Regional Study of Interventions to Enhance Women and Girls' Safety and Mobility in Public Spaces

Asia and the Pacific Region

ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

Introduction

In public and private spaces, women and girls experience and fear various types of violence, ranging from harassment, to rape and femicide. It happens on streets, public transport, community spaces such as parks, public sanitation facilities, water and food distribution sites, and in and around schools, workplaces, and neighbourhoods. There is a significant gap in legislation on sexual harassment in public places in the Asia-Pacific region; such forms of violence often continue to be perpetrated with impunity.

Momentum is growing around the issue of women and girls' safety in urban, public spaces. In recent years, a number of initiatives have been developed to address the issue of women and girls' safety in public spaces and mobility across community settings, including the UN Women's Safe Cities and Safe Public Spaces Global Flagship Initiative. However, given that this is a relatively new field of work, published evidence of the impacts of such interventions remain somewhat scattered and limited.

The UN Women Asia-Pacific Regional Office, with support from the Korean Women's Development Institute, identified the need to bring together the collective body of knowledge and build on lessons learned from promising practices. Doing so will result in evidence-based recommendations for programmatic and policy entry points to bolster investment in the region.

Thus, a global review, with a particular focus on the Asia-Pacific region was conducted in order to:

- Map the existing relevant interventions being implemented in the region;
- Assess available global evidence to determine the impact of existing measures on women and girls' safety, mobility and agency;
- Document key lessons learned and emerging promising practice among innovative initiatives and strategies that address women and girls' safety in public spaces;
- Assess how gender-sensitive and rights-based such interventions are; and
- Provide recommendations for future work in the region on women and girls' safety in public spaces and mobility.

Methodology

The study included a review of 55 evaluated interventions, a survey of over 118 stakeholders working on the issue globally, over 50 in-depth interviews and field visits to Jakarta, Indonesia; Hanoi and Ho Chi Minh City, Viet Nam; and Seoul, Republic of Korea.

Of the 55 evaluated interventions, 21 had a component that collected community-driven data on the prevalence of sexual harassment and other forms of sexual violence. This was followed by 21 school and after-school interventions that encouraged girls and boys, and young women and men to address gender norms that normalize harassment and other forms of sexual violence against women and girls. Initiatives were aimed at preventing and responding to sexual violence against women and girls (SVAWG) in public spaces. Ten programmes reviewed were communication and media interventions. Three interventions focused on transport corporations, two on engaging the police and two focused on the provision of legal services to survivors of harassment.

Gaps in the Evidence Base

The review found that overall, the evidence base on the effectiveness of interventions that address sexual harassment and other forms of violence against women and girls (VAWG) in public spaces is still limited.

Evidence from low- and middle-income countries is particularly sparse. Many studies (e.g. Taylor, 2011; WICI, 2013; UN Women 2015) note that rigorous evaluation remains a key gap in programming on safe cities, despite an encouraging increase in the range of programming.

These limitations in evidence exist for many reasons. First, the field is new and only recently have there been sustained efforts to fund longer-term global interventions and evaluations on violence against women, including the tools to support impact evaluation in the UN Women's Safe Cities and Safe Public Flagship Programme Initiatives. Another reason is the deep stigmatization and blame associated with sexual harassment and other forms of VAWG that exacerbate chronic under-reporting. Furthermore, in countries around the world (and in low- and middle-income countries in particular), limited capacity in terms of monitoring and evaluation remains a challenge. Also, the often short-term nature of funding and programme cycles in the areas of ending violence against women and other social policy areas can limit the ability of stakeholders to conduct rigorous impact evaluations or to capture the longer-term impact-level results of programme interventions.

Challenges

The study identified a number of important lessons and common challenges from working on women and girls' safety and mobility in public spaces. Although these challenges do not necessarily apply to all programmes, they were identified as cutting across a number of interventions and are thus useful to highlight:

- There is an inconsistent understanding of the causes of SVAWG in public spaces;
- Several interventions do not take a rights-based approach;

- Some interventions are not evidence-based, gender-transformative or do not address the causes of violence;
- Many policies and programmes continue to use problematic language of "protecting women" or victim-blaming, possibly signalling a reluctance to challenge the status quo of gender inequality;
- Several policies and programmes tend to treat women as a homogenous group and fail to acknowledge diversity among women;
- There are challenges with ensuring coordination across various actors, for example, between non-governmental organizations (NGOs) and government, leading to decreased effectiveness of some programmes;
- Some programmes are conducted without an accompanying policy and there is an overall lack of coordinated programme and policy linkages;
- Many interventions tend to be short-term and focused on a single strategy rather than multisectoral and multifaceted;
- Some interventions fail to fully take grass-roots women's groups work on the experiences of local women into account in policy design, implementation and assessment;
- There is often a failure to see violence against women in urban public spaces as part of a larger continuum of violence against women and girls, thus limiting cross-cutting and holistic solutions that address the causes of sexual violence; and
- For those women and girls who have access to new technologies, they have opportunities for empowerment and prevention, but these technologies can also pose risks for women and girls to sexual violence.

Some of these challenges can be addressed relatively easily with a few changes to intervention design. However, others are more long-term and formidable, such as the deep-seated gender biases and protectionist attitudes that further restrict women and girls' mobility and the lack of coordination among actors that address the safety of women and girls in public spaces in urban areas.

Promising Practices

Despite these challenges, the study found that there have been a number of promising practices, which are highlighted below. These practices can help inform future programming and policy in new areas and can strengthen current programming through new methods.

Adopting a rights-based approach
Programmes that adopt a 'right to the city' approach (and adapt a step-by-step methodology on safe cities for women and girls to the local context), place women at the centre of decision-making, thus empowering them to be leaders and experts in their own communities. This also includes systematically strengthening the capacities of duty-bearers and rights-holders.

Programming informed by participatory research
Specifically organized women's groups create public spaces for women to collectively organize and safely discuss this issue. Women and girls need to be intimately involved in defining 'safe' and 'unsafe' spaces and in choosing context-appropriate interventions that navigate existing social structures and power relationships. Such programming empowers women to advocate for accountability from authorities and other partners.

Aligning local community initiatives with city or state/province-wide projects
Aligning local community initiatives with city, state or province-wide projects enhances the initiatives' sustainability and increases the probability that they will be mainstreamed into city planning programmes.

Policy-oriented advocacy
Advocacy must occur at all levels. There is a need to promote the international framework developed on safe cities for women and girls that is aligned to international human rights norms and standards. Although many countries in the region have comprehensive laws and programmes that address domestic violence, a critical part of the safe cities approach is advocating for institutional change through the development of policies and legal protections that are better able to prevent and respond to sexual harassment and other forms of sexual violence against women in public spaces.

Taking a long-term multisectoral, multilevel approach
Though targeted pilot programmes have had some success, more sustainable interventions will have to coordinate actors from different sectors and work across many levels at scale, including with women and girls and men and boys. Political will of the government, including coordination within and engagement of community-based organizations, was a key factor for success. In order to build truly inclusive cities, local and national programmes must actively cultivate gender and diversity perspectives through local groups from the beginning.

Being inclusive of diversity
Some programmes have gone out of their way to bring in diverse women's voices (e.g. the lesbian, gay, bisexual and transgender (LGBT) community, women with disabilities, indigenous communities and racial and religious minorities), thereby enabling targeted interventions to address how these women experience public spaces differently.

Changing social norms and integrating communication campaigns
Although communication campaigns that work with the media, schools, women's grass-roots and other community groups have yet to be rigorously evaluated, they have been an extremely popular intervention to promote women and girls' rights to public spaces free of sexual harassment and other forms of violence, to encourage reporting and to facilitate public dialogue. Communication campaigns merit further, structured research as a possible successful intervention tool.

Piloting interventions

As part of implementing a holistic, institutionalized and multisectoral approach at the local and national levels (particularly given the complexity of ending violence against women and girls and when working in resource rich and poor settings), it is important to pilot interventions that target the key drivers of violence against women and girls in public spaces. Interventions should be carefully evaluated and refined before being scaled up. Some evaluations have shown that over time, peer learning and peer trainings can be as effective as outside professional trainers in building capacities in advance of desired outcomes.

Utilizing new technology

The advent of technology and online tools is encouraging the reporting of sexual harassment and creating interesting virtual 'safe spaces' for women, girls, men and boys to take a stand against sexual harassment in public spaces. Mobile applications have been used to enhance research methodologies, such as using geographic information systems to map and rate areas based on their safety for women or documenting where incidents of sexual harassment occur. Such information helps pilot the use of women and girls' safety audits as part of advocating for inclusive and safe public spaces with local authorities.

Promoting cross-learning

Multi-country programmes that effectively promoted cross-learning and dialogue across different country interventions were able to have a clear and coordinated idea about desired outcomes while tailoring the intervention to suit the country context. Cross-learning enabled collaboratively addressing monitoring and design, and leveraging global expertise in a local context.

Recommendations

The recommendations further the coordinated prevention and response to sexual harassment and other forms of violence against women and girls at every sectoral level and the involvement of different actors and stakeholders. The recommendations strongly advocate for the adoption of a gender-transformative lens that sees women as agents of their own destiny. In order to maximize effectiveness, interventions must take an inclusive approach that targets marginalized and vulnerable groups.

There is an urgent need to enhance the availability and quality of evaluations.

It is important that interventions target women's autonomous mobility in addition to their experience of violence and feelings of safety in public spaces. Moving beyond protectionist and narrow notions of women and girls' safety is a key part of the conceptual framework that was set up by those in the women and girls' safety in cities movement. Recommendations include:

1. Building gender-transformative programmes;
2. Addressing sexual harassment against women in public spaces as part of the continuum of violence against women and girls, from private to public and across the life-cycle;
3. Using research and developing an evidence base to inform intervention design and implementation;
4. Ensuring strong community engagement, including participatory monitoring and evaluation frameworks;
5. Linking community programming to policy-level work;
6. Investing time and financial resources in coordination and partnership-building throughout the life of a programme;
7. Identifying community champions in police, local governance agencies and corporations;
8. Developing and effectively implementing comprehensive laws and policies to prevent and respond to sexual violence in public spaces;
9. Ensuring that gender-responsive budgets are allocated;
10. Emphasizing the training of service providers and building their capacities; and
11. Planning public spaces for diverse activities and usage.

FOREWORD

Everyone has the right to live freely without experiencing or fearing physical or sexual harassment or other forms of sexual violence. However, this is not the reality of millions of women and girls around the world. The fear of violence can stop women and girls from accessing public spaces and services such as parks, public transportation, marketplaces or schools and universities. Violence (and the threat of violence) interrupts the participation of women and girls in all aspects of public life and hampers the building of relationships and networks.

The dimensions of the impact of violence against women and girls (VAWG) on women and girls are now more understood with concomitant attention to ensuring their safety and mobility in public spaces. In 1995, the Beijing Platform for Action identified ending violence against women as a critical objective for achieving gender equality. This normative agenda has been repeatedly affirmed in global, regional and national contexts. For example, in 2013, the United Nations Commission for the Status of Women spoke to sexual violence against women and girls (SVAWG) in public spaces as a distinct area of concern and called on governments to prevent it. The 2030 Agenda for Sustainable Development set specific targets for the elimination of all forms of violence and sexual harassment against women and girls in public and private spheres (Targets 11.7 and 5.2).

In the Asia-Pacific region, there is limited evidence regarding the nature and the extent of sexual harassment and other forms of violence against women in public spaces, and limited evidence regarding what works to prevent it. Nonetheless, there are sufficient quantitative, anecdotal and qualitative indications of the pervasive nature of sexual harassment and other forms of SVAWG in public spaces across Asia and the Pacific to warrant immediate and concerted action.

As a result, governments and civil society organizations are pursuing preventative measures such reconfiguring physical spaces, reforming policies and regulations and raising community awareness.

The UN Women's Safe Cities and Safe Public Spaces Global Flagship Initiative, launched in November 2010, facilitated a variety of partnerships with mayors' offices, national and provincial governments, women's grass-roots organizations and other community groups and partners. The aims of the Flagship Initiative include developing, implementing and assessing for impact innovative, evidence-based and human rights-based comprehensive approaches to prevent and respond to sexual harassment and other forms of sexual violence against women and girls in public spaces. To date, 22 cities participate in the Flagship Initiative, three of which are in the Asia-Pacific region (Metro Manila, the Philippines; Port Moresby, Papua New Guinea; and New Delhi, India), with new cities in the region set to participate in 2016.

This publication focuses on learning from doing and incorporating that knowledge back into programmes to support further achievements. The report presents an analysis of over 160 interventions that promote women and girls' safety and mobility in the Asia-Pacific region and around the world. The information captured provides insight into the particular challenges and opportunities that we hope will deepen our understanding of the dimensions of strategic and effective strategies by government, women's grass-roots organizations and other civil society groups and communities to promote women and girls' safety and autonomous mobility in urban public spaces.

UN Women partnered with the Korean Women's Development Institute with a shared vision of a just and safe world for all women and girls.

Roberta Clarke

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CHAPTER 1: INTRODUCTION

Women and Girls' Safety and Mobility in Public Spaces

For the first time in history, more people live in cities than in rural areas. From 2000 to 2010, almost 200 million people moved to urban areas in East Asia — a figure equal to the world's sixth largest country (World Bank, 2015). Given the astounding pace of urbanization, smart urban policy needs to be cognizant of the ways in which marginalized communities experience urban space in order to provide sustainable models of growth. It is also essential that historically marginalized communities experience safety and fulfilment of their aspirations in the public and private spheres.

One of the major barriers to women's rights as equal citizens in urban spaces is violence committed against women. In many cultures, including those in the Asia-Pacific region, sexual harassment in public spaces has long been tolerated, ignored and minimized as trivial. This paradigm has significant implications for how women and girls access and perceive public spaces (UN Women, 2013). However, violence against women and girls (VAWG) in public spaces infringes upon their rights and freedoms as equal citizens; reduces women and girls' ability to participate in school, work and public life; limits their access to essential services and enjoyment of cultural and recreational opportunities; negatively impacts their health and well-being; and reduces the economic and social viability of cities and countries (UN Women, 2013).

Although violence in the private domain is now widely recognized as a human rights violation, sexual harassment in public spaces remains a largely neglected issue. Few countries in the Asia-Pacific region have laws or policies in place to prevent or address this form of violence against women and girls. The lack of adequate national legislation, reform and sensitization of legal institutions in Asia and the Pacific effectively allows sexual harassment in public spaces to continue with impunity. In those countries where legislation does exist, it is largely ineffective

and rarely enforced. In addition, mechanisms for dealing with sexual harassment cases are often rooted in dominant societal and cultural norms that trivialize the experiences of female victims, question their modesty and often favour male perpetrators. As such, implementation challenges stem from the normalization of sexual harassment in the Asia-Pacific region and from widely held beliefs that such violence is not a serious problem and that it should be expected as part of being a woman (Harrison, 2012).

There are some countries in the region that have legislation against sexual harassment in the workforce. Although these policies are sporadically implemented (and in some cases wholly ineffective), their establishment points to some governments' commitment to achieving gender equality and to improving the rights of women in the workplace (Haspels, Kasim, Thomas & McCann, 2001). See Annex 5 for a summary of existing legislation in the region.

There is new, albeit scattered, global evidence emerging that VAWG in public spaces is an everyday occurrence for women and girls around the world, particularly in cities. In public spaces, women and girls experience and fear various types of sexual violence, ranging from sexual harassment to rape and femicide. It happens on streets, on public transportation, in parks, in and around schools, at workplaces, in public sanitation facilities and at water and food distribution sites (UN Women 2013).

Reliable global statistics on VAWG in public spaces are limited; there are serious gaps in the availability of valid, comparable and systematically and ethically collected data. However, studies in the Asia-Pacific region and beyond highlight the widespread nature of the problem. For example, a UN Women Household Survey in New Delhi found that over 92 per cent of women and girls had experienced some form of sexual verbal or visual harassment (UN Women, 2013). Research conducted by Plan International, Women in Cities International and UN Habitat (the United Nations Human Settlement

Photo: Ritabrata Mukherjee

Ginigoada Bisnis Development Foundation (Ginigoada) and UN Women launched a new partnership to expand the current Port Moresby: Safe City Free of Violence against Women and Girls to include Safe Public Transport. This launch coincides with the first anniversary of the operation of the Meri Seif Bus.
Photo: UN Women/Mary Josephine Smare

Programme) found that 96 per cent of adolescent girls in New Delhi said they did not feel safe in the city; 45 per cent of girls in Kampala, Uganda reported sexual harassment when using public transport (Travers et al, 2013). Furthermore, ActionAid research conducted in Ho Chi Minh City and Hanoi, Viet Nam found that 87 per cent of the women and girls interviewed reported that they had experienced sexual harassment; 89 per cent of men and bystanders reported witnessing acts of sexual harassment against women and girls (ActionAid, 2014).

Prevalence data is further strengthened by surveys of male perpetrators. The UN Multi-Country Study on Men and Violence, which surveyed over 10,000 men across nine sites in the Asia-Pacific region found that on average, 25 per cent of men aged 18 to 49 reported having perpetrated rape against a woman who was not their intimate partner in their lifetime (ranging from 4 per cent to 41 per cent of men between sites) (Fulu et al, 2013). The data is not granular enough about whether and how much of this violence occurred in public spaces. The same UN Multi-Country Study also found that the majority of men who perpetrated rape did not experience any legal consequences. This is corroborated by smaller-scale studies that show that those who perpetrate violence against women in cities do so with impunity. Smaller studies also concluded that authorities often failed to adequately acknowledge the extent and scope of the problem (ActionAid, 2015).

An Increase in Global Attention on the Issue of Women and Girls' Safety and Mobility in Public Spaces

Women and girls' experiences of harassment and other forms of sexual violence in public spaces form part of a continuum of gender-based violence that they are exposed to throughout their lives across both private and public spaces. Although domestic violence has come to the forefront as a human rights violation that affects economies, sexual harassment in public spaces has remained a largely neglected issue; there are few laws or policies in place to prevent and effectively address it (UN Women 2013).

A World Bank dataset, Women, Business and the Law, collected legal data on 173 economies and found that as of 2016, 41 of these economies had no laws against sexual harassment. Among countries that did have some form of legal protection, only 18 economies specifically looked at sexual harassment in public spaces (these are most prevalent in the South Asia, Middle East and North Africa regions). In the East Asia and the Pacific region, only Kiribati and Fiji —just 6 per cent of the total economies— have laws on sexual harassment in public spaces (Women, Business and the Law Database, 2016).

Figure 1: Laws on Sexual Harassment in Public Spaces by Percentage of Economies in a Region

Region	Percentage
OECD high income	9%
South Asia	25%
Latin America and the Caribbean	6%
Europe and Central Asia	4%
East Asia and the Pacific	6%
Sub Saharan Africa	12%
Middle Eastern and North Africa	21%
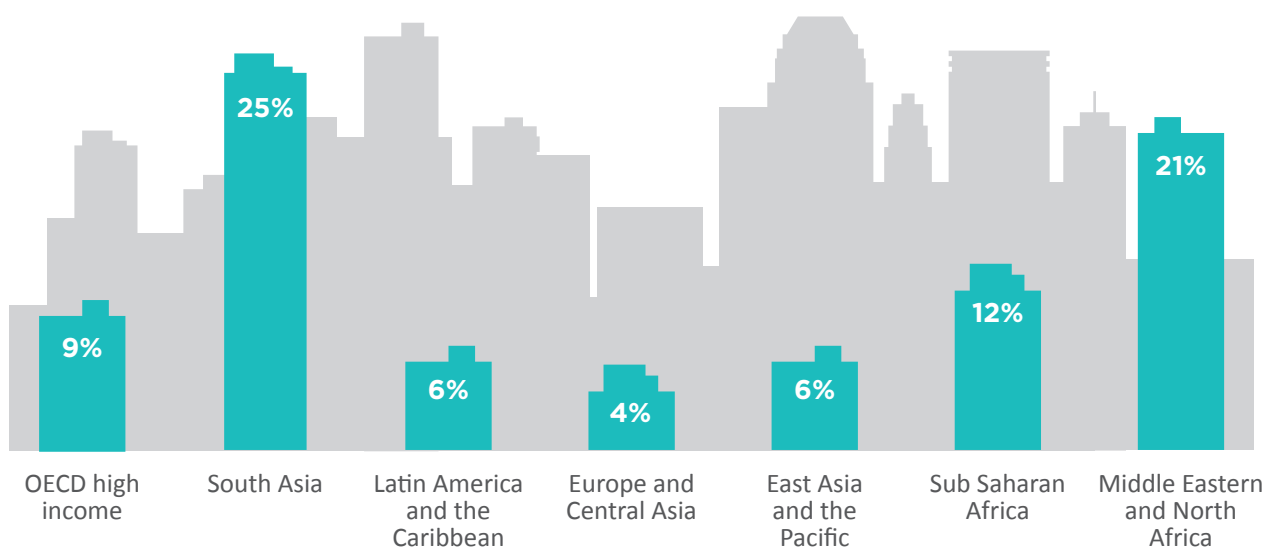
Source: World Bank. 2016. Women, Business and the Law Database.

However, due to the efforts of the global women's movement, momentum is finally growing around the issue of women and girls' safety in urban public spaces (WICI and Jagori, 2010). There is an increasing awareness of the issues, partly due to a series of high-profile cases picked up by national and international media and the untiring work of localized women's rights movements and specialized networks of interdisciplinary expertise coming together to discuss and inform comprehensive approaches and global programming.

For example, the horrifying gang rape and murder of a young woman on a bus in New Delhi in 2012 led to mass street protests and a change in the tone and political profile of violence against women. However, it is unclear whether this has led to increased reporting or prevention of sexual violence and harassment (ActionAid, 2014).

Often, the only measure available to record increases in reporting is examining police records of first information reports, which are not always accurate, have high rates of error and do not necessarily tell us about the prevalence of violence per se.

In the international arena, there have been three International Conferences on Women's Safety (resulting in the Montreal Declaration in 2002, the Bogotá Declaration in 2004 and the Delhi Declaration in 2010), two UN Women Safe Cities and Safe Public Spaces Global Leaders' Fora (Cairo in 2011 and New Delhi in 2015), and other global policy events that have helped to bring the issue into the mainstream international development agenda on gender equality and women's empowerment.

In 2013, during its 57th Session, the Commission on the Status of Women (the highest global normative body on women's rights) for the first time included several clauses in its 'Agreed Conclusions' document devoted to women and girls' safety in public spaces, particularly, in cities. It expressed "deep concern about violence against women and girls in public spaces, including sexual harassment, especially when it is being used to intimidate women and girls who are exercising any of their human rights and fundamental freedoms" (paragraph 23). It called on states to "increase measures to protect women and girls from violence and harassment, including sexual harassment and bullying, in both public and private spaces, to address security and safety, through awareness-raising, involvement of local communities, crime prevention laws, policies, programmes such as the Safe Cities Initiative of the United Nations" (United Nations General Assembly, 2013).

The Sustainable Development Goals,[1] adopted in 2015, also highlight the increasing significance of this issue. In addition to Target 5.2 to "Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation," the Sustainable Development Goals include a specific goal to **"make cities and human settlements inclusive, safe, resilient and sustainable."** Under this goal, there is a target that relates directly to the enhancement of women and girls' safety in public spaces (Target 11.7).

The UN Women's Safe Cities and Safe Public Spaces Global Flagship Initiative launched in 2010. It builds on the Safe Cities Free of Violence against Women and Girls global programme in collaboration with leading women's agencies, women's grass-roots and other community groups, national and local authorities, UN agencies and more than 70 global and local partners. The Initiative involves the participation of over 22 cities to date (see Box 1). Other initiatives include the Gender-inclusive Cities Programme (2008–2011), a three-year initiative funded by the United Nations Trust Fund to End Violence against Women. This Programme aimed to create inclusive and gender-sensitive cities informed by global promising practices, which enable and support women to live, work and move around without fear. In addition, the long-standing Child Friendly City Initiative includes a focus on preventing violence against children. The Child Friendly City Initiative is led globally by UNICEF (the United Nations Children's Fund), in partnership with organizations and research institutions such as the Bernard Van Leer Foundation, Save the Children, Plan International, The Innocenti Research Centre of UNICEF and the Children's Environment's Research Group at the City University of New York.

In recent years, a number of other initiatives have been developed to address the issue of women and girls' autonomous mobility across community settings, including interventions that ensure women and girls' safety in public spaces. A number of governments in the Asia-Pacific region have introduced measures that aim to protect women and girls from violence in public spaces, such as curfew systems, dedicated public transport for women and the creation of other women-only spaces. While some of these measures may be problematic in the long run, they are acknowledged by the Convention on the Elimination of all Forms of Discrimination against Women and the community working on sexual violence in the public space to be intermediate measures that make women feel safer in highly sexualized and racialized spaces. Plan International's Because I am a Girl Urban Programme, developed together with partner organizations UN-HABITAT and Women in Cities International, aims to transform cities into places of inclusion, tolerance and opportunity. This programme has been implemented in five cities around the world (Cairo, Egypt; New Delhi, India; Hanoi, Viet Nam; Kampala, Uganda and Lima, Peru).

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1. Available at: http://www.un.org/sustainabledevelopment/gender-equality/

UN Assistant Secretary General and UN Women Deputy Executive Director Lakshmi Puri speaks at the inaugural meeting of the Global Safe Cities Leaders' Forum in New Delhi 10 June 2015
Photo: UN Women/Sarabjeet Singh Dhillon

BOX 1: UN Women's Safe Cities and Safe Public Spaces Global Flagship Initiative at a Glance

UN Women's Safe Cities and Safe Public Spaces Global Flagship Initiative is the first-ever global programme that develops, implements and evaluates tools, policies and comprehensive approaches on the prevention of and response to sexual harassment and other forms of sexual violence against women and girls across different settings. It began with founding programmes in Quito, Ecuador; Cairo, Egypt; New Delhi, India; Port Moresby, Papua New Guinea; and Kigali, Rwanda. It now spans more than 20 cities.

Each programme in the Initiative aims to reduce sexual harassment and other forms of sexual violence, reduce fear and increase the autonomous mobility of women and girls in accessing and using public spaces. The flagship focuses on four outcome areas:

1. Gender-responsive locally relevant and owned interventions;
2. Comprehensive legislation and policies to prevent and respond to SVAWG in public spaces;
3. Investments in the safety and economic viability of public spaces; and
4. Social and culture transformation — attitudes and behaviours related to women's and girl's rights to enjoy public spaces free from SVAWG.

The Flagship Initiative continues to generate a number of innovative results through partnerships with mayors' offices, national governments, women's groups and other community partners.

See more at: http://www.unwomen.org/en/what-we-do/ending-violence-against-women/creating-safe-public-spaces

Goals of the Regional Study

More programmes for enhancing women and girls' safety and mobility in cities and communities are being developed and delivered across the region. However, given that it is an emerging field, published evidence of the impacts of such interventions remains somewhat scattered and limited. In order to provide evidence-based recommendations for programmatic and policy entry points and investment, the UN Women Asia-Pacific Regional Office, with support from the Korean Women's Development Institute, identified the need to bring together the collective body of knowledge and build on lessons learned from promising practices.

Thus, a multi-country review was conducted in order to:

- Map the existing relevant interventions being implemented in the region;
- Assess available evidence to determine the impact of existing measures on women and girls' safety, mobility and agency;
- Document key lessons learned and emerging promising practice among innovative initiatives and strategies that address women and girls' safety in public spaces;
- Assess how gender-sensitive and rights-based such interventions are; and
- Provide recommendations for future work in this field.

The review focuses on interventions delivered in the Asia-Pacific region with a particular focus on Cambodia, Indonesia, Republic of Korea and Viet Nam. In addition, similar interventions from other regions were reviewed in order to draw lessons that might apply to the four study countries and, more broadly, to support evidence-based programming in this region.

The purpose of this study is not to analyse women and girls' experiences of sexual harassment and other forms of violence in public spaces or the drivers of those experiences, but rather to assess the relative effectiveness of different programmes and policies designed to address these issues. To that end, evidence gathered from the research will be used to inform cities that wish to start up comprehensive initiatives in the Asia-Pacific region as part of UN Women's Safe Cities and Safe Public Spaces Global Flagship Initiative. The research can also be used to provide evidence-based guidance to other sectoral actors in other fields, such as urban safety, crime and violence prevention.

CHAPTER 2: METHODOLOGY

Scope of the Assessment:

The programme review was global in scope, with a particular focus on the Asia-Pacific region. The review aimed to analyse programmes addressing violence against women in order to synthesize key learning around good and promising practices for possible up-scaling and to identify challenges and opportunities in the following key settings:

1. Policies and programmes promoting women and girls' safety in public spaces in urban areas;

2. Strategies and interventions to enhance women and girls' safety in the context of mobility, including in relation to public transport; and

3. Community-based measures and approaches for the creation of safe communities for women and girls (whether protective and/or gender-transformative).

The review focused on global policies and interventions that directly addressed SVAWG in urban public spaces and on programmes targeted at increasing women and girls' mobility. There was a specific focus on the Asia-Pacific region for applicable lessons learned.

This study recognizes that violence against women and girls in public spaces is merely an extension of the gender inequality and violence that women and girls regularly experience. Perpetrators may be complete strangers, intimate partners, family members, friends or acquaintances. However, this report does not focus on intimate partner violence within the home or trafficking, as these types of violence were outside the scope of this assessment.

BOX 2: Key Definitions Used In the Assessment

For the purposes of the assessment, this list includes terms used cross-regionally as well as local terms that apply in the context of the cities included in the study. Definitions of many of these terms can vary widely across countries and institutions. This is by no means an exhaustive list, nor does it intend to suggest universal definitions.

Intervention: An effort that has as its main objectives creating a safer public space for women and girls and promoting enhanced mobility for women and girls in public spaces. The effort can be from any sector and can include government programmes or campaigns; regional, national and local campaigns; private-sector initiatives; organic community structures; citizen initiatives; or networks and policy actions seeking to address these issues.

Public space: 'Public space' refers to streets and other public neighbourhood spaces (e.g. neighbourhood squares, alleys); public spaces of work, both in terms of women's productive and reproductive roles and responsibilities (e.g. markets, water distribution sites); cemeteries; pedestrian paths between different parts of a district that go through unlit, unsettled wooded areas; public transportation (e.g. buses, taxis, trains); routes to and from schools and educational institutions; and temporary public spaces (e.g. carnivals, festivals, fairs). It also refers to internet cafes, public parks and other recreational and sports facilities (e.g. soccer fields, including for girls' games); and school grounds (essentially large, unfenced open spaces) that could be used for recreation. It also includes other public spaces, such as key public facilities and infrastructure (e.g. public sanitation areas, toilets, washrooms).

BOX 2. Continued...

Sexual Violence: 'Sexual violence' refers to any sexual act committed against the will of the other person, whether the victim does not give consent or when consent cannot be given because the person is a child, has a mental disability, is severely intoxicated or unconscious as a result of alcohol or drugs. It includes different forms of sexual harassment, attempted rape and rape. It includes acts such as genital mutilation/cutting, forced sexual initiation, forced prostitution, trafficking for the purpose of sexual exploitation and other sexually motivated forms of violence.

Sexual harassment: Generally, 'sexual harassment' includes unwelcome sexual comments, attention, actions or gestures. As is the case of other forms of sexual violence, a key component of sexual harassment is that someone commits these acts without the consent, permission or agreement of the person or persons they are targeting. Sexual harassment includes non-contact forms such as sexual comments about a person's body parts or appearance; whistling while a woman or a girl is passing-by; following; stalking; demands for sexual favours; sexually suggestive staring; and exposing one's sexual organs at someone. Sexual harassment also includes physical contact forms, such as someone purposely brushing up against someone else on the street or public transportation, and grabbing, pinching, slapping, or rubbing against another person in a sexual way.

Research Questions, Key terms and Definitions

The assessment sought to answer the following key research questions:

1. What strategies, policies and programmes to increase women and girls' autonomous mobility and safety in public spaces have been, or are being, implemented in selected countries in Asia-Pacific region?

2. What evidence exists on the effectiveness of policies and programmes that address women and girls' safety in public spaces? How rigorous is the evidence and what are the key gaps in the evidence base?

3. What are the key opportunities, challenges and lessons learned from existing interventions globally? What good and promising practices can be identified for future up-scaling?

4. Are there some programme strategies that show more effectiveness than others? What are the key factors that contribute to effectiveness?

5. Do existing interventions to increase women and girls' safety in public spaces (including in the context of mobility), contribute (or potentially contribute) to deeper transformations of social norms and attitudes that condone VAWG? If so, how? If not, how can they be enhanced to be more transformative and address the causes of VAWG and to promote women's rights to public spaces free of sexual harassment and other forms of SVAWG?

6. What are the challenges preventing more effective programming on violence against women in public spaces (at the conceptual, implementation, and evaluation levels)?

Organizing Framework

The review takes an explicitly feminist approach, with a focus on identifying and promoting gender-transformative approaches to enhancing women and girls' safety and mobility in public spaces. An organizing framework was adopted in order to ensure that all aspects of the review were gender-sensitive (see Figure 2). The framework for mapping interventions adapted the methodology used in a 2007 report[2] on engaging men and boys to classify interventions into gender-neutral programming, gender-sensitive programming and gender-transformative programming. The assessment recognized that interventions could cut across these categories, have different elements that were classified differently or could evolve over time from one approach to another.

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2. World Health Organization. 2007. Engaging Men and Boys in Changing Gender-based Inequity in Health: Evidence from Programme Interventions. Geneva.

Figure 2: Assessment Organizational Framework

Gender -exploitative programming
• Reinforces harmful gender stereotypes and norms

Gender-neutral programming
• Distinguishes little between the needs of women and men
• May acknowledge gender but mostly targets men in their programming, or citizens in general without acknowledging gender differences

Gender-sensitive programming
• Recognizes the different needs and realities of women and men based on socially constructed gender roles
• Plans and implements strategies that acknowledge these different needs of women

Gender- transformative programming
• Seeks to transform gender roles and promote more gender-equitable relationships between men and women
• Critically reflects, questions or changes institutional practices and broader gender inequitable norms

Inclusive programming
• Acknowledges that discourse on the safety of women in public spaces cannot be isolated from the safety of other marginalized groups, such as LGBT, migrants, people with disabilities and the homeless
• Builds different womens' experiences of the public space (e.g. age, sexual orientation, caste, class, race, occupation) into programming.

Research Methods

The research employed a number of different methods, including quantitative and qualitative approaches (see Figure 3).

Figure 3: Assessment Methodology at a Glance

Desk review (Global)	Google scholar, websites and journal databases	Hundreds of documents reviewed 55 specific interventions assessed
Quantiative survey (Global with a focus on Asia)	Survey Monkey through email and listservers	118 respondents
Qualitative interviews (Asia-Pacific)	Skype and email	15 across 10 countries
Site visits (Three countries in East Asia)	Jakarta, Indonesia	7 interviews
	Hanoi, Viet Nam	5 interviews
	Ho Chi Minh City, Viet Nam	9 interviews
	Seoul, Korea	15 interviews

Desk review

Google, Google Scholar and PubMed were used to search for key documents. Search terms included 'violence against women', 'sexual assault', 'safe cities', 'rape', 'sexual harassment', mobility', 'safety', 'safe spaces', 'public spaces', 'women's mobility', 'South East Asia', 'South Asia', 'interventions', 'evaluations', 'policies', 'programming', 'interventions', 'transport' and 'lighting'. This was supplemented by a scan of organizational websites such as ActionAid, Oxfam, CARE International, Global Women's Institute and Women in Cities International; community websites such as Jagori.org, stopsexualharassment.org, ihollaback.org and harassmap.org; and UN websites such as unwomen.org and unicef.org. In addition, material was collected directly from stakeholders and interview respondents.

The review aimed to identify at least 70 international and local programmes that address women and girls' safety in public spaces. The review also aimed for at least half of those to be from Asia-Pacific. However, once the search for evaluated programmes began, there was a paucity of programmes from the region. The research team was able to identify 55 programmes (from global- to community-level programmes) that were being implemented across the world, with at least 15 of these coming from developed countries and the other 40 coming from developing country contexts from all over the world. The desk review included peer-reviewed journals, grey literature, reviews of government and civil society reports and UN programme documents, evaluations and reports.

Given the dearth of rigorous, published evaluations in the field, it was not possible to rank the evidence as effective or not. Instead, the report provides an overall assessment of lessons learned and includes promising practices and strategies. This assessment is based on an analysis of evidence quality against criteria to determine the rigor of the studies and reliability of the evidence (e.g. related to sample size, potential biases, randomization and control arms).

The desk review provides a comprehensive picture of the landscape of interventions that are popular and effective, specifically in the developing world context. The review provides more details about the implementation process, scale-up and sustainability. It also highlights innovative projects, assessing them for successful approaches.

Online quantitative survey:

A quantitative survey designed to explore key themes and issues related to the research topic was developed and administered through Survey Monkey (an online service). It was completed by 110 respondents over a period of 1 month (see Annex 1 for the questionnaire).

Respondents were recruited through direct contacts and through various networks and list serves, including:

• UN Women country offices;
• Partners for Prevention listserv;
• Sexual Violence Research Initiative listserv;
• What Works to Prevent Violence Facebook page;
• MenEngage Member Listserv; and
• UN Women Headquarters representatives.

Upon completion of the survey, respondents were encouraged to circulate a weblink for the online survey to other organizations and practitioners in the field and to post it on social media spaces such as closed Facebook groups.

An email account was set up where respondents could share more materials or any additional information.

Qualitative Interviews:

Key 'leads' on the subject matter were interviewed to help map the field and to identify other key respondents, using a snowballing sampling technique. UN Women's Safe Cities and Ending Violence against Women and Girls network, as well as the consultant's own networks through the World Bank, Sexual

Violence Research Initiative Network and the DFID What Works to Prevent Violence Global Programme were drawn upon through this process.

A total of 15 Skype interviews were conducted with key stakeholders, including with programme managers, donors and key operational members of select implementation agencies. The purposes of the Skype interviews were to help design and refine the focus of the assessment and methods and to provide information on programme lessons learned, promising practices, cross-cutting issues, challenges and opportunities.

Interviews were approximately 60 minutes long and were based on an open-ended question guide for both interviewers (see Annex 2 for the Skype interview guide).

Site Visits to Indonesia, the Republic of Korea and Viet Nam:

Three countries were identified for site visits: Indonesia, the Republic of Korea and Viet Nam. The site visits were used to collect detailed information for the whole assessment and for case studies in particular. The consultant spent 10 days in Seoul, Republic of Korea, and three days in Hanoi and Ho Chi Minh City, Viet Nam. Regional UN Women staff spent three days in Jakarta, Indonesia, for data collection. Interviews were conducted with key government, United Nations, non-governmental organization and women's rights stakeholders (see Annex 3 for the field visit interview guide and Annex 4 for the interview schedules).

Gendered Analysis of Data:

A gendered analysis was conducted across all components of the research and sought to assess how gender-transformative programmes and policies are structured and to assess opportunities to highlight promising practices for the short-, medium- and long term (as outlined in the organizing framework). The gendered analysis also assessed the potentially different impacts of programmes on different marginalized or vulnerable groups of women and girls and assessed women and girls' level of engagement and leadership in the development, design and implementation of programmes and policies.

Violence against women and girls educational posters, Suva, Fiji.
Photo: UN Women/Ellie van Baaren

CHAPTER 3: MAPPING OF EXISTING INTERVENTIONS ENHANCING WOMEN AND GIRLS' SAFETY AND MOBILITY IN PUBLIC SPACES

Overall Summary of the Evidence

Programming focusing exclusively on women and girls' safety and mobility in urban, public spaces is relatively new. It was only in the 1990s that several organizations and cities in high-income countries developed useful frameworks and tools to assess and address women and girls' safety in public spaces (WICI, 2013). Since then, several organizations, such as Women in Cities International (WICI), the Huairou Commission, Jagori, UN Habitat, Red Mujer y Habitat, UN Women and ActionAid have conducted a variety of initiatives that vary in scope and geography but focus on women and girls' safety in urban spaces (Taylor, 2011). There have also been a number of initiatives developed by local and national governments, non-governmental organizations, feminist collectives and citizen's groups that have addressed different dimensions of this complex problem. The UN Women's Safe Cities and Safe Public Spaces Flagship Initiative includes the first-ever global programme, launched in November 2010, that develops, implements and evaluates tools and comprehensive evidence-based and human rights-based approaches on the prevention and response to VAWG in public spaces.[3] The Flagship Initiative also builds the capacities of local organizations to design and implement context-specific impact evaluations.

Many of these interventions use the terms 'safe city', 'safe community' and 'safe spaces' to describe programming. However, there are some distinctions in the kinds of programming offered under these umbrella terms. Some programmes (especially among international, multi-country interventions), use the word 'safe city', but actually exclusively address sexual harassment and other forms of SVAWG. Others use the term more broadly to include violence arising from urban insecurities (see Figure 4) (Taylor, 2011).

Other interventions expand the conceptual framework of 'safe cities' for women. Such programmes certainly prioritize the prevention and response to sexual harassment and other forms of VAWG, but they also focus on increasing women's feelings of safety and the autonomous mobility of women and girls. These programmes focus on the social, economic and political empowerment of women in cities, and provide opportunities for women and girls to understand, demand and enjoy their right to work, education, political organization, access to health and other services, and leisure and recreation in public spaces (UN Women, 2015). A few programmes do not use the conceptual framework of rights to address women and girls' safety and mobility in public spaces, but were included in this review as they still address some dimensions of addressing sexual harassment in public spaces.

Overall, this assessment identified and reviewed 55 global interventions that directly and/or indirectly address sexual harassment of women and girls' mobility in public spaces. Additionally, an online quantitative survey with 110 respondents, including practitioners working in the field, was undertaken. Various interviews were also conducted through Skype and in person. Programming was reviewed in order to identify what practices appeared to work (even in the absence of rigorous evaluation or testing), the key challenges for programmes and promising lessons for future programming. Overall, this chapter draws primarily on the desk review and the survey to present a broad mapping of the type of programmes and policies being undertaken in this field and the gaps in the evidence base. The following chapters present detailed discussions related to the content of the programmes and the findings of the evidence.

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3. Available at: http://www.unwomen.org/en/what-we-do/ending-violence-against-women/creating-safe-public-spaces
Date Accessed: April 26th 2016.

Violence against women

Sexual violence

Rape

Harassment

Domestic violence, ie committed by intimate partners or in public places

Murder/femicide

Honour crimes

Sexual assault

Unwanted and degrading remarks, gestures, touching and staring

Insecurities related to urban poverty

Weak infrastructure, e.g policing, street lighting, housing and sanitation

Barriers to access, e.g health

Barriers to education or secure employment opportunities

Migration due to conflict, climate change or labour

Informal sector employment

Planning/design that does not account for gender

The 'ActionAid approach' as shown in Figure 4 follows the conceptual approach that women and girls (especially poor and marginalized women and girls) are vulnerable to two distinct, yet overlapping, forms of violence: 1) violence against women that occurs along a continuum in the private and public space and 2) insecurities because of poor urban planning and structural violence. While violence against women is an experience unique to women and girls, insecurities related to urban poverty affect all marginalized and poor communities. This perspective shows how women are susceptible to the 'double bind' of violence: violence inherently because of their gender and violence from being marginalized citizens in the city (Taylor, 2011, 13).

The interventions examined in this review fall into two broad categories:

1. Programmes addressing **local communities** through:
    • Establishing prevalence, nature and causes of violence against women in public spaces through community-driven data;
    • Raising awareness and attempting to change behaviours and attitudes in schools and universities;
    • Engaging men and boys as bystanders and allies; and
    • Communications and media campaigns.

2. Programmes that address **access to services and basic infrastructure** to make the city safer through:

    • Providing training for public transportation officials and police officials; and
    • Providing services, such as online helplines and advocacy tools for public infrastructure.

Most interventions reviewed were not rigorously evaluated. Section 3.4 elaborates possible reasons for the lack of evaluations and the challenges of evaluating programmes addressing women and girls' safety and mobility in public spaces.

Common Approaches Identified through the Desk Review and Interviews

Most of the multi-country studies that were reviewed have some key features in common:

1. They focus on engaging the community in order to create comprehensive and reliable data and to raise awareness and consciousness;

2. They mobilize strong local civil society partners and allow for much flexibility for using cultural approaches to safer communities;

3. They emphasize (at varying degrees) partnership with local governments and the development of other stakeholder partnerships; they also emphasize ownership of project conceptualization, design and implementation by local groups so that there is community ownership and locally relevant solutions; and

4. Following global strategies, some of these programmes attempt to mainstream their work across sectors such as health, education and urban planning (WICI, 2007; UN Women, 2015).

Most of these programmes focus explicitly on the development of comprehensive and reliable data, empowering women, enhancing public and stakeholder awareness of women's rights and testing evidence-based pilot interventions.

Larger, multi-country programmes by international organizations such as UN Women, in partnership with international non-governmental organizations such as Women in Cities International, Jagori, the Huairou Commission, and Women and Habitat Network in Latin America and the Caribbean, have strong conceptual frameworks that inform interventions and have helped to inform the ActionAid International safe cities programme. Many of these organizations have been key players in some of the earlier dialogues emerging on integrating women and girls' mobility, freedom and safety in public spaces, from discussions at the World Urban Forum to international seminars on women's safety and events held during the Commission for the Status of Women.

Notably (and laudably), interventions are often preceded by extensive community engagement, stakeholder analysis and participatory decision-making to decide on the most appropriate and effective interventions. Most projects follow three components: 1) Data collection and/or scoping study, 2) raising awareness among community members and stakeholders, and 3) actual intervention. Many pioneering organizations have also chosen to use the 'right to the city' as a conceptual framework for designing interventions. Such interventions can include urban planning, an explicit understanding of how structural violence due to urbanization affects women and girls' safety, and the role of police and other service providers in committing violence against women and girls in public spaces. As seen in Figure 4, distinguishing between these two types of violence allows for more targeted, relevant programming that addresses the diverse challenges women and girls, especially poor women and girls, face in public spaces.

Some of these programmes emphasize building local ownership and advocating for policy-level outcomes, such as more comprehensive legislation and policies to prevent and respond to VAWG in public spaces (UN Women, Flagship Brief, 2015). Though each country in multi-country programmes adopt interventions best suited to their context, the standardization in terms of data collection methodology, timelines, processes and evaluation metrics allow for a deeper understanding of the prevalence of sexual harassment and comprehensive approaches to address this violence.

Mapping from the Survey Data

Overall, a total of 110 respondents completed the online quantitative survey. The respondents were from a diverse range of organizations (see Figure 5).

However, local NGOs (37 per cent) and international NGOs (25 per cent) were most strongly represented, followed by multilateral agencies.

Figure 5: Type of Organization that the Respondent Worked for, from Survey Data

37% Local NGO

25% International NGO

11% Multilateral Organization

9% Research Organization

6% Government

6% Other

5% Donor

1% Private sector

Figure 6: Region Where Respondents Predominantly Work, from Survey Data

4% North America

3% Australia, East Asia & Middle East

5% Africa

2% Latin America

8% Globally

1% Europe

25% South East Asia

37% South Asia
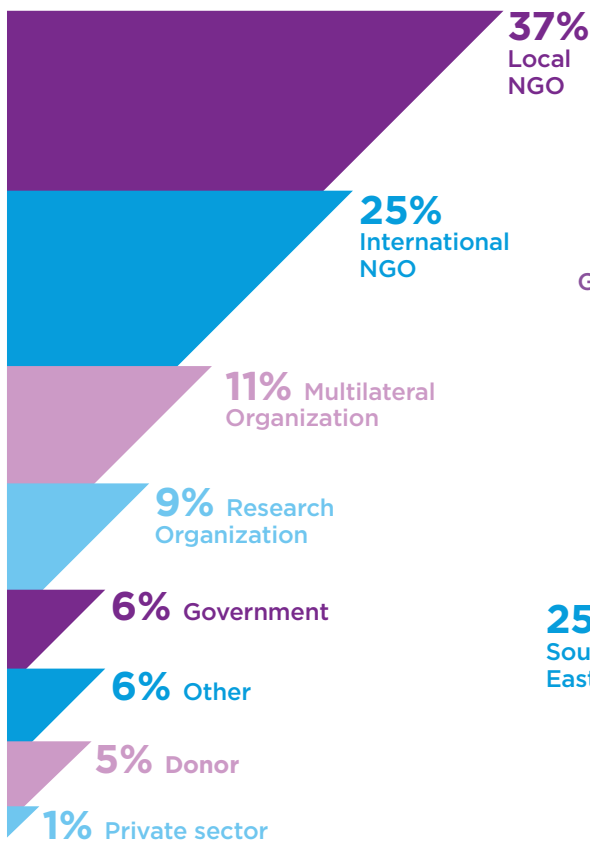
In terms of the region that respondents predominantly worked in, representatives from Asia made up nearly 75 per cent of the respondents. This was to be expected, given the focus of the study on Asia-Pacific and the networks through which the survey was disseminated. The results, therefore, cannot necessarily be easily applied to other regions.

Nearly 80 per cent of respondents reported that they, or the organization they were affiliated with, had implemented or funded a programme or policy that addressed violence against women and girls in public spaces and/or women's mobility between 2010 and 2016. Of these, the most common settings for such programmes and policies were in community spaces (84 per cent), schools or universities (49 per cent), and on public transport (46 per cent). Only 7 per cent of respondents were working in refugee or IDP camp settings. Many respondents worked in multiple locations.

Figure 7: Setting where Respondent's Organizations Are Working, from Survey Data

46% Public Transport

40% Markets

38% Streets

84% Community spaces

49% Schools or Universities

7% Refugee or IDP Camps

22% Other
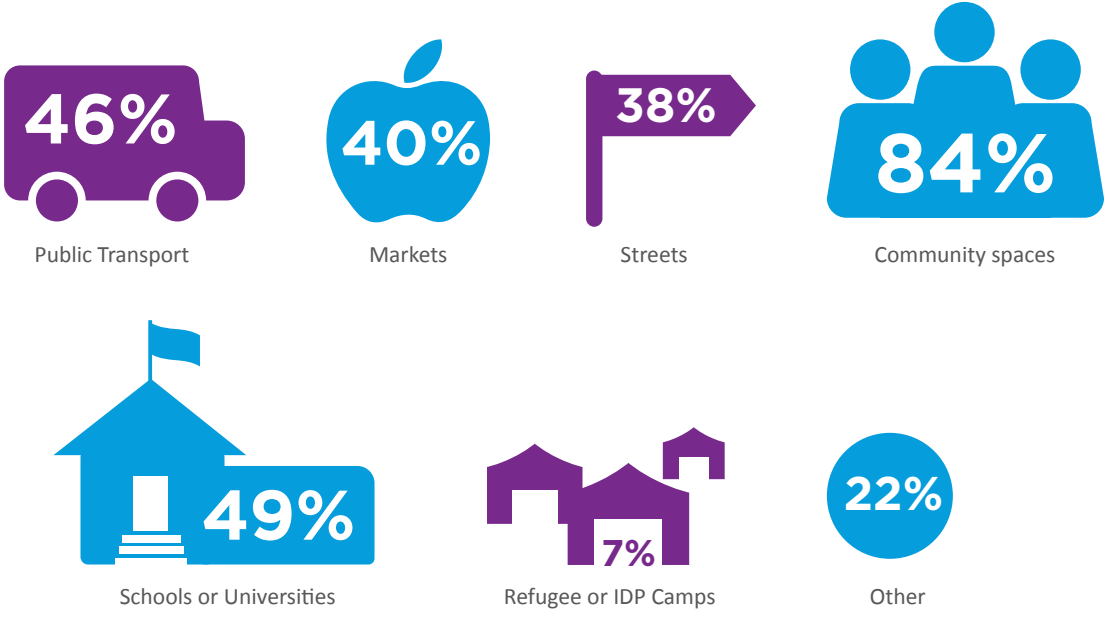
Figure 8 outlines the types of strategies being employed in their programmes (respondents could choose more than one type of strategy). Overall, promoting women's rights and communications campaigns were the most common strategies. These were followed by engaging men and boys and working in collaboration with police and local government. This is encouraging, as the most commonly mentioned strategies in the survey do show some promise based on the review. However, the quality of the strategies employed cannot be ascertained from this survey. Implementing curfews and women's only spaces were reported to be the least common strategies employed survey respondents. This is also promising, as these are considered the least gender-transformative types of intervention within this programming area.

Figure 8: Types of Strategies Being Employed in Interventions, from Survey Data
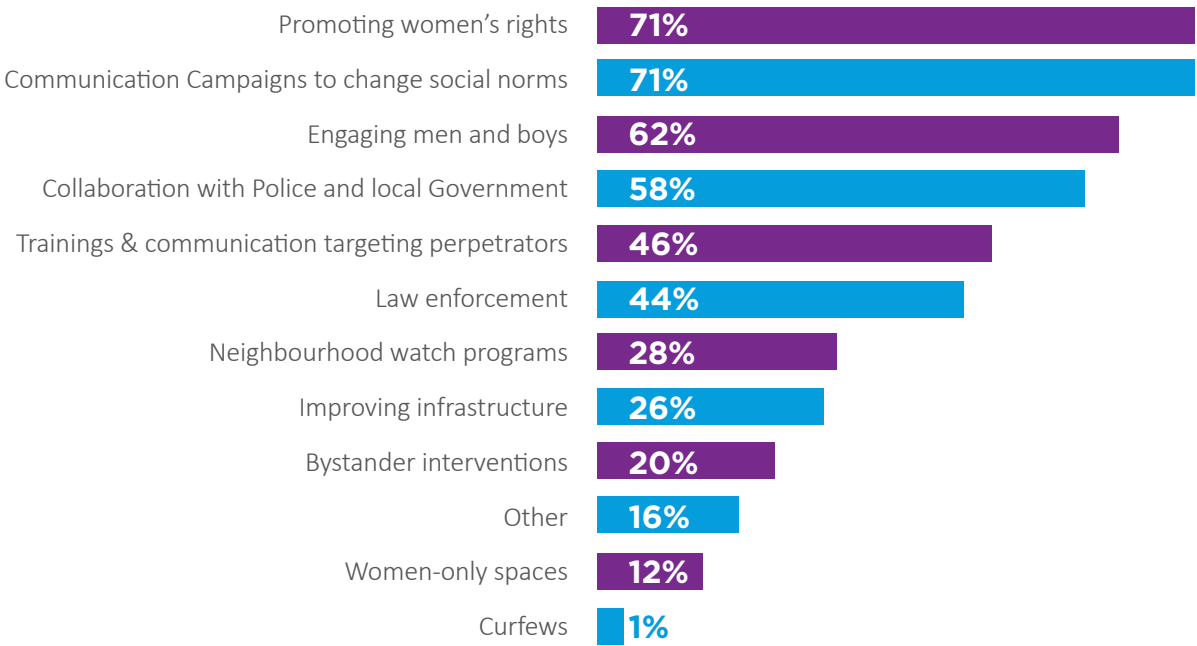
Strategy	Percentage
Promoting women's rights	71%
Communication Campaigns to change social norms	71%
Engaging men and boys	62%
Collaboration with Police and local Government	58%
Trainings & communication targeting perpetrators	46%
Law enforcement	44%
Neighbourhood watch programs	28%
Improving infrastructure	26%
Bystander interventions	20%
Other	16%
Women-only spaces	12%
Curfews	1%

Gaps in the Evidence Base

The review found that overall, the evidence base on the effectiveness of interventions for addressing violence against women and girls in public spaces is extremely limited. Evidence from low- and middle-income countries is particularly sparse. Many other programmes (Taylor, 2011; WICI, 2013; UN Women 2015) note that despite an encouraging increase in the range of programming, rigorous evaluation remains a key gap in programming on safer cities for women. Some multi-country programmes, such as those implemented by UN Women and ActionAid, seek to fill that gap in their current programming. However, most interventions that address women and girls' safety and mobility have not been evaluated at all. Further, the evaluations that do exist often have methodological limitations.

Most evaluations focus on risk and protective factors related to harassment and other forms of violence (e.g. attitudes towards harassment). Very few measure direct outcomes such as rates of sexual harassment. Awareness and attitudes may be useful secondary measures because they demonstrate incremental movement in the right direction. However, they should not replace direct outcome measures. There remains an overreliance on the use of attitude measures as proxies for behaviours, although evidence does not support the assumption of linear progression from attitude change to behaviour change. Further, across evaluations indicators of sexual harassment and related risk factors vary widely in nature and data collection methods, making comparisons across settings difficult.
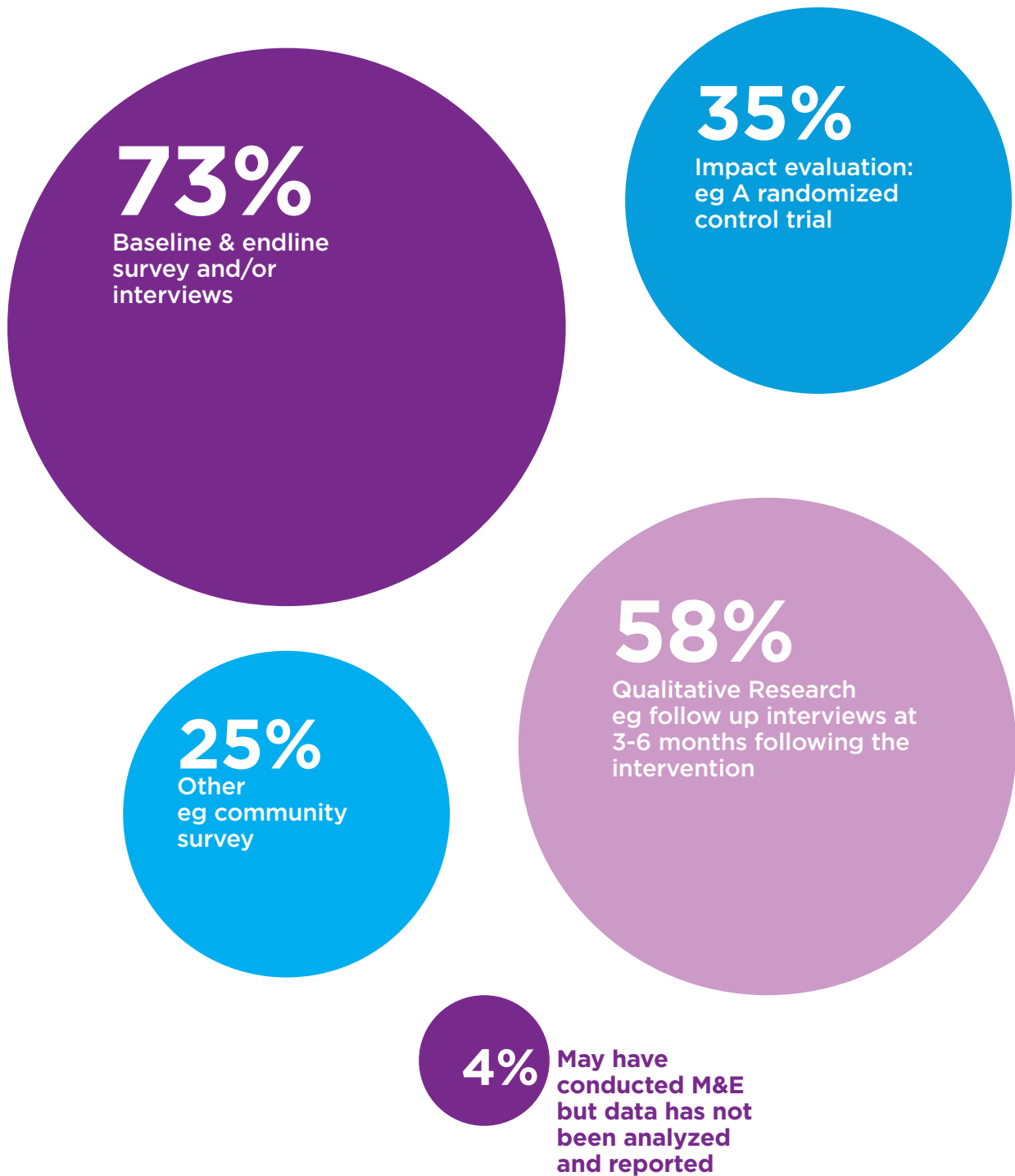
In addition, the majority of studies have short follow-up periods and tend to measure short-term outcomes. This is in part because of the short duration of programming, limited funding and limited understanding of the value of long-term follow-up measures in impact evaluations. Thus, little is known about whether and how change is sustained. Even in programmes where change is measured, most are not able to attribute these measured changes to targeted interventions. Further, many that are able to demonstrate change are unable to show how exactly that change occurs — a link that is crucial to make if interventions are to be replicable in other contexts.

Finally, while multi-component and holistic approaches appear to show the most promise, they are difficult to evaluate; there were no rigorous evaluations of multi-component approaches found in this field. More sophisticated research is needed in order to understand the impact of multi-component interventions.

These limitations in the evidence base exist for many reasons. First, the field is still relatively new, and only recently has there been sustained effort to fund longer-term global interventions on violence against women, particularly sexual harassment, in public spaces. Second, there is silence surrounding SVAWG due to deep stigma and the blaming of women by men, other women and themselves. Furthermore, across countries, there is limited political will, capacity and funds devoted to monitoring and evaluation, which remains a common challenge. Lastly, the often short-term nature of funding and programme cycles limits the ability of programmes to conduct rigorous impact evaluations, partly because the research is time consuming, and partly because it may take some time to see tangible changes.

The survey conducted as a part of this review found an encouraging trend — 100 per cent of respondents reported that they had conducted some form of evaluation; 35 per cent reported that they were in the process of conducting an impact evaluation. While the review team did not test for disparate understanding of what an impact evaluation entails, it is nonetheless an encouraging trend for creating a robust evidence base.

Figure 9: Types of Monitoring and Evaluation that Organizations Are Conducting on Existing Programmes on Women and Girls' Safety in Public Spaces, from Survey Data

73%
Baseline & endline survey and/or interviews

35%
Impact evaluation: eg A randomized control trial

58%
Qualitative Research eg follow up interviews at 3-6 months following the intervention

25%
Other eg community survey

4% May have conducted M&E but data has not been analyzed and reported

Meri Seif Bus for Women,
Port Moresby, Papua New Guinea
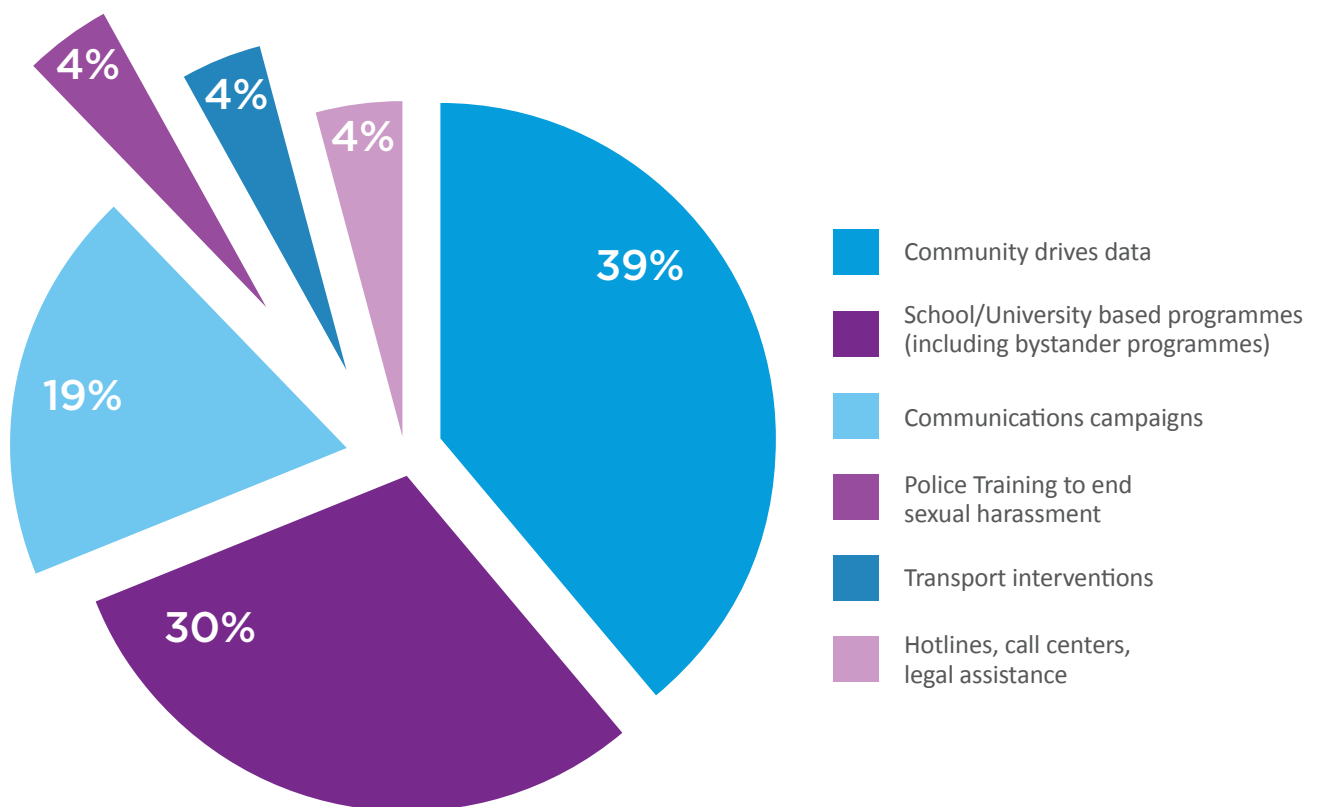Photo: UN Women/Mary Josephine Smare

CHAPTER 4: REVIEW OF THE EVIDENCE BY INTERVENTION TYPE

Among the 55 evaluated interventions reviewed, the largest group of interventions had a component that collected community-driven data on the prevalence of sexual violence. This was followed by school and after-school based interventions that encouraged addressing gender norms that normalize sexual violence and to directly address prevention and response to sexual harassment. Ten of the programmes reviewed were communication and media interventions. The smallest set of programmes was interventions around engaging the police, transport corporations and provision of legal services to survivors of harassment.

The school-based interventions were the most rigorous, with several quasi-experimental studies and a few randomized control trials. Most of the community-driven data interventions and those engaging the police and the public transport sector were non-rigorous, qualitative evaluations. Many evaluations were conducted without a baseline and only as end-of-programme reports. Some interventions were culled from global reviews despite not being rigorously evaluated. Among these, the communications campaigns were the least rigorously evaluated; many were reviews conducted by other groups or end-of-campaign reports.

Figure 10: Breakdown of Reviewed Interventions Through the Desk Review

Legend:
- 39% Community drives data
- 30% School/University based programmes (including bystander programmes)
- 19% Communications campaigns
- 4% Police Training to end sexual harassment
- 4% Transport interventions
- 4% Hotlines, call centers, legal assistance

Programmes to Establish Prevalence, Nature, Causes of Sexual Harassment through Community-driven Data

Programmes reviewed include end-of-project reports, evaluations and desk reviews of interventions. Programme documents employed mostly qualitative evaluation techniques, such as focus group discussions, interviews, online mapping tools and participatory tools such as community mapping and women and girls' safety audits. Many documents were action-research and process oriented, providing useful tips to others conducting similar programming.

The evidence demonstrated an array of methodological tools used to map the prevalence of sexual harassment, women and girls' fears and restricted mobility in public spaces. This includes traditional surveys, street surveys, focus group discussions and interviews. For example, ActionAid and Plan International surveyed more than 7000 girls and boys in 11 countries about their experience of girls' empowerment and gender equality. The survey included questions on their experiences and fears for safety in public spaces (ActionAid, 2013).

Methodological tools specific to the safe cities movement include the participatory women and girls' safety audits and the recently introduced online mapping tools. This study found that the most effective programming conducted research using a variety of these tools, which enabled the collection of rich and nuanced data on the prevalence, causes and patterns of sexual harassment. These tools also provide information on women's strategies and demands and engagement in policy to create safer cities. This section focuses mainly on women and girls' safety audits (an established best practice), and online mapping tools (a new methodology/intervention that holds much promise and merits further evaluation).

Scoping Studies and Women's Safety Audits

Scoping studies are collections of information based on existing knowledge and investigations of the perception and experiences of programme beneficiaries to inform its design (UN Women, 2011). The purpose of these studies is to provide a contextual analysis of the problems in order to assist in prioritizing areas of intervention for all stakeholders concerned. UN Women has indicated that the design of any safe cities programme needs to be informed by a good understanding of the problems that give impetus to the project and should be designed with the effective involvement of women and girls who are the intended primary beneficiaries. A scoping study should build understanding of the problem; collate views of beneficiaries; analyse local context; appraise existing services; make as much use as possible of available data, studies and reports; and fill information gaps by using informants and other 'quick and easy' methods to gather empirical data.

Tricycle driver outreach, Quezon City, Metro Manila.
Photo: Miguel Lizana/AECID.

CASE STUDY 1:
UN Women Scoping Study Methodology on Safe Cities and Safe Public Spaces: The Case of Quezon Safe City

In 2014, UN Women partnered with the Quezon City government (Quezon City is the most populous city of Metro Manila), in order to develop a strong programme that adapts the global package of tools developed by the Safe Cities Global Programme to its local context.

The Quezon Safe City team conducted an extensive scoping study that resulted in numerous key findings to inform programme design. The study of Quezon City identified many common forms of sexual harassment and other forms of sexual violence that women and girls regularly experience. Data showed that all three types of sexual harassment (verbal, non-verbal and physical) are a daily occurrence for many women, with young girls being the most frequent targets. The vast majority of the female participants reported being routinely harassed in public spaces, particularly when returning home from school or while in public transportation.

"We identify the problem together with the government; that's important."

The fear of sexual harassment and violence (and other types of crime), prevents women and girls from using fully and comfortably most of the public spaces in their communities. The women interviewed, especially the girls, expressed a fear of using public transport, walking alone and socializing with ease, especially once it is dark. Girls stated that they avoid stores, basketball courts, alleyways and transportation stops in particular. Women who work late or who need to leave very early in the morning for work require intense security support from their family members so they can safely travel to and from work.

Katherine Belen, the UN Women National Project Officer in the Philippines for the Quezon Safe City Programme, noted "programming has to be based on a sound scoping study and scoping is different to a baseline. A scoping is typically more of a qualitative research to understand the nature of the problem, while the baseline study is a key component of the project's monitoring and evaluation framework, wherein the baseline indicators are measured at the beginning of the project." She noted that the advantage of conducting a scoping study, which includes a women's safety audit, is that "UN Women doesn't have a ready-packaged, one-size-fits-all programme; we build it with the local government every step of the way. For example, we made sure that the city planners come with us when we do the women's safety audits, so at the end of the day it is not UN Women providing a fixed product — we identify the problem together with the government; that's important."

Women and girls' safety audits and multi-method scoping studies are two of the most popular and best-practice tools emerging from reviewed programmes and from the research on women and girls' safety in urban spaces (Moser, 2012, Abraham et al, 2015, Whitzman et al, 2009, UN Women 2010). In addition to the interventions reviewed, a 2007 global survey of 163 local government-community partnerships on women's safety found women and girls' safety audits to be the most-used assessment and action tool (WICI, 2008). The women and girls' safety audit is a feminist methodological tool that was developed in the early 1990s in Toronto, Canada (METRAC, 1989). Women and girls' safety audits allow participants to identify safe and unsafe spaces for women and girls and to recommend how public spaces can be improved. Audits can be conducted either by professional auditors or by members of the community (or by both). Communities typically modify categories for an audit checklist to their local contexts.

While women and girls' safety audits are actually an action-research methodology, it is included here as an intervention because programming shows that safety audits are used almost universally as a 'gateway' intervention or pre-intervention to reduce the incidence of sexual harassment against women and girls.

Safety audits are designed to be inclusive, and most of them are. Most of the programmes reviewed had women from community groups and local neighbourhoods conduct the audit. Many audits focused on a certain demographic or neighbourhood; some programmes deliberately sought input from younger college age women, adolescent girls, migrant street vendors or factory garment workers, thereby documenting a nuanced subset of certain women's experiences. Thus, they provide a clear picture of how certain groups of marginalized women experience the city.

Programmes found creative ways to be inclusive: some audits encouraged men, women and children to participate in the audit, while others, such as those conducted by a Mumbai-based group, Safe City, explicitly paired women and men together to assess safety. In the next phase, they will be pairing abled-bodied women with women with disabilities to encourage dialogue, empathy and solidarity.[4] In five countries, the Because I Am A Girl intervention to build safe, accountable and inclusive cities with and for adolescent girls conducted a Girls Safety Walk in addition to many other creative, child-friendly methodologies that put girls at the centre of the programme — not just as beneficiaries, but also as stakeholders in policy and advocacy (Travers et al, 2013). In over 70 countries, the UN Women Flagship Initiative has sought to make locally owned interventions that are receptive to nuanced social groups the cornerstone of their programming.

Safety audits empower women to be at the centre of decision-making around interventions and advocacy and policy. Audits and other tools, generate data for the community that can be used to affect change at various levels. In the programmes reviewed, safety audits created space for women to bring new knowledge to their communities. One programme in Rosario, Argentina, deliberately conducted audits over several months as it became a reason for women to engage and interact with others in public spaces about the issue of women and girls' safety. This became an entry-point for women to be politically involved and to demand a space at the table as experts alongside urban planners and municipal officials. Post-audit, women held weekly meetings, inviting diverse stakeholders. These included representatives from the Women's Division and Culture and Urban Services, ensuring stakeholder buy-in for their projects. Consequently, women from the community played an active role in developing the Women's Agenda for the City, presented to politicians and election candidates (WICI, 2013).

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4. Interview with founder, November 2015

However, the process of safety audits is as transformational for women as the outcome of the data collected. As a five-country study from ActionAid[5] notes, "by co-creating or leading the design and implementation of data collection and other activities using the tools offered, women as agents build their capacity, critical consciousness and confidence and ability to demand rights and enhance accountability for their urban spaces" (ActionAid, 2011, 14).

Perhaps most significantly, most programmes addressing women and girls' safety in cities empowered women who were involved in the safety audit to decide the nature of the interventions; agendas for the interventions are decided jointly by women and community members after the safety audit. The community has an opportunity to look at the data generated and to prioritize intervention activities (ActionAid, 2011; WICI, 2013). For example, in ActionAid's global programme, the programme in Nepal addressed safe transportation for women and girls; the programme in Ethiopia focused on rural women vendors who face violence and threats of violence in the Addis Ababa marketplace (Abraham et al, 2011).

Almost all programmes reviewed have been able to achieve some concrete change in their physical environment as a result of safety audits, through sustained partnerships and through networking with government officials and other key stakeholders. Audits most commonly identified simple infrastructural changes, such as enhanced lighting, secure public toilets, more presence of police and cleaner, clearer signage on buses and at bus-stops. In many instances, communities (along with local civil society partners) were able to put pressure on city officials to provide services and infrastructure and to build partnerships for higher legislative level action and gender-sensitive budgeting. However, some programmes struggled to achieve all their objectives because of lack of political will and weak partnerships with key stakeholders. The importance of partnerships was seen to be extremely important, especially post-audit, when political mobilization was required.

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5. Available at: http://www.actionaid.org/sites/files/actionaid/actionaid_2011_women_and_the_city.pdf

CASE STUDY 2:
SAFETY AUDITS IN VIET NAM

In 2014, ActionAid Viet Nam and the Research Centre for Gender, Family and Environment in Development conducted participatory research, Safe Cities for Women and Girls: Can Dreams Come True? The research included a survey (based on ActionAid's Safety Audit toolkit) of over 2,000 people from urban spaces in Ho Chi Minh City and Hanoi.

ActionAid undertook a step-by-step process to design the research tools to reflect an example of best practice. They first held a workshop to identify the key issues. They then conducted a rapid situation analysis in order to identify the types of violence that women and girls faced. From there they developed the full survey. According to the consultant who worked on the project, "no step was ignored."

87 per cent of the women and girls interviewed reported that they had experienced sexual harassment. Streets, parks, and public transport were identified as key sites of harassment. Most perpetrators were young men aged 15-25 years. On average, 67 per cent of women and girls reported that they did not take action when confronted with acts of sexual harassment. A number of sector-specific recommendations were given, and as an ActionAid representative reported, "the research was used to inform programming advocacy, including integrating work on women's safety into other existing programmes."

In interviews with ActionAid and others involved in the original study, important lessons were shared. In the next phase, governments should take the following into account:

- There were challenges in conducting street interviews because it was expensive, unsafe (especially in areas with gangs and rampant drug abuse), and because privacy could not be obtained (which may have reduced honest disclosure about experiences of violence).

- The research used students who had limited skills. If financially viable, professional researchers should be used and longer training is needed to ensure that all technical, safety and ethical issues are covered. The project described the need for close monitoring of the street survey to ensure quality control.

- There was not enough clear guidance from ActionAid Headquarters on how to use the research results to design and implement programmes. Further, there was no long-term funding for programme design or implementation. In the future, intervention development based on the audit results should be built into the project from the outset.

- There has been a focus on improving public services. Although this is important, changing social norms and preventing violence were underemphasized. The link with prevention should be made more explicit in the next round.

- The questionnaire was perhaps too long.

- Qualitative research is needed to delve more deeply into why these forms of harassment and violence are occurring.

- The consultant from the original study also noted that the government has greater access to district-level partnerships, which ActionAid did not have. Such partnerships are important to building ownership and buy-in with local leaders. "There was a challenge that the top leaders of the province did not fully accept the ActionAid research because they were not involved. But the government can access these government officials and leaders better."

Other interviews conducted in Viet Nam with non-governmental organizations representing marginalized groups, such as people with disabilities and migrant communities, highlighted the vital need for the next safety audit to be more inclusive of people with different types of vulnerabilities. The audit should, for example, consider accessibility for people with disabilities and also "include people with disabilities in the audit process, implementation and design" (local non-governmental organization).

Challenges and Gaps

Perhaps the biggest challenge is conceptualizing how to reliably measure the effects of a woman's safety audit in the medium- and the long term. Few programmes collected data on change at the policy level, change in the levels of sexual harassment reported, changes in perceptions of safety, changes in attitudes of women and men or changes in how women use public spaces. Most programming seems to use women and girls' safety audits before a concrete intervention, but have no post-intervention follow-up. In some programmes, safety audits take the form of actual interventions as funding and capacity run out.

Some programme documents have also relayed the challenge of keeping community members involved in conducting audits and follow-up interventions. The programme documents have acknowledged the need to create programming that is cognizant of women's many competing interests and limited time, especially in lower-income communities (WICI, 2013, 57). A recent promising practice is the UN Women Flagship Programme, which rather than prescribing safety audits over other methodologies, nurtures locally owned scoping studies that can be designed in ways that communities feel are most relevant to addressing their own needs around women and girls' safety. The programme has instead focused on local women's groups and enabling very localized scoping studies.

A recent promising practice is the UN Women Flagship Programme, which nurtures locally owned scoping studies that can be designed in ways that communities feel are most relevant to addressing their own needs around women and girls' safety.

Safety audits can risk focusing too narrowly on changing street infrastructure or diverting resources and attention to the more substantive causes of crime and violence. Many of the chronic problems around access to health care, drug-trafficking and chronic youth unemployment are not 'quick fixes' but have been identified by women as leading causes for violence, fear and insecurity (WICI, 2013; ActionAid,2011). ActionAid (2011) has committed its programming to addressing broader structural issues of violence (though as it is still in progress, final evaluations are pending). Women and girls' safety issues need to be grounded in a bigger picture of how safety audits might fit into a long-term gender violence prevention plan (Whitzman et al, 2009) or it risks becoming a one-time activity with no clear impact.

Table 1: Findings Based on Two Studies on the Effectiveness of Safety Audits

What works when implementing safety audits	General challenges in implementing safety audits
Focusing on the local level	Loss of gendered focus as project implementation rolls out
Engaging government support	Lack of resources that leads to low levels of project sustainability. Programme relies too heavily on unpaid, grass-roots community volunteers leading to volunteer fatigue in the medium to long term.
Involving professionals and key decision makers	
Conducting prior/additional research to supplement the women and girls' safety audits for effective advocacy and credibility	Deficient representation of a cross-section of diverse and marginalized groups
Creating a collaborative community structure — engaging the community through creative joint partnerships with schools, faith groups, other marginalized groups for support, funding and coordinated efforts	Professional co-optation by more politically powerful groups, especially when different groups with competing mandates and interests are involved
Establishing a dedicated team and clarifying responsibilities — clarifying roles and responsibilities and ensuring a dedicated audit team from beginning to end of the audit	Problematic diversion of resources
	Failure to follow up with respondents and community groups
Confidence building and education — making women and communities experts in their own community safety matters enhances confidence and leadership especially among poor or marginalized communities who have not traditionally been viewed as 'experts'	Securing funding for various phases of project implementation
	Safety audits are sometimes seen as the intervention itself, rather than as pre-intervention activities that must be followed up with concrete changes for the community
Documenting both long- and short-term solutions	
Setting realistic goals with concrete timelines	
Can be used flexibly to address broader issues of urban insecurity	

Source: Adapted from Whitzman, C. et al. 2008. "The Effectiveness of Women's Safety Audits." Security Journal 22.3 (2009): 205-218 and Lambrick, M. and Travers, K. 2008. "Women's Safety Audits: What Works and Where?" Women in Cities International, UN Habitat.

Online Mapping of Sexual Harassment: Safety Audits for the Digital Age

Online tools are emerging as a popular trend in urban areas, both in the developed and developing world. Being online or reporting violence through an app or the Internet carves an important safe space for women to document their experiences without stigma, to find other survivors and to access resources. Public spaces for engaging with such technologies continue to grow, especially among the younger populations in emerging economies.

Three broad themes emerge in web-based and mobile app interventions to address sexual harassment: 1) Enabling accessible, detailed real-time reporting 2) Connecting women with trusted friends and family and resources in cases of VAWG in public spaces, and 3) Integrated reporting, case management systems and resource sharing through websites and mobile applications. Almost none of these initiatives have been evaluated, although some final reports and websites have data about the number of users reached and type of services utilized.

A mixed-methods study in Egypt found that, overall, women were more empowered and less embarrassed to give detailed accounts of sexual harassment online than in person.

Some women and girls' safety apps are directly linked with broader advocacy and anti-sexual harassment programmes. Examples of these include Harassmap.org, the most extensive crowdsourced reporting tool, and SafetiPin.com, an initiative based in New Delhi, India. The apps fulfil multiple goals, from providing women with a safe-space to document crime to providing detailed geo-specific, crowd-sourced data of crime, feelings of insecurity and the reasons for both. The long-term aim of many of these applications is to collect enough reliable data to demand infrastructural and environmental design changes.

A mixed-methods study in Egypt (Fahmy et al, 2014) found that, overall, women were more empowered and less embarrassed to give detailed accounts of sexual violence online than in person (especially true for more serious forms of violence such as rape and physical assault), although almost 83 per cent of study participants said they were concerned about anonymity using an online map. The study revealed that online data can be difficult to interpret, because both women and men have diverse interpretations of what constitutes harassment depending on age, religion and social class. In some cases, online mapping has been more inclusive than women and girls' safety audits, because online mapping has included the experiences of the transgendered community and homosexual men (Hollaback!, 2013).

BOX 3: SafetiPin: An Example of a Mobile Application to Report Sexual Harassment and Factors Causing Fear and Unsafe Environments for Women in Urban Spaces

Jagori, a start-up mobile application developer in India, has worked with partners to develop an app called SafetiPin. SafetiPin was designed to be a mobile version of a women's safety audit to be used for crowdsourced reports of harassment and lack of infrastructure. SafetiPin aims to create data that complements official statistics collected by police authorities and to inspire action to make cities safer. The app can also be used as a data collection tool for trained auditors.

The app allows people to rate the safety of areas in their communities through text and pictures and to report infrastructural issues. Apart from making people more aware of safety, it also allows potentially disengaged neighbourhoods to become aware of the risks of harassment in their own community and to become stakeholders for change. It also uses GPS technology to locate pharmacies, police stations and hospitals.

Locations on the app are marked with a 'Safety Audit Score'. In order to ensure more representative coverage across the city, trained auditors supplement crowdsourced data. Each audit appears as a pin on the map; green for safer areas, orange for less safe areas and red for unsafe areas. SafetiPin has been used in seven Indian cities and has launched in Bogota, Colombia and Jakarta, Indonesia (Vishwananthan and Basu, 2015).

Safecity is another Mumbai-based web platform that crowdsources personal stories of sexual harassment and has collected 6,000 stories from 50 cities in India and Nepal. Crowdsourced data is then shared with local police on a monthly basis. Based on the data collected in a Mumbai suburb, police changed their beat timings to ensure added security.

Other apps, including Circle of 6 (circleof6app.com), bSafe (getbsafe.com) and Protibadi (Ahmed et al,2014) in Bangladesh prioritize safety and security of women while on the streets rather than reporting harassment. Circle of 6 uses gender-neutral language so that people of all orientations and gender can feel comfortable accessing it. The app has both preventive and responsive elements. A user can add six friends to their 'circle'. These friends can be easily accessed at the touch of a button with specific messages, including requests for help and pickup (with a GPS-generated address locator) and requests for interruption by a phone call. The app is also linked to police hotlines and local non-governmental organizations for advice after sexual violence or rape.

An example of a more holistic online case reporting and management system is FightVAW (fightvaw.org), an Internet-based initiative in Nepal that provides victims with an alternative means of reporting and enhances coordination among organizations that provide care and services. It also aims to be a one-stop centre for information on organizations working on violence against women. FightVAW also shares stories of survivors as a form of healing and solidarity affected by abuse.

Though a new form of intervention, online mapping and other uses of technology to combat sexual harassment in public spaces should be evaluated further to better understand how to use generated data in advocacy and policymaking. These programmes could be stand-alone safe spaces for women, connecting them with services or linking them to programming on the ground to ensure continuity.

An example of an interesting effort to fill the gaps in research on the efficacy of online tools is a forthcoming UN Women and Microsoft International report on the international mapping study on access to and use of mobile phones to document, prevent and respond to sexual violence against women and girls in urban spaces. The report will examine the issue of gendered access to and the use of mobile technology to prevent, document and respond to sexual harassment, especially among more vulnerable women and girls in poorer urban areas. Such research fills important gaps, such as examining whether mapping tools work better when implemented in conjunction with women and girls' safety audits and coordinated community planning on the ground; analysing which groups are most likely to use mobile phone technology; and determining whether the specific nature of sexual violence allows for victims to use reporting tools in real time.

What We Know from Safety Audits and Other Methodological Tools: High Prevalence of Sexual Violence in Public Spaces

Women's and girls' experience and perceptions of violence is high

In almost all the countries audited and surveyed, SVAWG was rampant and stigmatized in public spaces. Harassment occurred irrespective of time of day, class, occupation or age. Safety audits, street surveys and focus group discussions also collected information on women and girls' perception of safety and fears. It was found that women and girls' fears include sexual harassment, rape and robbery. Some women stated that they do not go out after dark for fear of getting assaulted. Some audits looked at women who had no choice but to be out at night (e.g. garment workers and sex workers in Cambodia). In these cases, women experienced extremely high levels of sexual harassment, assault and rape. Across countries and contexts, women and girls cite the streets, the market and public transport as places where they experienced harassment and other forms of sexual violence both severely and frequently. Women in Nepal and Uganda reported that they experienced harassment while waiting for public transport (ActionAid, 2011).

A woman crossing a street in New Delhi.
Taken during a Safe City Audit in the capital.
Photo: UN Women/ Gaganjit Singh

Two dimensions of safety: sexual harassment and other forms of sexual violence and urban crime

Women and girls' safety and all methodological tools in most programmes have brought up three dimensions of safety: sexual harassment, other forms of sexual violence and urban crime.

Women in three poor cities in Brazil articulated that their mobility was limited because they were afraid of drugs and trafficking and felt that drugs made younger men more sexually violent on the streets. Similarly, women street vendors in Addis Ababa feared rape; 2 per cent of women had been raped while staying overnight in the city. They also articulated fear or harassment within a context of broader reasons for insecurity, such as robbing, fear of eviction, extortion of bribes from government officials, weak infrastructure and the risk of flooding and fire in their shops (ActionAid, 2015).

Women and girls are not homogenous; experiences of the city are impacted by demographics

Women and girls are not a homogenous group; experiences of the city are impacted by demographics. Most research tools (especially in multi-country studies) did an excellent job of disaggregating data collected by age, ethnicity, class, income level and disability (WICI, 2013). Data is often collected in hyper-local contexts, usually one or two neighbourhoods within a given city. In 11 of the countries they conducted programming in, the ActionAid Global Safer Cities for Women Programme targeted women who were more marginalized than others and therefore likely to experience the city differently. However, ActionAid did not disaggregate data for women from different socioeconomic backgrounds in the same programmes; it was not possible to identify which demographics were more at risk.

Extremely low levels of reporting of harassment and abuse

Confirming other global research, the safety audits found that reporting of harassment was extremely low across countries and contexts. For example, in an ActionAid survey of women and girls who had experienced abuse in the past year, none of the women and girls in South Africa had reported it, and only 2 per cent from Cambodia reported sexual harassment or other forms of sexual violence. Reasons for not reporting included fear and mistrust in the police, not feeling that the case was important, feeling ashamed, difficulty of the reporting process, fear of being stigmatized and fear of further violence and abuse (especially on public transport, as vendors in market places or as students) and feeling that the report would not be believed or taken seriously. In India and Nepal, women referred to family honour as a reason for not reporting. Women experienced a lot of fear and shame and developed strategies in their daily lives to avoid it. For example, 97 per cent of women in Brazil reported always or sometimes changing their route to avoid harassment or violence, while women and girls in Nepal indicated that they tried to travel with a male family member to prevent harassment (ActionAid, 2015; WICI, 2013).

Community attitudes towards violence

In the multinational programmes on violence, most countries surveyed community members (including women) who felt that women and girls had brought the violence upon themselves for reasons such as dressing a certain way or travelling alone. Many community members who witnessed harassment did not intervene. In Nepal, 48 per cent of women reported that those who witnessed an instance of abuse did not comment or intervene. Women and girls also reported that public transport operators failed to act on sexual harassment and other forms of sexual violence in their vehicles. Similarly, in New Delhi women reported that perpetrators could get away with impunity because onlookers did not intervene (WICI, 2013; Jagori, 2013). In broader stakeholder meetings and focus group discussions, even senior-level policemen and government administrative agents said that women brought violence upon themselves (ActionAid, 2015).

Significant data gaps on perpetrator profiles and psychological trauma of survivors

Some individual programmes tried to collect data on who the perpetrators were. However, many gaps remain in understanding who commits violence against women and girls and why they commit it. Only one qualitative evaluation in Egypt actually collected data from men about their perceptions of sexual harassment and why perpetrators felt justified to commit SVAWG (Fahmy et al, 2014).

Similarly, there are gaps in the data on the trauma and psychological risks that women experience as a result of harassment and other forms of sexual violence. An ActionAid report in Egypt provided anecdotal evidence of trauma from one of the respondents of a street survey; the same study collected data on trauma and found that 82 per cent of women indicated that they were extremely upset and anxious as a result of harassment (Fahmy et al, 2014, 24).

Women's demands for safer cities

Women engaged as beneficiaries and stakeholders made clear demands for: infrastructural changes, fixing street lights or placing street lights on the road, improving signage on streets, improving signage on buses, improving access to safe and hygienic public toilets and improving access to communal water access points (ActionAid, 2011); improving public transport facilities and systems; addressing institutional sexism in the police and other services; raising awareness in the community and building women's capacity to advocate for their rights; and including women in urban policy and planning decision-making.

Interestingly, the Global Inclusive Cities Programming showed that stigma sometimes hampered explicit feminist approaches to safety audits (WICI, 2013). For example, in Petrozavodsk, Russia, it was challenging to get data on sexual harassment as there was a reluctance to speak about it openly. Over 70 per cent of respondents in surveys declined to answer questions about personal experiences of violence, while 75 per cent said they did not have any personal safety concerns. Instead, safety concerns were articulated in very general terms, such as complaints about crowded vehicles, rude drivers and intoxicated passengers. Women opened up more about experiences in focus-group discussions only after intensive community building. Sensing the ambivalence of women and girls in the community to talk about violence, the intervention was framed as an urban planning and transport programme rather than one concerned with women and girls' safety, even though it addressed the issue indirectly.

Notably, in Papua New Guinea, UN Women collaborated with a number of local and international agencies to work directly with women vendors in their first intervention, a marketplace (Gerehu Market) in Port Moresby to address women and girls' safety as they ran their small businesses. Women identified their own needs and the programme interventions put in place have enabled a safer environment for women to work. The Safe Cities approach of making sure that programmes are contextually relevant and that beneficiaries are the key agents of change that influence programme design is a promising practice.

Women made clear demands for infrastructural changes, addressing institutional sexism in the police and other services, raising awareness in the community and building women's capacity to advocate for their rights, and including women in urban policy and planning decision-making.

Programmes Raising Awareness and Attempting to Change Behaviours and Attitudes in Schools and Universities

The fear and threat of sexual harassment by strangers, male colleagues and teachers on the way to, or around educational institutions contribute to high dropout rates among girls, making it an issue with grave consequences to girls' psychosocial health and their rights to freedom, safety and education (ActionAid, 2015). Schools and universities are an indistinct line between public and private spaces; although they are often interlinked, the safe city movement has differentiated freedom from harassment in school from harassment in public spaces.

The education sector has been the site of many interventions that address violence against women and girls at multiple levels, including the policy level, administrative-level change (curriculum), community awareness and advocacy and individualized trainings focusing on transformational exercises encouraging dialogue, mentorship and safe spaces to change social norms and behaviour. Some interventions address changing gender norms, and some programming addresses certain types of violence against women. However, there are very few programmes that focus on or measure reductions in sexual harassment.

Notwithstanding this lack of specificity, school- and university-based programmes provide a relatively stronger evidence base from all other programming for what works to address girls' mobility in public spaces. It is also an important entry point for addressing attitudes and behaviour in prevention-based intervention models before violence actually happens. Structuring programmes in a school or after-school setting allows for targeted, measurable programmes that can be designed to measure longitudinal change. Further, such programmes allow for the control of more factors than many other programmes that address VAWG in public spaces in cities.

The research team examined 16 school-based interventions that used either prevention or response mechanisms to address sexual harassment among adolescent girls. The findings from nine of these were corroborated by a policy brief from the Global Women's Institute on school-based interventions to address violence against women and girls (Global Women's Institute Education Policy Brief, 2015). All evaluations were experimental or quasi-experimental, and some showed significant changes in attitudes and knowledge while a few actually established proxy measures to determine if behaviours had changed. In general, there was a paucity of evaluations that pointed to actual behaviour change over time, partly because it is much more difficult and a longer-term endeavour to change actual behaviour.

What works according to reviewed evaluations?
- Complex and multi-layered curricula integrated into the school system, including participatory and practical exercises for both boys and girls;
- The creation of gender-specific safe spaces to talk about issues of gender inequality, violence and harassment;
- The availability of trained guardians or mentors that students can trust, which leads to students (both boys and girls) feeling safe, preventing sexual harassment and reporting incidents of sexual harassment;
- Interventions that encourage girls' self-confidence and empowerment by making them comfortable with voicing opinions, having self-esteem around body image; and
- Engaging young boys in changing attitudes around gender norms.

BOX 4:
Evaluation Challenges Common in School-based Programming

There are several methodological challenges in evaluating school-based programmes. Examples include different programmes that use different definitions of what constitutes sexual harassment and the lack of uniformity for measuring the results of interventions. For instance, sexual harassment is sometimes measured with proxy methods such as attitudes about women and prevalence of rape acceptance myths. There are tenuous links between attitude change and corresponding behaviour change, which begs further clarification in intervention design and evaluation.

In addition, there is evidence that the most effective types of school-based interventions take what is often referred to as a whole-of-school approach, with multiple elements such as curriculum, teacher training, school policies and engagement with parents. However, when evaluating such programmes, even if positive changes are observed it is difficult to pinpoint which part of the intervention actually led to the change.

The most common form of intervention was the introduction of creative modules and curricula that broadly addressed violence against women and gender norms through modules of behaviour change, gender, knowing your body, personal hygiene and conflict-resolution. Examples include the Adolescent Education Programme, a 16-hour module on attitudes related to gender stereotypes covering almost 4,000 Indian schools through three different nationally accredited school systems (Jaya et al, 2014) and the Gender Equity Movement in Schools programme, which started in Mumbai public schools in India and is now being scaled up in other countries.

The Gender Equity Movement in Schools programme used a quasi-experimental study with two intervention arms and one control arm. While one group received group education activities and student awareness campaigns in selected public schools, the other arm tested only the awareness-raising campaign. Results found that both groups reported higher gender equality scores, but in the two activity interventions, girls self-reported positive changes in boys' behaviour, and boys and girls reported a positive reaction by peers in response to violence against women. Interestingly, the study noted that students' comfort level with reporting sexual harassment took much longer to achieve, particularly among girls (Solotaroff and Pande, 2014, 173). The study has been lauded for its gender-transformative approach, including both girls and boys in programming and encouraging self-reflection and critical thinking about transforming deeply seated gender equality norms. The programme aimed to tilt the balance in terms of how boys inhabit and understand private space, reduce aggression and violence in conflict, and encourage girls to be more assertive, self-confident and have a greater presence in public spaces (Achyut et al, 2011).

Other key lessons emerging from the programming include the importance of single-gender safe spaces and the development of a rapport and shared knowledge base among peers, mentors and teachers. The shared knowledge base enables girls to report sexual harassment and change gender attitudes and norms around violence against women. For example, the Stop Violence against Girls in Schools programme conducted by ActionAid in Ghana, Kenya and Mozambique (Heslop et al, 2013) used boys and girls clubs to increase knowledge on gender equality for students. The Gender Equity Movement in Schools programme in India and Viet Nam was designed to engage facilitators and students in a transformative space together where they questioned gender norms (Solotaroff and Pande, 2014). Both programmes extended dialogue opportunities for parents and other community members (e.g. teachers and administrators).

A quasi-experimental, mixed method study in five Asian countries (30 schools in each country) for the Promoting Equality and Safety in Schools programme suggests that a high prevalence of violence in school and at home acts as a critical driver of school-related gender-based violence (ICRW, 2015). Violence perpetrated by peers and adults has the effect of normalizing violence for young students and making it more acceptable. Echoing other studies (Fulu et al 2014), this study confirmed that exposure to parental violence and regressive gender attitudes increases the likelihood for the perpetration of violence.

The Promoting Equality and Safety in Schools initiative found that across countries, the only factor that emerged as a strong determinant of gender attitudes was gender itself; boys consistently had more gender-inequitable attitudes than girls. This finding suggests that there should be targeted programme components for boys as a priority, even if the intervention is mixed-gender and even though a similar programme (the Gender Equity Movement in Schools programme in India) demonstrated that a well-designed intervention can have positive effects for both boys and girls in terms of a nuanced understanding and naming of violence and changes in behaviour and attitude around gender-inequitable social norms.

BOX 5: Livelihoods Programmes and their Links with Increasing Girls' Empowerment and Self-Worth: A Potential Promising Practice for Increasing Girls' Mobility and Safety?

Livelihoods programmes should be further investigated for their potential links to increasing girls' self-confidence and their relative value in the community (and consequently to a reduction in sexual harassment and violence or the acceptance of violence or harassment). The Population Council, in collaboration with Micro-Save Consulting, conducted a quasi-experimental evaluation of a programme in Kenya and Uganda to support the economic and social empowerment of adolescent girls, aged 10 to 15 (Austin and Muthengi, 2013). Activities included weekly meetings with female mentors, the creation of safe spaces for girls, financial literacy training and support in opening individual savings accounts.

A quasi experimental evaluation tested impacts on an intervention group who opened bank accounts and participated in the safe-spaces component. This group was compared to girls who just opened bank accounts. At endline surveys in Kenya, girls in the intervention group were significantly less likely to report that they feared getting raped or that they had been teased by people of the opposite sex. Generally, intervention girls in the older age group (15-19) were significantly more likely to experience teasing than girls in the younger age group.

There are no other school-based evaluations that disaggregated sexual harassment by age group. The evaluation of the programme in Uganda found that girls who only received a savings account experienced increased levels of sexual harassment and violence (i.e., being touched inappropriately or teased). This

finding points to the possibility that simply increasing economic empowerment (i.e. savings accounts only) can increase girls' vulnerability unless it is accompanied by an investment in building girls' other assets, such as self-esteem, knowledge of their rights or other life skills.

Similarly, a review of adolescent livelihoods programmes (Nanda et. al, 2013 in Solotaroff and Pande, 2014), found that livelihoods can empower young girls, increase their mobility and voice and enhance their value to their families — all preventative strategies to address sexual harassment. This is in line with ActionAid's 2011 organizing framework and strategy for its safe city work to be more inclusive and rights-based, and to tackle broader issues of gender justice in relation to mobility in public spaces.

A number of interventions focus on empowering girls and increasing their self-confidence. Some sparse evidence does indicate that this might be a preventative strategy to address sexual harassment. One intervention, the Women in Sports Campaign, was a pilot programme that provided soccer training for young women from ages 12 to 18. The long-term aim of the programme was to address gender stereotypes and to increase sports infrastructure for women in the Jamia Nagar area of New Delhi. The findings revealed that women's actual freedom of mobility did not change much, although after the programme women reported feeling more comfortable moving around, overcoming shyness and seeing increased levels of self-confidence (Ogilby, 2012).

Similarly, a quasi-experimental study in four informal settlements in Nairobi, Kenya evaluated an intervention training adolescent girls on empowerment and self-defence. Eleven months after the interventions, the rate of sexual violence among the intervention group decreased by 60 per cent, whereas no difference was shown for the comparison group. Disclosures of sexual violence also increased significantly during the intervention (Sarnquist et al, 2014).

Lastly, though not conducted in urban areas, there is evidence of a randomized control trial among 2,308 rural adolescent girls at 57 government schools in Bihar, India. Local women with at least a 10th grade education served as group facilitators to provide resilience training to young girls. Compared to the control group, girls receiving the resilience curriculum improved more on emotional resilience, self-efficacy,

social-emotional assets, psychological well-being and social well-being. Results suggest psychosocial assets and well-being can be improved for girls in high-poverty, rural schools through a brief school-day programme (Leventhal et. al, 2015). These definitive results merit testing in urban settings, especially with other studies drawing preliminary links between such attitudes among girls and increased likelihood to report violence.

A programme in Tanzania (Mgalla et. al, 1998) found that almost 60 per cent of girls who had access to a guardian who had received only one day of training sought the guardians' help or advice on issues related to sexual harassment. Further, 19 per cent of these girls sought guidance about sexual harassment, compared to just 1 per cent of girls in the control group who sought help from a female teacher. Similarly, in Liberia, a survey of young women at university in Monrovia articulated a need for the provision of counselling, health services and reporting mechanisms in university settings, particularly given the violence they face during or travelling to and from university or in student housing (ActionAid, 2015).

Engaging Boys in Programming

There have been some notable efforts to engage men and boys in programming efforts to change gender norms to address and respond to sexual harassment. Among these are evaluated programmes that use male mentors for young athletes that enable them to have a conversation about gender-inequitable attitudes and masculinity. In the Coaching Boys into Men programme, trained coaches held group sessions among young high school soccer players on knowledge, attitudes and behaviours related to violence against women. Compared to control groups, athletes in the intervention group measured positive changes attitudes and in improved bystander behaviours (Miller, 2011). Similarly, the Parivartan project adapted Coaching Boys into Men for an Indian context. Coaches received three-day trainings through a workshop and then facilitated discussions on gender equitable attitudes, bystander behaviour and violence. The project showed similar results to Coaching Boys into Men (Das et al, 2014).

Another example is the Partners for Prevention Male Advocacy Club in Da Nang, Viet Nam, which started in August 2015. This is a part of community mobilization project in Da Nang and is piloting the impact of men's engagement in changing social norms to prevent VAWG. At Male Advocacy Clubs in each community, a trained young man and an older man pair up to provide peer support to other men and boys to become advocates to challenge deep-rooted patriarchal values that accept VAWG. In coordination with Parents Clubs and Men Clubs, community members organized communication events to raise awareness of different forms of VAWG and the consequences of VAWG to individuals and the community.

Similarly, the Mobilizing Men Project: A Transnational Effort to Challenge Gender-based Violence (Instituto Promundo, 2012) was a quasi-experimental study in four countries. In Brazil, the intervention ran campaigns and workshops for men to increase their awareness about inequitable gender norms and the consequences of violence against women and men. These activities were layered in with a football tournament to bring the messages from the workshop to a more informal setting where men and boys interacted. Results showed a self-reported change in attitude among men in the intervention community and a self-reported reduction in physical violence towards women.

BOX 6: The Parivartan Programme: Sports-based Mentorship for Young Boys; Measuring Change through Female Peers and Family Members

The Parivartan programme, which was based on a United States intervention called Coaching Boys Into Men, was designed and implemented by Futures Without Violence. The Mumbai programme targeted boys who were cricket athletes between the ages of 12 to 15. Engaging cricket coaches in school as mentors to raise awareness about abusive and disrespectful behaviour, the programme promotes gender-equitable, non-violent attitudes and teaches skills to speak up and intervene when witnessing harmful or disrespectful behaviours. The coaches were trained to lead group interactive sessions and to follow up with additional materials such as posters, brochures, movies and discussions.

The study utilized a quasi-experimental design with two arms in each setting; an intervention arm and a comparison arm. In the intervention arm, the coaches or mentors received the specialized training and resource materials, which they used to implement the programme with their athletes. In the comparison schools and community teams,

Participants speaking publicly for the first time at Parivartan for Girls launch. Photo: ICRW-ARO and Apnalaya

the coaches or mentors provided their usual coaching throughout the study period and were not given any additional instruction. Only those athletes who completed both baseline and follow-up surveys were included in the analysis.

The researchers also interviewed 15 female relatives (wives, mothers or daughters) of the coaches and mentors to document perceived changes in the coaches' or mentors' gender-related attitudes and behaviours. Questions included in the questionnaire on the gender attitude scale include attitudes with regards to manhood and masculinity (e.g. only men should work outside the home),

women and girls' roles (e.g. it's a girl's fault if a male teacher sexually harasses her) and boys' controlling behaviours (e.g. a boy is justified in telling a girl what to do all the time). Notably, Parivartan is one of the few studies that also interviewed women and girls in the men's lives to corroborate self-reported reductions in violence and to account for social desirability bias in the response.

Das, M., S. Ghosh, F. Miller, B. O'Conner, and R. Verma. 2012. "Engaging Coaches and Athletes in Fostering Gender Equity: Findings from the Parivartan Programme in Mumbai, India." New Delhi: ICRW & Futures Without Violence.

Bystander Approaches

There is a specific subset of evaluations that focus explicitly on the bystander. These programmes, conducted mostly in the United States, are different from other programming in that they draw from a common literature on why and how bystanders intervene. The programmes also share intervention strategies for prevention. In this approach, each community member is recognized as a bystander in preventing the community problem of sexual violence (Banyard et al, 2007, 464).

Most programmes focus on young males at the university level in the United States who are vulnerable to a very specific nature of harmful masculinity that leads them to violence. However, research outcomes seem promising and might be contextualized for different settings outside the United States (Coker et al, 2011; Banyard, 2015). All US-based programmes deal largely with attitude change and increased bystander behaviour rather than reductions in sexual violence perpetration and victimization (Coker et al, 2015).

The desk review identified six programmes evaluated with quasi-experimental mixed methods that addressed the promotion of gender equitable norms, rape acceptance myths and self-reported likelihood to intervene. Evaluations have shown some success at tackling deep-seated gender norms, attitudes and knowledge in the short term, but have shown mixed success at sustainably reducing violence and harassment. Some of the key findings are that bystander programmes are extremely effective in reducing rape acceptance myths among students, and differences were observed in self-reported bystander attitudes. Generally longer programming (three weeks or more) is more effective than shorter programmes through trainings or workshops.

Banyard et al (2007) conducted a sexual violence programme that taught both women and men at the University of New Hampshire to intervene safely and effectively in case of witnessing sexual violence with friends, strangers or acquaintances on a college campus. The intervention resulted in significant changes in knowledge, attitudes and bystander behaviour in both women and men. However, the testing also revealed that a longer programme (three sessions versus one session) was more effective than one. Similar programmes targeting specific groups of men (college athletes and fraternity members) found comparable changes on knowledge, attitudes and bystander efficacy (Banyard and Moynihan, 2008).

One study (Stephen & George, 2009) measured reductions in victim empathy, attraction to sexual aggression and behavioural intentions to rape. The study found that the only changes that were consistent five weeks later were reductions in rape myth acceptance. The study also found that the intervention did not have an impact on men identified as high-risk to perpetrate sexually coercive behaviour, but low-risk men produced larger effects than the entire sample. This seems to be a general gap in bystander programming — that there are not enough longitudinal tests and cross-comparative studies to know about the effects on men with varying risk levels or to know how long the effects of an intervention will last.

The Your Moment of Truth programme is an intervention from Kenya that provides valuable lessons about how key aspects of bystander interventions can be customized to a younger population in urban settings in developing countries. Keller et. al (2015) conducted a rigorous evaluation of the Your Moment of Truth programme. Taking place among adolescent boys in 36 schools in Nairobi's largest slums, the Your Moment of Truth programme was a violence against women

educational curriculum geared to improving male attitudes towards women and to increasing the likelihood of intervention when witnessing violence against women. The programme was designed to complement a girls' empowerment programme that was found to be effective in reducing rates of sexual violence in slums (Sarnquist, et. al, 2014).

The programme used quasi-experimental mixed methods, including binary logistic regressions run for each group, for each of the three types of VAWG queried (verbal harassment, physical threats or physically hurting or sexual assaulting) (Keller et al, 2015, 10). A larger group of schools formed the intervention group, while a smaller group of schools received the Standard Of Care intervention (this served as the control group that received the Kenyan education systems' standard two hours of life skills classes). A nine month, post-intervention follow-up found that boys in the intervention arm reported significant increases in positive attitudes towards women compared to the control group, where attitudes towards women were actually more negative than at the baseline.

Moreover, boys in the intervention and control groups both witnessed similar levels of violence but responded significantly differently. The percentage of boys in the intervention group who successfully intervened when witnessing violence was 78 per cent for verbal harassment, 75 per cent for physical threat and 74 per cent for physical or sexual assault. The percentage of boys in the Standard Of Care group who successfully intervened was 38 per cent for verbal harassment, 33 per cent for physical threat and 26 per cent for physical or sexual assault. Results from the logistic regression also demonstrated that more positive attitudes towards women predicted whether boys in the intervention group would intervene successfully when witnessing violence. Thus, the study clarifies a potential correlation between positive attitudes towards women and intervening during violence that could be explored further in other studies. Keller et. al 2015 is one of the few evaluations to establish a clear relationship between attitudes towards women and behaviour around violence (whether as a potential perpetrator or a bystander).

Younger boys were noted to have significantly more positive attitudes towards women. Identifying at which point and how these attitudes change could lead to more effective strategies for combating violence against women.

The study also found that younger boys in the control group had a higher baseline score on positive attitudes towards women, although the score deteriorated by the endline. This underscores that adolescence may be a crucial time to intervene at the levels of attitudes and behaviours that contribute to sexual violence. Another finding was that on average, boys in the control group were one year younger than boys in the intervention group; younger boys were noted to have significantly more positive attitudes towards women. Identifying at which point and how these attitudes change could lead to more effective strategies for combating violence against women. Another surprising finding was that almost twice as many boys (48 per cent versus 25 per cent) in the intervention group recognized behaviours that were physically threatening after the intervention, thus increasing the likelihood that interventions might be seen as necessary.

Lao students organised a dance to end violence against women as part of the 16 Days of Activism, Vientiane, Lao PDR. Photo: UN Women

Communications and media campaigns

There has been a wide array of media and communications campaigns to change underlying gender norms. Some campaigns directly related to violence against women, but most focused on changing attitudes and social norms in relation to violence against women and girls. Very few focused explicitly on sexual harassment and, unfortunately, none of those that did were evaluated comprehensively. However, they are still included in this review because of the popularity of such campaigns and their explicit outreach to address sexual violence.

Communication campaigns are either prevention-based, engaging men as bystanders and allies, engaging survivors after sexual harassment occurs (i.e. urging survivors to report), or encouraging community engagement and inviting local groups to craft and deliver messages. These categories are often merged into each other in one individual programme, though this review attempts to parse out the effects from each (to the extent possible).

There are a number of large-scale global and regional campaigns aimed at addressing the root causes of violence against women and girls by challenging violence-supportive attitudes and by promoting gender equality. For example, 16 Days of Activism against Gender-based Violence is an annual international campaign running from 25 November (the International Day for the Elimination of Violence against Women) until the 10 December (Human Rights Day). Beginning in 1991, initially as a civil society initiative, it is now used by individuals and organizations globally to call for the prevention and elimination of VAWG.

The UN Secretary-General's UNiTE to End Violence against Women Campaign, was launched in 2008. Through its advocacy initiatives at the global, regional and national levels, the UNiTE campaign brings together individuals and communities to transform social norms and to mobilize all segments of society for zero tolerance towards such violence. Alongside the support given to the enduring efforts of women's groups and civil society organizations, the campaign actively engages with less traditional representatives such as celebrities, artists and sports personalities.

Originally created by the Asia-Pacific UNiTE Youth Network when they first met in Bangkok in 2012, the UNiTE to End Violence against Women has proclaimed the 25th of each month as 'Orange Day', a day to raise awareness and take action against VAWG. Orange Day calls upon activists, governments and UN partners to mobilize people and highlight issues relevant to preventing and ending VAWG. In 2014, as part of Orange Your Neighbourhood: End Violence against Women, orange activities were organized by over seventy countries. In the Asia-Pacific region, youth showed their strong support for the 16 Days of Activism through interactive discussions and the arts, including dance routines, discussions with TV personalities, university workshops, dramatic performance and flash mobs.

PSA on sexual harassments is shown at the Annual Technical Conference and Exhibition 2016, Bangkok, Thailand. Photo: Procter & Gamble Thailand.

The review did not identify any communication campaigns that directly focused on prevention strategies specifically geared towards women as potential survivors of sexual harassment, except for one particularly innovative comic book ('Rape is a Crime. Report It, Prevent It') created by Lawyers Without Borders in Haiti. The comic book explicitly aimed to reach women who live in slums and marginalized communities with poor access to toilets that put them at a higher risk of sexual harassment and rape. It tells the story of a girl on her way to the market who stops to use a public toilet on her way back and gets raped. However, it addresses

issues of inter-generational conflict about safety and mobility, masculinity, the impact of caring and sensitive community members to help survivors report and heal from rape and victim-blaming. In the form of simple illustrated comic strips, the book describes procedures required to medically report rape as well as reporting to the police. The campaign was not evaluated, but received the 2015 AVON Communication Break the Silence Award.

Engaging men as allies or as active bystanders seems to be by far one of the most popular communication campaign strategies. Broad-based global campaigns such as UN Women's HeForShe Campaign is a solidarity movement for gender equality that engages men and boys as activists and stakeholders in order to break the silence, raise their voices and take action to achieve gender equality. The campaign aims to spread awareness and embolden men and boys to be accountable for the elimination of discrimination against women and VAWG.

The White Ribbon Campaign encourages men to play an active role in ending violence against women more broadly. The White Ribbon Campaign has a number of local Canada-based Campaigns such as It Starts with You, It Stays with Him, which encourages men to be inspiring role models and to engage young boys as mentors in order to assure that violence against women is socially unacceptable. There are tools and toolkits on the website, including promotional posters and postcards that men are encouraged to share in their workplaces and with other men.

The Men against Rape and Discrimination campaign in India also engages men to take a pledge ensuring that they "live with values of gender equality and respect towards women." Participants of the campaign can pledge to be 'allies for change' and spread the word among their community. Allies for change have the option to map their own campaigns and activities. Draw the Line is a similar interactive campaign that aims to engage Canadians in a dialogue about sexual violence to talk about the roles that men and boys can play, to role-play different interactions in men's day-to-day life and to encourage reflection about their responses. This is similar to Breakthrough's Be That Guy intervention that encourages men to stand up as bystanders to sexist behaviour and harmful masculinity.

BOX 7: A Caution for Communications Campaigns that Focus on Men

A number of communications campaigns in the Asia-Pacific region focus on addressing violence against women in public and private spaces by appealing to men and boys. They often call for a different model of manhood, one that respects women, and they encourage men and boys to stand up or intervene as bystanders.

Although these campaigns are progressive in many ways and are growing in interest, there is a word of caution on message framing and design. Campaigns on masculinity risk being protectionist because sometimes the messaging is framed as women requiring respect and protection because they could be someone's "mother or sister" as opposed to refraining from harassing women because women's bodily integrity is her human right, one that is equal to a man's, and that her connection to others should not determine her value.

In order to avoid unintended consequences of re-centring men as protectors or disempowering women, such campaigns should endeavour to present women and girls as strong, empowered and deserving of equal rights and respect. In addition, bystander

messaging should consider targeting women, not just men, to stand-up when they hear sexist comments or harassment.

In terms of encouraging a culture of speaking up, campaigns often blindly encourage survivors of VAWG to 'speak up', often at great risks to themselves, victim-shaming and re-traumatization; when there are limited legislative frameworks for women who speak up; and with very limited care-systems to assist women who do speak up.

Communications campaigns are most effective when they are combined with on-the-ground community engagement that enables a more nuanced exploration of the underlying drivers of violence against women — and of possible solutions.

An example is the India-based MARD Campaign. MARD (Men Against Rape and Discrimination) also means 'Man' in Hindi. The campaign launched with a website with public service announcements from well-known Bollywood actors and athletes speaking about respecting women and girls. The message was also about re-framing dominant ideas of masculinity; the campaign introduces prominent celebrities to be role-models for an alternative masculinity that takes a stand against violence against women and girls and sees men and women as equal partners. One of the key tools of the campaign is a MARD Pledge that men are encouraged to take, pledging that they will treat all women with respect and refrain from violence.

In Indonesia, UN Women worked with the New Men's Alliance (*Alliansi Laki-Laki Baru*) to promote men's and boys' active engagement in ending violence against women. Similarly, a men's champions' network was formed in Papua New Guinea. The network included ex-combatants in the Autonomous Region of Bougainville to advocate for preventing violence against women. In Pakistan, UN Women supported the Men Engage Alliance to prepare a "National Plan for a Global Symposium" by building on grass-roots work with men and boys throughout the country, involving local civil-society organizations and human rights groups. Additionally, in South Asia, the South Asian Network to Address Masculinities, with support from Partners for Prevention, have built a culture of resistance to VAWG by challenging customs that correlate violence and masculinity.

Breakthrough India has recently started three sexual harassment communications programmes that have three phases. The most recent (and unevaluated) programme is #Shareyourstory. Ogilvy and Mathers (a prominent international marketing firm) produced a series of advertisements that show mothers talking to their teenage sons about their own experiences with harassment. The campaign aimed to encourage inter-generational dialogue on sexual harassment. It was particularly effective in using the mother — a figure who is revered and respected in Indian culture and popular film and television. Viewers were then invited to share their own personal stories of speaking to their children and others about sexual harassment and all the stories are collated on the Breakthrough website. The second campaign, #Askingforit, actually challenges the popular myth that women and girls who get abused were somehow asking for it by their dress, outdoor activity or location. The website also has posters and educational materials providing practical tips on what girls should do if they experience or fear violence and what boys can do to stop violence. Third, Breakthrough successfully ran a campaign called Board the Bus, where thousands of women and allies were encouraged to board busses in order to raise awareness about women's rights to use public transport without fear. The campaign was linked to social media, thereby creating an online awareness that garnered over a million online impressions from Facebook, Twitter, news channels and websites. A private telecom company created an

online game and interactive voice response systems to inform mobile phone users about the campaign as well as general information about sexual harassment.[6]

Some communication campaigns have focused on providing a safe space for women and girls to express themselves and to challenge gendered norms. An example of a participatory communications campaign is an approach used by The Fearless Collective, an artist collective of over 400 artists in India, Nepal and Pakistan. The movement started organically after the infamous New Delhi Rape in 2012. Artists and citizens were encouraged to submit art encouraging women to live without fear. Since then, the collective has developed its participatory methodology, which works with women from local communities to examine what makes them feel safe or unsafe.

The participatory methodology relies on creating a safe space for women, allowing them to share their stories with other women and brainstorming what kind of message they would like their art to convey. A community art project draws attention to the issue, while beautifying the surrounding areas. For example, as part of a SafeCity Project in New Delhi, the Fearless Collective workshops decided that a particular tea stall in their neighbourhood was dominated by men who passed lewd comments, stared at women and made them feel unsafe. The women of the community used the theme of 'eyes' to paint the wall facing the tea stall so men seeing it would be reminded that the eyes of the community were watching them and that they should allow women the freedom and security to move freely in their own communities.

An example of a recent social media campaign that went viral was the #girlsatdhabhas movement in Karachi, Pakistan. A dhabha is a South Asian word for a roadside fast-food venue serving tea and snacks. Dhabhas have historically been public spaces for men to engage in leisure and relaxation activities in public spaces. The #girlsatdhabhas movement started as an online Twitter campaign and blog to reclaim dhabhas as a safe space for women to go unattended without a male companion. The movement has now expanded to running dhabhas exclusively by women and sexual minorities. It is unique in its approach because it does not focus on safety but rather the right to the public space and the right for women to

6. Available at: http://www.mobilisationlab.org/breakthrough-board-the-bus-campaign-reaches-millions-across-india/

loiter and enjoy leisure on the streets in the same way that men do. The activist group has also conducted events such as mixed-gender and women-only cricket matches in public spaces (streets) to show solidarity with university-level women students from Karachi University who were beaten by religious fundamentalists for playing cricket with men on public grounds in Pakistan.

Several communications campaigns have been released by transport corporations, such as Transport for London's Report It To Stop It and Washington DC's Washington Metropolitan Area Transit Authority Campaign to report sexual harassment. Such campaigns usually have a series of posters visible on public transport that list sexual harassment as crime, phone numbers and websites to report crime, actions to take and language to use to report crime and details on what to expect after reporting a crime on public transport.

Media campaigns mostly focus on underlying attitude and norm changes and on reducing the acceptability of violence in communities. They are challenging to evaluate because it is hard to maintain a control group that is not influenced by a public campaign, and it is difficult to determine if any observed changes can be directly attributed to the campaign. Nevertheless, there are some important lessons about what appears to be most effective — campaigns that have taken the form of simplistic comic books, posters and movements anchored in social media.

What seems to work:
- Being long-term;
- Utilizing existing community networks;
- Engaging the community to create their own messaging and design of communication campaigns;
- Using a range of deliberatively selected and innovative means of conveying messages to a wide audience;
- Identifying change-makers or prominent social influencers as important partners and messengers;
- Devising a well-thought out strategy that includes monitoring indicators;
- Crafting simple cultural and contextually appropriate messaging;
- Provoking rather than educating, with messaging that triggers discussion and action;

- Explicitly engaging men and boys through urban messaging that exposes the challenges of men and boys in a patriarchal society;
- Empowering the voices of those most affected by violence; and
- Reinforcing the messages by combining communications campaigns with direct, face-to-face activities with community members at workshops or events that include skill-building elements and a deeper exploration of the issues.

Programmes that Address Access to Services and Basic Infrastructure to Make the City Safer

There is a large gap in the evaluated evidence base for effectively training service providers to be more sensitive and responsive to preventing and responding to violence against women. However, a few interventions that address violence against women and girls' in public spaces provide some solutions that seem promising.

Police Trainings

Research shows that many women and girls do not approach the police or report incidents of harassment because they do not trust the police, feel that they will be re-traumatized, questioned or blamed for the harassment, or that they will be further abused by police officials (ActionAid, 2011; Jagori and UN Women, 2011; WICI, 2013). Police training to address these barriers to reporting is therefore an important intervention in the suite of work designed to address women and girl's experiences of violence in public spaces.

However, the review did not identify any published quantitative evaluations of police training interventions that have shown a measured reduction in sexual harassment. This is in part because the primary objective of most police trainings is to improve knowledge and attitudes related to violence against women; therefore, the evaluations measure these outcomes but not impact on SVAWG rates in public spaces. In addition, while interventions to improve police responses are a vital part of the suite of interventions needed to address violence

against women and girls in public spaces, they will not likely result reduce the incidence of violence against women on their own. Rather, police trainings must be combined with interventions that also address the root causes of the violence that women and girls face.

The review did find two qualitative evaluations that trained police to be more sensitive towards women's issues and violence more broadly and to be more approachable in the community. Both evaluations used desk research, observation and surveys. One of the interventions, Rabta, implemented by a Pakistani organization called Rozan (Khalique, et al, 2011) was focused specifically on developing the capacity of police forces to effectively deal with violence against women.

The Gender Sensitization and People-Friendly Initiative, was a ten-year, UNICEF-supported training programme for police personnel in the Karnataka State of India. Both evaluations were conducted at the ten-year mark and sought to examine the impact of the intervention as well as chart a way forward for mainstreaming the programme into police trainings.

While the Gender Sensitization and People-Friendly Police Initiative adopted a variety of activities and methods, Rabta adopted the Attitude Change Model. The programme employed post-questionnaire survey interviews, and field observations. The module, intended to be non-threatening to police officers, was designed across three dimensions: self-awareness, life skills and social awareness (which included gender equality and addressing violence against women and girls). It was found that police who underwent training were more sensitive to violence against women and were more likely to be receptive to hiring female police officers. However, many participants did not take the training seriously and there was little post-training follow up.

The evaluation of the Gender Sensitization and People Friendly Police Initiative programme included desk research, field surveys over four districts and observations of 16 police stations. Remarkably, despite being a non-rigorous evaluation the study noted some successful measures to institutionalize trainings by making it a part of police school training syllabi and developing a cadre of peer trainers. Peer trainers were found to be as successful in delivering training as paid training professionals, providing an avenue of capacity for taking the trainings to scale. Apart from individual changes in knowledge,

attitudes, skills and sensitivity towards women and children, evaluators also observed a change in structure at the police station level. There was a higher number of trained personnel and active and functional Child Welfare Officers aware of new legislation to protect child victims of abuse. There was also greater availability of help desks exclusively for women and children and a more organized monthly review of cases. Overall, cases were solved in a more consultative manner.

There was an almost 60 per cent difference in respondents considering women and child rights at post-intervention end-line surveys. The training was seen as very effective and relevant, but the attendees found the content to be too vast and therefore the training appeared rushed; many respondents expressed a desire for shorter, streamlined modules with more refresher courses. Police officers surveyed consistently listed the module on changing behaviour and attitudes as the most transformational module to change their views on gender and violence against women. Significantly, younger police personnel were more impacted by the intervention and displayed higher scores on knowledge, attitude and behaviour than older police personnel. Impact was also seen in terms of the application of knowledge and the use of appropriate sections, adherence to procedures and cognizance of critical aspects pertaining to legislation.

Both programmes incorporated a number of outreach programmes to build relationships with the community and implemented community forums for specifically addressing children and women's issues that were seen to be successful. Non-governmental organizations working with women and children in the Gender Sensitization and People-Friendly Police Initiative programme noted that there was a marked difference in how police react to cases around women and children after the trainings. The most visible change is that women do not fear approaching the police, especially when they are in a group. Identifying proactive district police leadership was seen to be the key to institutionalizing successful change. This was illustrated in the Rabta Programme as well.

Recommendations focused on a few main factors. The first is to ensure a sustainable scaling-up process in terms of leading organizations' roles, increasing the scale and coverage of the Gender Sensitization and People-Friendly Police Initiative training (whether through on-line portals, refresher courses during beat meetings or creation of a more structured monitoring and evaluation cell) and programme rollout design. The second recommendation is to strategically focus on the police personnel that interact with case work and first information reports and scale up or re-emphasize programming seen to be successful (e.g. peer trainers and modules on knowledge and behaviour change) and creating buy-in from senior personnel. Lastly, both of these programmes provided recommendations about the challenges in scaling up attitude change programmes and provided useful instruction for further programming to engage the police.

A gender sensitization training session for Marshalls of the Delhi Transport Corporation (Photo: UN Women)

Urban Transport

Public transport has been reported as one of the most common public spaces for women to experience harassment across the world. ActionAid uses the concept of 'gender-responsive public services' to analyse the extent to which public services enable women and men to meet their needs in daily life (Abraham et al, 2011).

Market vendor in Gerehu Market, in Port Moresby Papua New Guinea. Photo: UN Women Papua New Guinea/ Kim Eaton

Case Study 3:
Making Markets Safe for Women Vendors in Papua New Guinea

The Port Moresby Safe City Programme started in 2011 with support from the Government of Spain. UN Women first conducted a scoping study with local partners in six marketplaces in the city to understand the nature and extent of violence against women and girls, including sexual harassment and other forms of sexual violence. It found that 55 per cent of women had experienced some form of sexual violence in market spaces during the previous year.

Women experienced sexual harassment and other forms of sexual violence and extortion on a regular basis. Women vendors were also often displaced from the market premises and forced to sit by busy roadsides or open sewage and trash sites in order to sell their goods, thereby increasing their risk of suffering violence. The study also raised security and health concerns due to inadequate storage facilities and toilets.

Two years later, a lot has changed in one of Port Moresby's main markets. The change resulted from the strong participation of women vendors through vendors' associations and innovative initiatives undertaken as part of a comprehensive approach to building safe markets with — and for — women and girls.

The Geheru Market has upgraded its infrastructure, including bathrooms and showers, and renovated market stalls; shaded areas and potable running water are now available. The new infrastructure, with set opening hours and security, has reduced antisocial behaviour and created a safer space for vending. Moreover, new innovative cashless methods for fee collection are being implemented in order to prevent extortion and theft. A market vendor association has been established.

As part of the research for this publication, a representative from UN Women reported that programme strengths include its partnership with local governments and strong political buy-in, including from the governor. UN Women notes that for such interventions to be effective, they need to be long-term to get political buy-in and design. Getting key stakeholders on board early is really important.

There have been some challenges, including that violence remains normalized in Papua New Guinea, the need for a greater recognition of individuals' lived experiences of violence and the continuum of violence. As UN Women representative explains, "what happens in private interacts in public and visa-versa."

While the project takes a holistic approach to preventing violence against women in the market, the UN Women representative noted that they have taken a staged approach by layering activities on top of each other, which has been successful. Furthermore, it has been found that having a clearly delineated space has been helpful. "We are not doing the whole city to start with. We could receive criticism that we are pushing the problem out but there is a need to start somewhere." Therefore, it is important to strengthen the current intervention first before it is rolled out to other markets.

Case Study 4:
Plan International Viet Nam, Improving Girls' Safety on Public Transport

Plan International Viet Nam, as part of their global Because I am a Girl Urban programme in partnership with Women in Cities International and UN-HABITAT, is taking a gender approach to creating safe cities in Viet Nam. The programme's overarching goal is to build safe, accountable and inclusive cities with and for adolescent girls.

Public transport was the first area of intervention that Plan International focused on. Many women and girls, particularly adolescent girls, use buses as their main means of transport in urban cities in Viet Nam. According to Plan International's baseline study, female bus passengers complained of overcrowding, groping, sexual harassment and theft. However, the definition of safety when using public transport has been limited to preventing traffic accidents regarding people, vehicles and infrastructure; sexual harassment was not considered to be the responsibility of the transport department.

In order to address these concerns, Plan International has been working closely with the Department of Transport. This is a new field of work in Viet Nam, and has come with a number of challenges. An official from Department of Transport stated that "there are many challenges because it is the first time we have done any intervention on this

issue because the issue of women and girls' safety in public spaces has not received much attention. There have never been such kinds of interventions in Hanoi or in Viet Nam, so it takes lots of time to convince our partners about the seriousness of the issues. Because when they think about safety, they think that there are no traffic accidents, they don't think that some boys shouting at some girls or some touching, or verbal harassment, they don't think that's an issue. So we have to organize lots of workshops sharing about the key findings from the baseline to convince them of the seriousness of the issue."

Organized by Plan International and the Hanoi Public Transport Management and Operation Center under the Hanoi Department of Transport, Plan International has conducted training for bus drivers and conductors on girls' safety on public transportation. The experiences of Plan International have highlighted the need to work over a long period of time with the bus companies and gain their support. As the Plan International representative explains, "It is also difficult for they still have to go to work. They cannot stop working, so we have to work a lot with bus companies so that they can rotate their bus drivers… it takes us a long time to convince the companies to agree on the training … But they are changing step-by-

step. They may not have changed systematically but many individual people now agree with what we are doing, and many people think that what we are doing can help them improve their bus quality, so they are active in their cooperation. But it needs time."

Plan International has also produced comic books, designed by girls, that raise awareness on sexual harassment on buses and has produced a national radio programme, "Voice of Viet Nam." According to the Plan International representative, it is key to working across multiple levels. "The most important thing that we can do in our work is that we should work through many levels. We should work with the government, the institutional level to have policies, to advocate for changes in their policies about the issues of girls and women's safety. And we should also work with the community and the local people, with the family level so that they can raise awareness, so they understand the safety issue girls face. And they should know that it is their responsibility not to hinder girls from participating in activities. Many parents restrict girls to their houses because they want the girls to be safe but that can restrict the girls of making use of their learning opportunities. And we should work with the girls themselves to give them confidence. We should work at three levels."

Although transport is a key area where women experience harassment, documented evidence from the developing world is remarkably scarce. A review of 191 interventions (not all evaluated) from around the world examined what works to address women's safety on public transport (Gekoski, et. al, 2015). It should be noted that this review focuses largely on developed countries, where the capacity of service provision and budget is significantly different from that of many developing countries and may not be applicable to the countries under review.

Other interventions, such as Women in Cities (2013) in New Delhi, India and Petrozavodsk, Russia focus on public transport interventions guided by participatory research. A particularly innovative programme in India, Baraabari Ki Dagar, Surakshit Safar (En Route to a Safe and Equal Society) was designed in collaboration with the Manas Foundation, UN Women and the Delhi Transport Corporation. The programme works on gender sensitizing the marshals of buses run by the Delhi Transport Corporation, building on its previous work to successfully train over 45,000 taxi drivers and 110,000 autorickshaw drivers to be more gender-sensitive in their work.

The gender modules the programme uses for the trainings follow a SPEC Approach (Social Responsibility, Professional Behaviour, Empathy and Care), which includes information on gender equality and related laws, and incorporates techniques of cognitive dissonance, behaviour activation and social commitment. Upon completion of the interactive training, the drivers' vehicles are branded with gender-progressive slogans signalling to passengers that the drivers were gender-sensitive, aware of the law and aware of their role in protecting women on the streets. An iteration of the programme also layered in the Auto-Sahara and Taxi-Sahara helplines, where drivers can ask gender-related queries and receive information from trained hotline operators.

A post-programme evaluation of programmes related to training autorickshaw drivers and taxi drivers focused on measuring the increased awareness on gender and violence against women among drivers covered by the session; the increased adoption of gender-sensitive behaviours; and the emergence of taxis/autos as safe spaces for women commuters. Two separate evaluations of the taxi drivers and autorickshaw driver's programmes were conducted by individual consultants at different times used follow up surveys, exit polls immediately post-training.

In some cases, follow-up for the auto-rickshaw training occurred as late as five months after the training. Participants responded uniformly positively about the effectiveness of the training, rating its effectiveness as 'excellent' (almost 70 per cent). Almost 40 per cent noted that the training was effective because of access to useful new information, knowledge and awareness. However, almost 35 per cent of the respondents did not recall specifically what they had been taught about disseminated legal information (although 46 per cent of them recalled that sexual harassment, rape and attempted rape are actually criminal offences).

Almost five months after training, auto drivers retained some of the key messages (albeit not as much nuance) about laws, general rules to make their autos are safer for women and their explicit role in addressing public violence against women. Almost 96 per cent of the respondents said that they applied what they had learned in the training in their work; the most popular responses included "being more polite to women and reaching out to women in need of help." The evaluation also measured post-training attitudes of broader gender norms and attitudes towards domestic violence and attitudes to sexual violence (Manas Report, May 2015). While this does not provide much data about the change in behaviours as a result of the programme, it has useful insights for further research on how attitudes towards gender norms, morality, controlling women's sexuality and domestic violence can actually influence outcomes of trainings.

The results from the evaluation of the taxi driver programme (Manas Report, January, 2016) were similar in noting high rates of efficacy in the training, but lower rates of retention about specific laws and legal information. Interestingly, the taxi drivers reported discussing the training with friends and other colleagues and undertaking diverse sets of actions based on learnings drawn from the trainings, thus indicating an interest and relevance for similar trainings.

Case Study 5:
UN Women Safe Cities Metro Manila Programme: Institutional Change

The UN Women Safe Cities Initiative in Quezon City is a promising example of promoting institutional-level change and taking a policy advocacy approach. UN Women representative, Katherine Belen noted, "We're not just here to raise awareness, we're here to see institutional change. For example, seeing legislative change and frameworks. It has to be evidence-based."

From the outset, UN Women worked with local governments to ensure local ownership and identified entry points that were meaningful to them. "We talked with the mayor and asked what their priority was and packaged safe cities in a development area that they prioritize — for them it is slum development, so we focused on the two villages with big slum populations to be our pilot. And the idea is that when we do relocation or renovation to upgrade slums it is a good opportunity to integrate women's safety issues through infrastructure development, i.e. to have the input from women about what feels safe for them. That was our entry point. Then of course it grew because women identified that
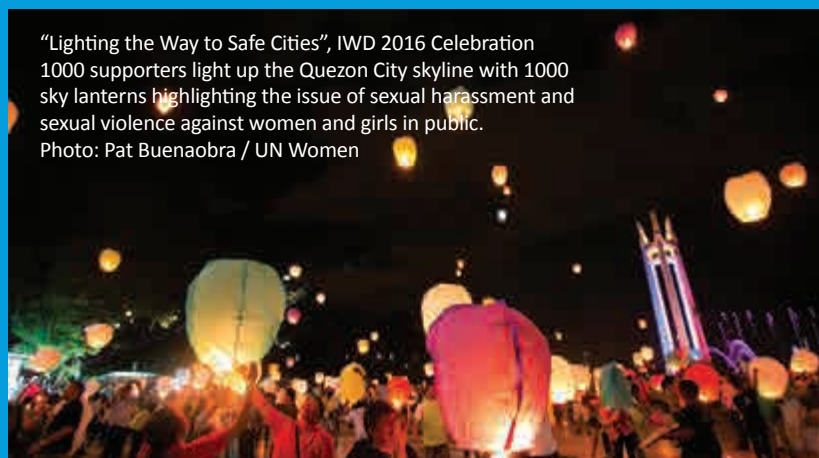
"Lighting the Way to Safe Cities", IWD 2016 Celebration 1000 supporters light up the Quezon City skyline with 1000 sky lanterns highlighting the issue of sexual harassment and sexual violence against women and girls in public.
Photo: Pat Buenaobra / UN Women

sexual harassment happens a lot in public transport, so we expanded to include them," reported Belen.

Furthermore, from the outset the programme worked with the city council and the legislative branch. First, they provided data on the scope of the problem in order to inform and policy and legislative recommendations. Then they conducted comparative research on other legislative frameworks around the world. Belen noted, "we need to be cautious not to recommend such high sanctions that it has a counter-productive effect. This can be counter-

productive because people are finding out that women don't want to report because they don't want to ruin someone's life, because the punishment is disproportionate. There is no set amount of sanctions that can be used in all countries. The key is to do wide consultations and to determine these based on the local context." Ultimately, the work resulted in a law being passed that increased sanctions for a range of sexual harassment, classifying acts of harassment as light, moderate or severe offences. The next phase is to train the police, judges and prosecutors on how to implement this new law.

Gekoski's study confirmed some common themes of effective practices that have emerged from interventions, including:

Formal Surveillance: High visibility transport staff, police and undercover staff can deter offenders.

Technological and natural surveillance: The use of CCTV surveillance has been controversial, typically confined to more developed countries. However, it has recently been considered in cities such as New Delhi, India and Ho Chi Minh City, Viet Nam. The report also discusses natural surveillance through better lighting and enhanced visibility. Effective strategies include bright recessed lighting (Stringer, 2007) that does not create shadows and motion-

activated solar power lighting (Volinski and Tucker, 2003). 'Bad' lighting is seen as spotlights that can cause glare and temporary light blindness (Lawlink, 1999) and lights where passengers cannot see out but others can see in (Gekoski, et al, 2015).

Ad Campaigns: Though their efficacy has not been assessed, ad campaigns are an extremely popular tool aimed at increasing reporting, raising awareness and challenging attitudes. A Women in Cities International and UN Women intervention in New Delhi (WICI, 2013) demonstrated that developing partnerships with municipal officials and transport corporations is often difficult, subject to political changes, the availability of personal champions in higher administrative posts and other variables.

As part of the Safe Delhi Campaign, Jagori forged a partnership with the Delhi Transport Corporation through an initiative launched by the Chief Minister of Delhi. The initiative included the training of 3,600 bus drivers and conductors on gender sensitivity and sexual harassment on buses, messaging on buses and at bus depots, and the creation of a women's helpline for female passengers. Drivers and conductors who had undergone the training remembered the content and requested follow-up sessions and recommended up-scaling the initiatives.

There were several problems securing the political will and leadership. However, a key factor working in favour of the programme was a successful partnership with the Department of Women and Children Development, which enabled an expansion of the programme. Similar ad campaigns to encourage women to report sexual harassment and to discourage potential perpetrators from committing harassment on public transport have been started in public train systems in New York, New York; Washington, DC; and London, England.

Grass-roots action: Community outreach campaigns that raise awareness and facilitate public conversations around safety for women in public transport are strategies that appear to have some success and popularity. The study identified two interventions that used a community outreach model — Project Guardian in the UK and in Russia. Project Guardian, an unevaluated programme, has been identified as one of the most comprehensive public transport initiatives to provide safety for women. While they have a resource heavy, multiple-component intervention model (including highly trained police officers), a strength that poorer countries could replicate is the intensive community outreach between police and public groups, colleges and schools.

In Petrozavodsk, Russia, a qualitative evaluation demonstrated the effectiveness of a collaboration between local women, civil society and the city's transport department. Having determined the target audience for the intervention through participatory research, the programme delivered the 'Safety Standards on Public Transport' in collaboration with the city's transport department. This included a widely publicized telephone hotline for passengers to give feedback about drivers and services, and groups of volunteers speaking to passengers on all the main routes, soliciting recommendations for improvement. Although extremely conservative in its branding (because of a reluctance to talk about harassment

in public spaces), the hotline received a substantial number of callers. Within one month, it received 111 calls raising concerns or providing positive feedback on bus routes. Concerns about sexual harassment were obliquely referenced in complaints about the rude behaviour of drivers, the behaviour of men under the influence of alcohol and the selling of alcohol at or near bus stops (WICI, 2013).

Women-only public transport: Although the Gekoski study cited women-only public transport as a promising practice employed by many countries, it is not a long-term gender-transformative model because it risks ghettoizing women into confined, women-only spaces (even in the public realm). Further, the practice may lead to aggression and violence should women step outside of women-specific services. Another challenges are that in developing countries (as evidenced by safety audits and other research), women do not always use official forms of transport, preferring instead to use informal transportation (e.g. as private trucks, buses, three wheelers and wagons). Such modes of transportation are often crowded and not subject to regulation.

Other interventions for which there is a limited evidence base include maintenance of public transport, emergency panic buttons and phones, dedicated spaces at transport hubs to report incidents, reporting hotlines, personal request stops on buses, women-only taxi firms and better incorporation of women's voices into transport services.

Conclusion: The mapping of evidence from around the world has revealed that there is an encouraging amount of attention being paid to sexual harassment and women's mobility in public spaces. A number of new interventions that have been strategically designed to fill in evaluation gaps hold substantial promise for the future of programming. Despite a lack of rigorous evaluations, there are some clear indications of what might work and corresponding best practices and areas that merit further testing. Chapter 5 will examine these promising practices in greater detail.

Students on their way to University, Seoul, Republic of Korea. Photo: UN Photo/Leelakajornkit Shadaporn

Case Study 6:
Making Seoul a Safer City for Women:
A Comprehensive Approach[7]

Since 2012, the Seoul Metropolitan Government in the Republic of Korea has committed to creating a safer city for women. This stemmed from the recognition that sexual violence in public spaces was a serious problem, with Seoul having the highest sexual violence rate in the Republic of Korea. Further, Korea's sexual offence rate ranked second among OECD countries (OECD, 2009). According to a 2013 survey of women's perceptions of safety, two out of three women live in fear of sexual violence. Further, the number of reported sexual violence cases has been increasing yearly (although it is not clear whether this represents an increase in violence or just an increase in reporting).

An integrated approach
Until now, campaigning against sexual violence has mostly been under the exclusive purview of women's organizations and groups. With the new policy, Seoul City resolved to approach sexual violence from a policymaking perspective, assisted by women's organizations, citizens and experts. Seoul City shifted the focus from reinforcing punishments to creating public awareness and prevention campaigns centred on raising societal sensitivity to human rights. The sexual violence prevention plan took a holistic approach as outlined in Figure 11. This included:

1. Developing educational programmes and campaigns for all ages and groups to raise societal sensitivity to human rights issues;

2. Creating environmental, human and transportation networks with a view to making the entire city safer for women; and

3. Establishing a one-stop system through which victims can report crimes and receive protection.

7. This case study is based on various interviews conducted during a field visit to Seoul in November 2015, as well as various documents provided by the Seoul Metropolitan Government. All photographs are courtesy of the Seoul Metropolitan Government.

Figure 11: Seoul Safe City Programme

GENDER-EQUALITY POLICIES	EDUCATION AND CAMPAIGNS	ENVIRONMENT NETWORKS	HUMAN NETWORKS	INTEGRATED REPORTING AND RESPONSE SYSTEM
Expanding women's participation in policy decision making	Mass medica campaigns	Crime Prevention Through Environmental Design (CPTED)	Neighbourhood watch	24/7 hotlines
Making temporary jobs permanent	Puppet shows for preschool children	Patrolling activities	Women's safety accompany service	Integrated one stop service centres
Promoting women's employement	Self-sdefense classes for mothers and daughters	Home security systems	Convenience store safe houses	Legal and medical advisory groups
Supporting women's business start-up	Gender training for front-line workers	Women's safety package receiving service	City guards	
		Safe Taxi service		

Successes and lessons learned

In Seoul, both statistical and field research informed the Safer City project. Sexual crime data collected over three years was analysed to better understand the location of crimes, the types of crimes, the age of victims and the relation to the offenders. In addition, in-depth interviews were conducted with 130 survivors and town hall meetings were organized to gather further information.

An important lesson identified was the need to improve the response to victims alongside prevention approaches. Interviews with victims revealed many flaws in the systems for women victimized by sexual violence, including the lack of streamlined and integrated services and the dearth of information regarding the steps women need to take after being assaulted. To address these issues, the city assembled the Sexual Violence Crisis Intervention Team, consisting of police offices, counsellors, medical practitioners and legal practitioners. The Crisis Intervention Team leverages the expertise of its members to provide quicker emergency intervention and follow-up care for victims.

Another important strategy of the holistic approach was to build public-private partnerships to leverage resources. This included partnerships with 656 convenience stores across the city, which are open 24 hours per day to become Women's Safety Patrol Houses. These function as emergency safe havens when a woman is experiencing threats of violence. In addition, a public-private partnership was formed with a private security company to install additional surveillance cameras, infrared sensors and window shields in 3,000 low-income households.

The government acknowledges that building these partnerships was challenging at first because businesses were reluctant to participate in what they viewed as a profitless project. However, after spending time explaining the long-term public image benefits, the government was able to enter into a number of successful partnerships.

Some of the most successful strategies were based on the creation of a human network of safety. The city has enlisted over 1,000 volunteers to accompany women returning home at night; another 2,000 have registered as volunteers for patrols in the Safer Neighbourhoods for Women Programme. 3,000 more volunteers have been trained in how to keep women safe in convenience stores, and over 1,000 delivery men for popular franchise restaurants have been trained to provide help when they spot instances of violence against women. Again, community outreach was challenging at first and highlights the need for long-term government-citizenship engagement as a relatively cost-effective strategy.

Challenges

In the early days of the Seoul programme, there were apparently objections, criticisms and complaints from men who perceived the plan as an attack on the traditional patriarchal structure of Korea. "There have been complaints by citizens that the focus is only on women" said a representative of the Seoul Metropolitan Government. The government has tried to address this by focusing on promoting the importance of women's rights through public campaigns, social media and public contests.

While the policy clearly articulates a rights-based and gender-transformative approach, in reality the policy has at times failed to fully live up to these goals. The policy has been criticized by NGOs and women's right activists as "focusing too much on the hardware and failing to view women as complete autonomous beings." (See Chapter 5 for further discussion.)

While the programme has admirably included education and training components, these have mostly been short-term and focused on awareness-raising and sensitization. Attempts to fundamentally transform gender relations and social norms, however, have been limited. For example, infrastructure changes have tended to focus on women's care-related and reproductive roles; there has been little questioning of the underlying drivers of men's perpetration of violence, including sexual entitlement.

Coordination between the government and civil society and among different sectors remains a challenge. As a representative from the Women's Centre for Equality and Peace explained, "There is a problem because these types of projects are fundamentally about infrastructure, housing and employment. A safe city cannot materialize without decent work or decent housing. So all the policies, taxation policies and labour market policies need to be more connected."

Research shows that overall, perceptions of safety have risen. However, evaluation is still limited and has until now focused on general satisfaction levels with services provided. The government has undertaken a comprehensive statistical analysis of the perceptions of safety and the services delivered through the safe city programme. However, the analysis found that there was no statistically significant association between Safe City programming and perceptions of safety. This is likely partly due to the programme being in its infancy (i.e. the programme has not been implemented for long enough to see this type of change) and partly due to limitations in current evaluation methods.

Mainstreaming and scaling up

Since 2012, gender mainstreaming has been a core goal of the municipal administration in Seoul. The city passed the 'Framework Ordinance on Gender Equality' in July 2012, organized by the Gender Equality Committee. The Framework Ordinance requires City Hall departments to conduct Gender Impact Assessments and to devise Gender-sensitive Budgets. Gender mainstreaming has advanced women's employment, business start-ups and women's participation in policy decision making.

The Seoul City initiative has evolved over time, and women have become more actively involved in programme design and implementation. With funding from the Ministry of Gender, there has been an effort to mainstream gender-equal cities at the provincial level. There are now 57 local initiatives across the Republic of Korea. This work has been successful in its grass-roots approach, where citizen groups have led the safety mapping and women themselves have become safety experts.

Talk show session in a main public transport terminal, Dili, Timor-Leste.
Photo: UN Women/Christina Yiannakis

CHAPTER 5: CHALLENGES, LESSONS LEARNED AND PROMISING PRACTICES

The previous chapter has shown that there is a growing body of work being conducted on enhancing women and girls' safety and mobility in public spaces. In order to advance this field of work and to ensure investment in the most effective and promising interventions, this chapter reflects on the key challenges and promising practices identified through this research project. While some programmes require a few tweaks to intervention design, others require more long-term and formidable steps to overcome deep-seated gender biases and protectionist attitudes that further restrict women and girl's mobility.

Challenges Emerging from the Work on Women and Girls' Safety and Mobility

This section discusses some of the common challenges that arose across a number of interventions (these challenges do not apply to all programmes) and highlights examples of promising and best practices.

An inconsistent understanding of the root causes of sexual harassment and violence against women and girls in public spaces

Survey responses from the quantitative survey conducted for this report showed mixed results. Responses ranged from those that demonstrated a gender-sensitive understanding of the root causes of harassment and violence to more problematic discourses.

80 per cent of respondents from the quantitative survey identified the key causes of violence and harassment to be that "some men think they have the right to control women" and that "men and women are not equal in society." The next most commonly reported cause was related to the normalization of violence. Encouragingly, these answers are in line with what we know from the evidence to be the key drivers of women's experiences of violence.

It was also positive to note that some respondents seemed able to distinguish between key causes and factors that contributed to violence, but did not cause it. The most commonly reported contributing factors were inadequate lighting in public spaces (78 per cent), alcohol and drug abuse (63 per cent) and pornography (53 per cent). The focus on alcohol, drug abuse and pornography, and the belief that violence is perpetrated mainly by poor and uneducated men, were also highlighted in the field visits and qualitative interviews.

This is of concern because there is clear evidence that these stereotypical assumptions are not an accurate reflection of the underlying causes of sexual violence in public spaces. For example, the UN Multi-country Study on Men and Violence in the Asia-Pacific (Fulu et al, 2013) found that the least common motivation for men's perpetration of sexual violence against non-partners was related to drinking. Instead, the most common motivation was related to men's sexual entitlement. Furthermore, these inaccurate views were shared predominantly by people in positions of power who have a strong influence on policy and programme implementation. In Seoul for example, some officials from the Seoul Metropolitan Government promoted relatively simplistic views around the causes of and solutions to the problem. For example, officials reported that the biggest challenge was identifying blind spots in dark alleys and that to address this, they were painting murals and improving lighting. While important, this does not address the root causes of violence.

In contrast, women's rights activists tended to have a more nuanced and gender-sensitive interpretation of the underlying issues. They tended to highlight the patriarchal culture, women's subordination and social norms that normalized violence as the key issues that need to be addressed. For example, a representative from the Korean Sexual Violence Relief Centre in Seoul said, "the primary reason for the problem is our patriarchal culture, which is deeply rooted. Society is treating women as non-human sometimes."

It is also concerning that 32 per cent of people who completed the online survey still believed that "women and girls going out late at night or dressing inappropriately" contributed to the problem, reinforcing a victim-blaming mentality.

Table 2: Beliefs about the Key Causes, and Contributing Factors of Violence against Women and Girls in Public Spaces (data from an online survey conducted as part of this study)

	A key cause (%)	Contributes but not a cause (%)	Not related (%)
Women and girls go out too late at night or dress inappropriately	8.5	32.4	59.2
Inadequate lighting in public spaces	19.7	77.5	4.2
People think it is normal and acceptable	59.2	32.4	8.5
The media sexualizes women	42.3	47.9	9.9
Some men think that they have the right to control women	80.3	16.9	4.2
Men and women are not equal in society	80.3	12.7	5.6
Alcohol and drug abuse	26.8	63.4	8.5
Perpetrated mainly by poor and uneducated men	11.3	40.8	45.1
Pornography	31.0	53.5	15.5
Total respondents 110			

Despite the rhetoric, some interventions do not take a rights-based approach

Most interventions claim to take a rights-based approach, and a number even highlight the need for gender transformation. For example, documentation produced by a government's safer city project states:

"Policymakers need to act urgently and adopt preventative and proactive approaches to this problem, instilling in people gender ethics and developing a social security network based on a gender perspective. National and local governments must be committed to promoting respect for the rights of women and children, and must be proactive in increasing people's sensitivity to violence with a view to creating a safer society for all."

However, in most cases reviewed, implementation often fails to live up to these ideals, resulting in unintentionally reinforcing harmful gender stereotypes and roles. For example, when interviewed, a city government representative reported that their initial priority was to make public spaces more convenient for women, for example by making footpaths smoother so that women could walk more easily in high heels. In our interview, the government representative noted, "we believe if we can make the environment convenient for handicapped people, it will be convenient for women." This clearly illustrates how women are still viewed as vulnerable and in need of protection. The distinct needs of a certain class of women and the disabled community are blurred under one category of 'marginalized' or 'other' — a problematic discourse for both groups.

Most programmes and policies focus on safety rather than on women and girls' right to occupy, enjoy and belong in public spaces. This is evident in a number of global interventions. The challenge with the focus on safety is that it inevitably leads to an emphasis on infrastructure change rather than transformational gender change. Furthermore, it may have the unintended consequence of further restricting women and girls' mobility. Programmes that focus on highlighting the extent of the problem and on 'protecting' girls may inadvertently increase the community's fear for women and girl's safety and further restrict their mobility. The Chief of Child Protection at UNICEF Indonesia reflected on this concern, saying "there are some gender dynamic concerns I have in doing this work — heightened control, heightened sense of danger for women, is not helping their independence. So we really need to be addressing the underlying causes of violence against women."

Some interventions are not gender-transformative or do not address the root causes of violence

Improving infrastructure is critically important to preventing violence against women in public spaces. Many women themselves highlight this as a priority issue. The creation of city spaces for diverse uses makes women feel safer. Creating cities that have well-lit, road-facing shops, vendors and with people socializing will make women feel safer as they feel perpetrators are less likely to assault when there are 'eyes on the street.' (Jagori and UN Women, 2011).
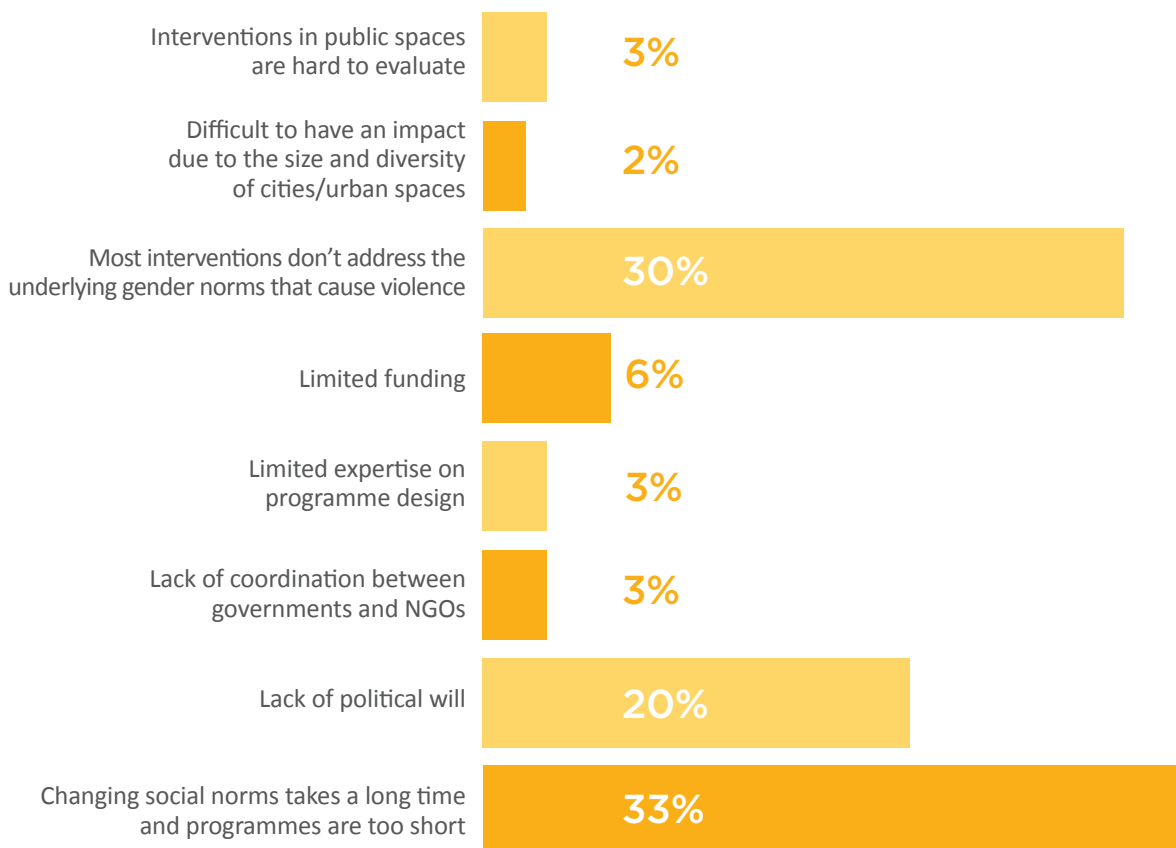
However, some infrastructure changes focus on stereotypical gender roles, for example by improving pavements for women walking in high heels, or putting baby changing facilities in train stations. There are some exceptions to this, however, and recently baby-changing stations have been included in some men's bathrooms in Seoul (and there has been a push to promote paternity leave).

Based on the organizational framework presented in Chapter 2, this could be defined as being gender-sensitive — recognizing the different needs and realities of women and men based on socially constructed gender roles. However, in focusing on care-related infrastructure and not questioning these embedded gender norms such programmes might reinforces roles that continue to disempower women. For example, a representative from a women's hotline said, "the main criticism from NGO's of the Seoul Safe City programme is that it focuses too much on the hardware and fails to view women as complete autonomous beings."

Infrastructure changes are important, but do not necessarily address the underlying causes of violence, such as gender inequality, control over women's movement and bodies and male sexual entitlement. Unfortunately, few interventions reviewed through the desk review had an explicit focus on addressing social norms or gender inequalities. In particular, there was a lack of focus on addressing men's sexual entitlement or promoting a change in men and boys' behaviours.

This is summed up by the survey results, where one of the most commonly identified that a challenge was "most interventions don't address the underlying gender norms that cause violence" (see Figure 12).

Figure 12: Respondents' Reports of the Most Significant Challenge to Effectively Address Women and Girls' Safety and Mobility in Public Spaces

Interventions in public spaces are hard to evaluate	3%
Difficult to have an impact due to the size and diversity of cities/urban spaces	2%
Most interventions don't address the underlying gender norms that cause violence	30%
Limited funding	6%
Limited expertise on programme design	3%
Lack of coordination between governments and NGOs	3%
Lack of political will	20%
Changing social norms takes a long time and programmes are too short	33%

Some transport interventions have adopted women-only compartments in trains and buses that may have the unintended effect of ghettoizing women and girls' safety to only certain spaces in the public realm. For some this may suggest that it is a woman's responsibility to stay in the narrow confines of a 'woman-approved' safe space or risk transgressions outside this limited space.

On the other hand, if women are not going to work because of unsafe transport, then such measures may be needed at least as a mid-term solution (similar to Parliamentary Temporary Special Measures). In a number of settings, the violence that women face in public spaces requires urgent attention. Addressing the underlying root causes of such violence in order to prevent it happening in the first place will take time. Therefore, there is a need for short- and medium-term emergency measures the protect women and girls from violence. For example, in Port Moresby, Papua New Guinea, as part of the UN Women Safe Cities Initiative, work is being done to improve the safety of women in the marketplace and on public transport. As reported by a representative from UN Women, "Women-only spaces are viewed as a necessary temporary measure while we fix up everything else to make it safe."

Some interventions are not strongly evidence-based

Other challenges included a prevalence of investment in interventions that do not appear to be evidence-based but are rolled out on such a large scale that they have limited chance of success. For example, in Ho Chi Minh City, Viet Nam, the government focused on three strategies which were based on the recommendations from the 2014 ActionAid study on sexual harassment.

First, they send undercover policeman on bus routes where sexual harassment is known to be high. The aim is that they will identify perpetrators and take them to the nearest police station with witnesses and the victim. However, this is not very practical, and in an interview the department noted that only a few cases had been prosecuted because it was difficult to catch people in the act of perpetrating sexual harassment.

"Women-only spaces are viewed as a necessary temporary measure while we fix up everything else to make it safe."

UN Women representative, Papua New Guinea

The second strategy reported by the Ho Chi Minh City Government is to raise awareness about sexual harassment through loud speakers. The messaging focuses on having a cultural lifestyle and on what women should do and take into consideration in order to avoid abuse. However, one participant explained that "they only talk about pickpockets, but we don't talk explicitly about sexual harassment. Because in the city we want to encourage people to use public transport so if we talk about it in an explicit way we could discourage people from using the service. So they tell people that if something happens they should report to the driver or the hotline." In reality, this is unlikely to have any tangible impact on awareness, attitudes or behaviour.

The third strategy report by the Ho Chi Minh City Government was to install CCTV on buses. However, according to interviews conducted with stakeholders in Ho Chi Minh City, the cameras have not been very effective because they cannot view all behaviours on a crowded bus — and violence and harassment usually happen when the buses are crowded.

Some policies and programmes continue to use problematic language of protecting women or victim-blaming

A number of people interviewed for the study spoke about the need to "protect" women and girls. In many cases, this paternalistic approach promotes the view of women as vulnerable and marginalized. In some cases, respondents in interviews romanticized the cultural view of women and girls as vulnerable as a protective mechanism. For example, one social worker in Viet Nam noted, "women and girls are considered weak and vulnerable people and they need protection. So when people see violence they will call out and do something, that's our culture. Therefore, it's not much of a problem here."

> **"When women are harassed, people often first question whether she had been wearing a head scarf as though by not wearing the scarves, women are somehow allowing or inviting men to harass them."**
>
> Commissioner of the Jakarta National Commission on Violence against Women

Such stereotyped views were noted as a concern by a number of non-governmental and women's rights organizations and activists. A representative from a sexual violence relief centre reported, "the government's women-friendly city project is focused on 'protecting women' in a paternalistic way. The philosophy behind the initiative portrays women as not having autonomy and rights — we don't support that."

In contrast, some interventions promoted a discourse of women needing to protect themselves or that they or their families are somehow responsible for the behaviour of perpetrators (e.g. by dressing a certain way or by failing to abide by rigid gender roles). A representative from the Integrated Service Centre, Jakarta explained, "when women are harassed, people often first question whether she had been wearing a head scarf as though by not wearing the scarves, women are somehow allowing or inviting men to harass them." The Commissioner of the Jakarta National Commission on Violence against Women suggested that "governments shouldn't use a protectionist approach — limiting women's mobility, telling women you shouldn't be in this place. Instead of telling women not to go out at night, we should be telling men not to go out at night so they don't rape women!"

Many policies and programmes treat women as a block group and fail to acknowledge diversity

One cannot build inclusive cities for women without addressing the inclusion of other marginalized groups (both women and men), or without acknowledging that women's identities intersect with other identities such as race, class and ethnicity, which affects their experience of violence.

A number of people interviewed throughout the research highlighted the importance of considering the needs of marginalized groups of women in society in programmes aimed at promoting women's safety and mobility. For example, a representative from the Women's Center for Equality and Peace, Seoul, noted "many young women who live in the poorest housing have been attacked and assaulted, so the women's groups raised this issue and said these areas need more street lights and police patrols. Young, poor, marginalized women need their own space, but because of their economic situation, they don't have affordable safe housing, which makes them particularly vulnerable." Similarly, in Hanoi, Enfants Development reported that migrants are particularly vulnerable because they lack papers and therefore can't find jobs, their children can't go to school and they can't report to the police if anything happens.

However, in general, the study found that policymakers tended to treat women as a block demographic, without addressing the needs of different groups of people, for example, those with disabilities and migrants. The study found that changes that advance the rights of more privileged women to enjoy public spaces may inadvertently affect the same rights of disadvantaged women.

Further, while some interventions have looked at diverse women, very few extend their analysis to the impacts of programmes to other at-risk groups such as transgendered communities, gay men or young boys who are victims of child sexual abuse. Groups advocating for policy change for safe cities for women work in silos from groups working with other marginalized communities, thereby not optimizing opportunities for powerful coalitions using shared resources to push for broader policy-level action.

Challenges with coordination and partnership

Working on public safety inevitably brings together a number of sectors, including local governments, law enforcement, public transport, employment and education. In order for any urban planning initiative (which has traditionally been a gender-blind field) to be sensitive to the needs of women and girls, local players in the women's movement should be given a central voice in the policymaking space. Different sectors also need to coordinate efficiently to push for successful multi-pronged solutions to this nuanced problem. However, the study identified problems with some interventions in terms of coordination among government departments, United Nations agencies and non-governmental organizations (although examples of promising practices in this regard are highlighted in the following section).

Through the qualitative interviews, partnerships between governments and civil society were identified as one of the most significant challenges. In a number of cases, not only were there apparent coordination problems, but there were also actual tensions between groups. In part, this tension stemmed from different organizational perspectives as articulated by one interviewee. For example, according to a representative from the Korean Women's Hotline, "the tension between the government and the NGOs stems from a difference in our perspectives on domestic violence. The government wants to deal with domestic violence to maintain the family, while NGOs focus on women's human rights."

The lack of coordination and partnership leads to limitations in intervention effectiveness. For example, in Seoul, almost all of the interviewees (across all sectors), noted the importance of early education with young people to change norms and to promote respectful relationships. However, the key NGO working on comprehensive sexuality education with young people, including on important issues such as active consent and girls' empowerment, was not yet linked to the Seoul government programme. Bringing together agencies with complimenting expertise would result in a more comprehensive safer cities programme.

Men and boys need to be systematically engaged at all levels of the interventions

Though there has been an encouraging rise in engaging young boys, men of all ages need to be engaged. There are very few programmes that engage older men who are guardians or 'norm-influencers' in their society, or male elders in the community (though there are a few global interventions that use male role models such as actors or athletes to speak out against violence against women).

Many interventions do not see violence in public spaces as part of a broad continuum of violence

Safe cities programming has carved out a great space for paying attention to specific issues that women face in public spaces. However, some of the interventions risk treating sexual harassment as a stand-alone issue rather than as a form of violence in a larger, violent patriarchal system. There is a need for more comprehensive programming that addresses sexual harassment along with other forms of violence and the challenges that women face. Some respondents noted that what happens in the private sphere interacts with the public and vice versa.

New technology offers both opportunities and increased risks for women and girls

Technological advances, including easy access to the Internet and the use of smart- and mobile phones, have led to mixed results for the freedom of women as citizens and as technology users (Gurmurthy and Menon, 2009). Access to new information technologies and the media can have huge impacts on young women's lives, introducing them to new ideas and ways of thinking that open up real possibilities and opportunities. As many technologies become cheaper and easier to access, it is crucial that adolescent girls and young women (as well as young men), are able to benefit from their use (Plan International, Because I am a Girl, State of the World's Girls 2010). However, a number of interviewees highlighted new technology as an emerging issue that is putting young girls in particular at increased risk of violence and harassment.

Promising practices

Despite the challenges to effective programming on ending sexual harassment and violence against women and girls in public, there have been a number of innovative and promising practices. These practices can help inform future programming in new areas or strengthen current programming through new methods. The report, however, advocates for more evaluation and research to better understand how these approaches can be adapted and replicated in different settings and how they can be taken to scale.

Adopting a rights-based approach

The 'right to the city' approach was conceptually led and developed by NGOs and implemented in the UN Women Safe City Approach. The right to the city is based on a fundamental belief that all city inhabitants, especially the poor, should have equitable access to the city. Programmes that adopt the approach place women at the centre of decision-making, thus empowering them to be leaders and experts in their own communities.

Participatory community building, with a specific feminist methodology and lens, has enabled women to destigmatize the issues of sexual violence and, in some cases, become key players advocating for change.

Example: One of many examples of such an intervention is ActionAid's Safe Cities for Women programme that takes an explicit rights-based approach in the conceptual framework, design, research and implementation of their programme (ActionAid, 2011). Their methodology conceptualizes violence in two main dimensions: violence against women and violence arising from urban insecurities. By choosing to focus on urban insecurities, the programme takes a political stance; stressing the significance of poor urban planning and infrastructure in contributing to violence. It shifts the focus away from merely addressing norm change and women's resources to address violence, as these alone are inadequate.

ActionAid chooses to work with some of the poorest and most marginalized communities in cities where mobility is often a matter of survival, as it takes women to places of work or school. It also collects data on institutional sexism, including violence perpetuated by state service providers such as state-appointed transport corporations, police and urban management officials. Framing discussions of women's rights to be in public spaces subverts the common misconception that women who experience violence in public spaces 'ask' for this violence as they should have remained in the private space.

Programming informed by participatory research

Because safety depends so much on subjective perceptions, communities need to be intimately involved in defining safe and unsafe spaces and deciding context-appropriate interventions that navigate existing social structures and power relationships. Community member-based participatory research informs many programmes and prioritizes challenges to safety. Such inputs can take the form of women and girls' safety audits of public spaces, street surveys, online apps and tools and customized group discussions and activities.

Safety audits, gateways to broader community-driven interventions, are used as methodological tools and as programming components. Community-driven data builds the community's stake in the issue, raises awareness and can be incredibly empowering (especially to women and girls and other marginalized groups). It allows women and girls to be experts in their own city and to negotiate how the status quo should be changed. It also provides very nuanced and rich local-level data on safety, perceptions of safety and barriers to feeling safe.

Framing discussions of women's rights to be in public spaces subverts the common misconception that women who experience violence in public spaces 'ask' for this violence as they should have remained in the private space.

Safety Audit, Molarband Market, Badarpur, Delhi, India. Photo: UN Women/ Gaganjit Singh

Example: Jagori is a New Delhi-based NGO that is best known for pioneering the Safe City approach in India and in South Asia in partnership with the UN Women Safe Cities programme. Jagori places a value on participatory action research; women or volunteers conducting safety audits have access to the knowledge that they create and are actually able to leverage their knowledge to become leaders and voices of authority in their communities because of their involvement in data collection. Even when using trained auditors, Jagori operates on the assumption that local women know their own communities and neighbourhoods and understand safety best. Auditors often tag-team their safety audits with women and girl volunteers from the community (Jagori and UN Women, 2011; WICI, 2013).

Similarly, the Because I Am a Girl programme (Plan International, Women in Cities International and UN Habitat) conducted Girls' Safety Walks and a 'Girl Opportunity Star', where girls collectively came up with seven factors that they considered to be important for a safe city. The girls then rated their cities on each of these factors. When data was collected, facilitators engaged the girls in discussions on the rankings and reasons for their perceptions. Facilitators then strategized with the girls regarding what they suggested others could do and what they could do themselves to make their cities safer. The researchers also encouraged both girls and boys to speak out and raise issues of safety in their cities (Travers et al, 2013).

Aligning local community initiatives with city or state/province wide projects

Aligning local community initiatives with city, state or province-wide projects enhances initiatives' sustainability and increases the probability that they will be mainstreamed into city planning programmes. Many implementers found success in strategically designing programmes that can piggy-back on earlier or similar programming in order to gain and share resources and experiences.

Example: In the Gender Inclusive Cities Programme (WICI, 2013) in Tanzania, the community collectively decided to prioritize neighbourhood watch groups (sungusungu) as one of their intervention activities. The implementing civil society partner, ICNIC-T, capitalized on the fact that the Tanzania Police Reform Programme (2006–2014) and the Draft National Policy on Community Policing (2007) had prioritized implementing community policing nationally and was appointing neighbourhood watch groups by the Defence and Security Committees in local administration councils. By aligning a community intervention with a broader initiative, the programme was able to get two police officers to provide guidance as mandated by the national policy; the Global Inclusive Cities Programme was able to supplement this with specific trainings on gender-based violence. Therefore, the project implementers indirectly became involved with building the capacity of police officers.

Similarly, in New Delhi, the Manas Foundation, in collaboration with the Ford Foundation, started interactive trainings for auto-rickshaw drivers promoting professionalism and gender-progressive attitudes focused on keeping women safe. Auto-rickshaws are crucial transport options for last-mile connectivity from the city's buses and metro trains. The programme trained 110,000 auto-rickshaw drivers; almost 96 per cent of drivers reported that the training was useful and have applied inputs from the trainings to their daily lives. Based on the programme's scalability, the State Transport Department in New Delhi adopted it and made gender sensitization programmes mandatory for all auto rickshaw drivers at their annual vehicle check.

In 2015, the Manas Foundation collaborated with Indraprastha Gas Limited (a private company) to expand the training to over 45,000 taxi drivers in the city. In collaboration with UN Women and the Delhi Transport Corporation, a version of this gender sensitization training is now being conducted with marshals employed in Delhi Transport Commission buses with a focus on preventing sexual harassment in Delhi's public spaces.

A rigorous assessment of existing capacities and clear and realistic targets have been shown to be key to the success of some programme interventions.

Building strong partnerships

Building strong partnerships, particularly with local governments from the outset, has been a key element of successful programmes.

Examples: Recent programmes, such as the UN Women Safe Cities programme have been able to focus on building partnerships between governments and local civil society groups to instrumentalise sustainable change. Part of the programmes' core strategy across cities in different regions has been to partner with mayors' offices, national governments, women's groups and other partners. For instance, in Cairo, Egypt, the Ministry of Housing, Utilities and Urban Development adopted women and girls' safety audits to guide urban planning.

The UN Women Safe Cities programme in Cairo successfully mobilized over 100 youth as 'agents of change', leading awareness-raising activities in schools. Similarly, in Port Moresby, the UN Women's Safe City programme worked with local vendors in the market place of Gerehu to create a vendor association that includes 50 per cent representation of women in executive positions and has led to an improved, gender-sensitive market infrastructure, thereby making it safer for women vendors and consumers. The UN Women Safe Cities Initiative in Quezon (see Case study 1) worked on securing the city government's ownership, so much so that in the next phase the government wants to be the leader in metro Manila to coach other cities in how to implement the initiative.[8] This demonstrates that strong leadership and coordination among diverse partner groups strongly correlates with greater ownership and success in projects.

Taking a long-term, multisectoral, multilevel approach

Although there is evidence that small targeted pilots achieved some success, sustainable interventions will have to coordinate actors and stakeholders from different sectors and work across many levels, including with women and girls and men and boys. A rigorous assessment of existing capacities and clear and realistic targets have been shown to be key to the success of some programme interventions. Further, changing the underlying drivers of violence against women takes time and programmes need to be long-term to be successful. Long-term funding and support is therefore necessary to achieving the requisite scale and sustainability to produce institutionalized change, which can then be scaled up to other cities. Although scale-up is important, it is also necessary to deepen initial gains so as to ensure that changes can be institutionalized and sustained.

Example: In Quito, Ecuador, the UN Women's Global Safe City Programme has a particularly compelling example of a long-term, multisectoral and holistic effort to address sexual harassment against women and girls.[9] As is best practice, the intervention started out with a participatory scoping study that revealed that 68 per cent of women had faced public harassment in the last year. Based on these findings, the city's municipal council adopted legislation aimed at preventing violence against women. The council included sexual harassment in public spaces in the City Ordinance within just one year of programming. The municipality also put into place dedicated support services and encouraged women to report violence experienced on public transport.

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8. Available at: http://www2.unwomen.org/~/media/headquarters/attachments/sections/library/publications/2015/un%20women_safe_cities_global_leaders_forum_report_final.pdf?v=1&d=20150911T203740
9. Video describing the success of Quito's SAFE City Programme, including interviews with various sectoral actors: "Quito: A City Committed to Prevent Sexual Harassment in the Public Spaces." Available at: http://www.unwomen.org/en/digital-library/videos?videoid=z-v0CUEEs2k. Last accessed: December 11th, 2015.
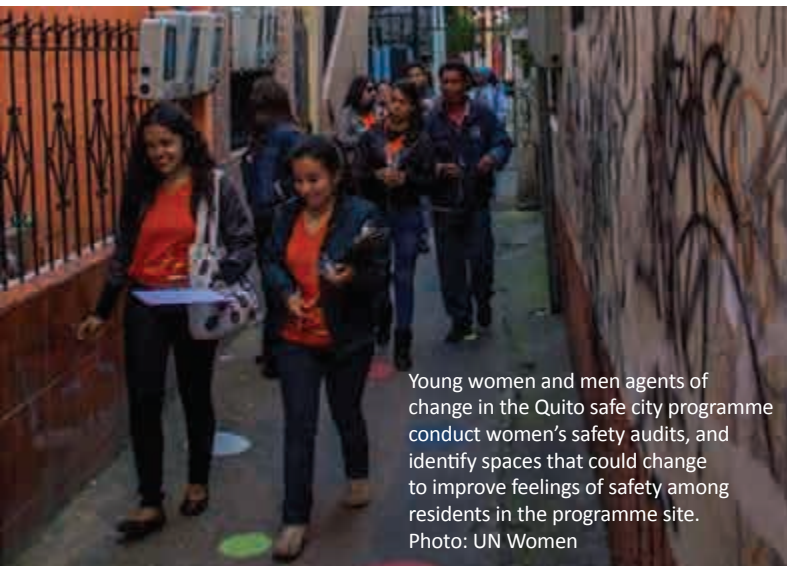
Young women and men agents of change in the Quito safe city programme conduct women's safety audits, and identify spaces that could change to improve feelings of safety among residents in the programme site. Photo: UN Women

Community leaders identified participatory planning as one of the key reasons for their success. At the operational level, each district administration is responsible for implementing a zero-tolerance policy on sexual harassment. The municipality worked with women's organizations and grass-roots community-based organizations, which provided training and capacity building. The project also coordinated with the metropolitan police and state mass media to disseminate information on the programme. The Spanish Agency for International Cooperation for Development provided funding for the project. The initiative did not focus on violence narrowly, but was put in place in context of four issue areas for the local government: safer streets for women, family violence (including violence against women), risk management, and peaceful coexistence. See also Case Study 1 on the UN Women Safe Cities Initiative in Quezon City, Philippines.

Being inclusive of diversity

Some programmes have gone out of their way to bring in diverse women's voices, such as the LGBTQ community, women with disabilities and racial and religious minorities, thereby enabling targeted interventions to address how these women experienced the city differently.

Example: Hollaback!, a movement to end street harassment in public spaces, is powered by local activists across the world who use Hollaback! methodology and resource guides to power localized community action. The decentralized Hollaback! leadership model prioritizes community leaders from marginalized communities. As of 2013, their site leaders were 78 per cent under the age of 30, 36 per cent LGBTQ, 29 per cent people of colour and 17 per cent who self-identified as having disabilities (Hollaback!, 2013).

A guide on various types of harassment uses simple language and real stories of men and women to explain how various dimensions of identity can affect violence. Using real life data and experiences crowd-sourced from the Hollaback! reporting website, the guide covers gender identity; race and ethnicity identity; lesbian, gay, queer and non-binary identity; social class; religion; age; size; and ability, and examines the unique risks various populations face because of these identities. The guide also encourages people of varied identities (including marginalized men) to share their story as an act of self-empowerment and solidarity with others. Similar organizations, such as Jagori and the UN Women Safe Cities Global Initiative, explicitly designed their safety audits and scoping studies to capture the experiences of marginalized women in the city and examined how these women were vulnerable to violence in different ways.

Integrated communication campaigns

Although they have not been rigorously evaluated, communication campaigns have been an extremely popular intervention to de-stigmatize sexual violence, encourage reporting and facilitate public dialogue. They have been very important in engaging men, especially younger men, and changing the attitudes of men and boys. Activities range from television and radio shows, multimedia campaigns, celebrity endorsements, street plays and creative protests using art to create community dialogue. The most successful interventions are long-term and integrate mass media communication with on-the-ground education and outreach.

There is limited evidence on the effectiveness of communications campaigns in changing social norms or whether changes in social norms result in reductions in the incidence of sexual harassment. More research is needed in this area. However, communications campaigns appear to be effective in raising the issue in the public consciousness in many contexts. In addition, the campaigns have given women, girls and allies the vocabulary to challenge the status quo.

Example: With an objective of halting domestic violence, Breakthrough launched a massive communications campaign — Bell Bajao! — a step towards reducing violence against women. Bell Bajao takes an integrated approach, using pop culture, media and arts to address the related issues. The campaign has a Rights Advocate's programme to mobilize youth and communities to establish equal power dynamics and social norms to foster sustainable change. The Bell Bajao! campaign has reached 230 million people in India. The campaign has raised awareness on the Protection of Women against Domestic Violence act and explored notions of public and private. At the policy level, Bell Bajao! has been successful in helping institutions adopt Breakthrough's training curriculum and women's rights as part of their core strategy. However, a more rigorous evaluation is needed to understand the full range of the campaign's impacts.

Women's' Vendors Association at Gordons Market 2015: several women's vendors associations have been established in the market places. Photo: UN Women

Piloting and staged interventions

While the ultimate aim is to implement a holistic, institutionalized multisectoral strategy, in reality, working in resource-poor settings and complex environments has meant that this is not always feasible or advisable straight away. It is more effective to start small and pilot an intervention model in a defined public space with clear boundaries and then carefully evaluate and refine over time before attempting to scale up.

Example: Port Moresby, Papua New Guinea is one of the safe city sites for UN Women's global programme and their pilot initially focused on marketplaces. This space was specifically chosen because a high percentage of the vendors are women and the scoping study identified this as an area with high level of violence. Importantly, the marketplaces represented a defined public space with clear boundaries that made it easier to focus efforts and monitor progress. The pilot also took a staged approach; it started on the physical infrastructure, and was then able to layer activities on top of one another.

Utilizing new technology

The advent of technology and online tools are creating interesting virtual safe spaces for women, girls, men and boys to take a stand against sexual harassment in public spaces. The safe spaces are also being used to encourage the reporting of sexual harassment. Online resources are not resource intensive, can rely on crowd-sourcing to provide reliable data and can be used as powerful advocacy tools.

Example: Harassmap is an example of an online crowd-sourcing tool built solely by volunteers to end the social acceptability of sexual harassment in Egypt (a movement that has now spread to other countries). Crowdsourcing text messages and online reports of sexual harassment, Harassmap puts all data points up on a publicly available online visual map. Harassmap also engages community volunteers to speak out in their own neighbourhoods about the unacceptability of sexual harassment and the importance of bystanders. Using toolkits based on real-life data received about the numerous excuses men and women make to justify street harassment, volunteers dispel myths about being an effective bystander. Harassmap also provides online resources to fight sexual harassment and releases comic strips, innovative posters and videos geared to younger people. The organic online movement has now started partnering with local universities and small businesses to collaborate on creating 'zero-tolerance' zones for sexual harassment.[10] See also the example of SafetiPin provided earlier.

Online resources are not resource intensive, can rely on crowd-sourcing to provide reliable data and can be used as powerful advocacy tools.

Promoting cross-learning

Multi-country programmes that effectively promoted cross-learning and dialogue across different country interventions were able to have a clear and coordinated idea about desired outcomes while also tailoring the intervention to suit the country context. They were able to collaboratively address monitoring and design and truly leverage global expertise in a local context.

Example: The Global Inclusive Cities Programme was very intentional about promoting cross-learning as well as awareness about the strengths and weaknesses of partner organizations on the ground. Some partner organizations had never worked specifically on the safety of women and girls in public spaces and needed guidance and training on how to do so. However, all four civil society partners brought diverse strengths and skill sets that enhanced the global programming and provided guidance to other countries for more specific programming. The four-country group developed a community of practice that contributed to the design of data- collection tools, public and stakeholder outreach strategies and intervention activity planning and execution. Learning and lessons from these processes were further shared with other stakeholders through the media; local, national and international workshops; online seminars; and a university course.

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10. Data received from Harassmap website, http://www.harassmap.org. Last accessed: December 13, 2015.

UNiTE Campaign's Orange Day girl's football match, Karachi, Pakistan.
Photo: UN Women/Henriette Bjoerge

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Sexual harassment and other forms of sexual violence in public spaces is a serious issue in fast-changing urban spaces in the developing world. Violence and fear of violence affects women and girls' mobility and has serious consequences for their health, psychosocial well-being, access to education, health care, employment and their ability to engage meaningfully in all aspects of society. Years of dedicated research and advocacy by women's movements have clearly demonstrated that harassment of women and girls in public spaces is almost universally prevalent and is experienced most commonly in public spaces, markets and on public transportation. Deep-seated patriarchy and harmful gender norms are at the root of this violence. Moreover, the absence of adequate legislation on sexual harassment in public spaces in many countries in the Asia-Pacific region legitimizes the perpetration of this form of violence and further undermines the rights of women and girls to live free from violence.

In recent years, work to enhance women and girls' safety and mobility in public spaces has gained momentum. A number of initiatives have recently been developed to address the issue of women and girls' safety in public spaces and mobility across community settings, including UN Women's Safe Cities and Safe Public Spaces Global Flagship Initiative. The Safe Cities movement is unique because of its emphasis on a rights-based approach: women have the right to the city equal to men. Under this paradigm, safety is not a negotiable element that women trade for the privilege of moving out of the private sphere; safety is a fundamental right that should be demanded through community involvement, political demands and advocacy.

However, given that this is a relatively new field of work, published evidence of the impact of such interventions remain somewhat scattered and limited. This review was conducted specifically to provide evidence-based recommendations for programmatic and policy entry points to bolster investment in the region.

This assessment, which included a comprehensive global desk review and quantitative and qualitative field-based research, identified a number of important lessons and common challenges to working on women and girls' safety and mobility in public spaces. The review found that there is an inconsistent understanding of the root causes of VAWG in public spaces. There is often a failure to see violence against women in the urban public space as part of a larger continuum of violence against women and girls, which limits cross-cutting and holistic solutions in addressing the causes of sexual violence. In addition, some interventions do not take a rights-based or gender-transformative approach, which limits their effectiveness. Furthermore, several policies and programmes continue to use the problematic language of "protecting women" or victim-blaming. In some cases, there is a failure to acknowledge diversity among women or to fully take into account grass-roots women's groups work on the contextual lived experiences of local women.

Many interventions tend to be short-term and focused on a single strategy rather than taking a multisectoral and multifaceted approach. There are challenges to ensuring coordination across various actors (e.g. between NGOs and governments), leading to decreased effectiveness of some programmes.

Nevertheless, there are certain promising approaches. The highly participatory and explicitly feminist interventions from the global UN Women Safe Cities programme, among others, show great promise in their inclusion of women from the community to take up leadership roles in the safe cities movement. Moreover, comprehensive school-based interventions have shown some success in targeting harmful gender norms that are the root causes of sexual harassment and violence. Quite a few interventions have been designed to train bystanders on how to intervene in situations of harassment, although the findings from such interventions are mixed. Communication

and media campaigns are very popular (albeit the least commonly evaluated) and appear to be most effective when they take a long-term approach and are combined with community outreach.

The following recommendations point to the need to address VAWG at every sectoral level and in a coordinated way, involving different actors and stakeholders. The recommendations strongly advocate for a gender-transformative lens that sees women as agents of their own destiny. To maximize effectiveness, interventions must also take an inclusive approach, targeting marginalized and vulnerable groups. In addition, there is an urgent need to address the paucity and low quality of evaluations. Lastly, interventions should target women's mobility and not just their safety. An excessive focus on safety is protectionist, narrow and moves away from the revolutionary conceptual framework set up by the safe cities movement.

Recommendations

Recommendations for conceptualizing interventions

1) Build gender-transformative programmes

Programmes must seek to challenge the status quo and critically engage men and women to address issues of safety and mobility in public spaces through a gendered and inclusive lens.

A. Programmes to enhance women and girls' safety and mobility in public spaces have an opportunity to create a platform for women's voices in urban planning (a field that has typically been gender neutral or gender-blind). Care should be taken to put local women at the centre of decision-making. Programmes must also seek to incentivize men and women in households to support women and girls in taking up positions of leadership in safe-city programming, including by supporting capacity building for women, especially women from marginalized communities. Programmes should engage women's movements and leverage their networks and participation as crucial factors in achieving long-term change. Even in established

feminist interventions, the voices and leadership of young girls are often ignored, even though they are one of the highest-risk demographic for facing violence. Programmes must explicitly engage and measure age-sensitive components to programming.

B. There is some conceptual confusion on what programmes are addressing when they say 'mobility' versus 'safety'. Some programmes exclusively address sexual harassment, while some acknowledge broader issues affecting safety but do not address other issues of mobility. It is important to embrace a more gender-transformative vision of programming that sees women as having the right to the public space, not merely to be safely transported to private domains (such as the home) or societally approved institutions such as schools, colleges or places of work. Women have a right to be in public spaces to enjoy it as a right without needing to justify their space. Some (Phadke, 2009) have pointed out that programming oriented exclusively to a narrow definition of safety can be problematic and protectionist.

C. Engaging men and boys has been acknowledged as an important facet of gender transformative programming. However, many programmes risk just 'checking the box' on engaging men and boys without a nuanced understanding or data collection of the different types of men that are important to involve in programming. Engaging men and boys should always take place alongside work with women and girls. Existing evidence shows that norm- changing interventions are more effective when targeting young boys, so this should be expanded upon in programming. While some programming in schools has tackled engaging young boys, there is still a dearth of programming addressing older males such as community elders, religious leaders, fathers and school teachers who are usually the guardians of norm change in patriarchal societies. There is also an urgent need to build an evidence base for the nexus between engaging men and boys, reducing sexual harassment and increasing women's mobility.

2) Address sexual harassment against women in public spaces as part of the continuum on violence against women and girls, from private to public and across the life-cycle

While the safe cities movement has been noteworthy because it has created policy-space to talk about women and girls' safety in urban spaces, programming must be designed with the idea that sexual harassment is one of many forms of violence that women face. Women experiencing violence from intimate partners or in institutions such as schools and colleges are more at risk to other types of violence, less likely to speak out against sexual violence, less likely to receive support from their networks and more likely to be at a higher risk for health issues such as trauma and depression. Programming that does not recognize the fluidity of violence in all spheres of women and girls' lives risks not understanding the prevalence of violence in its complexity and missing valuable data about who the most at-risk populations are and how to best serve them.

Recommendations addressing research gaps

3) Use research to develop an evidence base that informs intervention design and implementation

A. Interventions cannot be conducted in a vacuum and must build on a triangulation of research based on local safety audits that are women-led and inclusive of marginalized groups; up-to date city census data; and police reports of crime data. Research must build the evidence base between the risk and protective factors to violence and corresponding experiences of violence in public spaces. Conducting effective scoping studies will return an array of benefits, including identifying legislative frameworks, key priorities and beneficiary concerns; providing an overall context of the city through a participatory manner involving relevant stakeholders; measuring the impacts of localized community work in neighbourhoods across the city; enabling a birds-eye view of pre-existing policies and programmes that budget for different neighbourhoods and their unique and common challenges; and serving as advocacy tools for sustainable policy work. A recent city-wide scoping study of New Delhi under the Safe Cities Free of Violence against Women and Girls is an excellent example of a thorough scoping study.

B. Research needs to be built around the science of scaling up successful pilot interventions. Most programming, when taken to scale, falters in its outcomes or does not accurately measure the outcomes that result from scaling up. Programmes that scale up rapidly and without tweaking the pilot intervention see confusing results and may suffer from a basic lack of capacity.

C. Strengthen programme evaluations on what works to address sexual harassment in conflict or post-conflict areas.

D. There is a need for more longitudinal evaluations to determine what actually works to address sexual harassment and women's mobility in public spaces. Most interventions addressing women and girls' safety in public spaces need to disaggregated by age, and in some cases by socioeconomic class and race. It is important for interventions

to provide clear evidence of the different kinds of vulnerabilities that diverse women face. Interventions should also be controlled and isolated in order to track impacts back to a specific intervention. Organizations such as ActionAid, Women in Cities and UN Women have realized this and built programmes with detailed scoping studies and baseline data. Most of these programmes are still under-way, but hold promising results.

Recommendations on practical programme implementation strategies

4) Have strong community engagement, including participatory monitoring and evaluation frameworks

Programmes that achieve the most dramatic successes all have strong community engagement components, whether through engaging student activists, community women leaders, artists and creatives or men. Given the reality of limited resources, some programmes have tried to prioritize strategic partnerships among local governments and service provision corporations over partnerships with communities. This approach has shown mixed results. Long-term sustainability requires strong, incentivized community stakeholders. However, as the WICI (2013) programme illustrated, programmes must realistically build in the possibility that community members, especially poorer community members, have competing needs for their time and might need to be incentivized to participate in longer-term programmes.

5) Link community programming to policy-level work

Many of the interventions influenced by the Right to the City movement are participatory in their research methodology and engage local communities. While this is a genuine strength of such programmes, programming must also find a way to link hyper-local community initiatives to broader policy change. However, to influence legislative framework related to SVAWG, government ownership is a key factor.

6) Invest time and financial resources in coordination and partnership building throughout the life of the programme

One of the key challenges in many programmes addressing women's urban safety was the lack of foresight to develop strong partnerships from the very outset of programming; developing such partnerships has the potential to lead to broader level change. Programmes with multiple partners, including the government, community-based networks, private-sector entities and others can engage diverse voices and leverage power from different avenues to build sustainable, strategic and inclusive programmes. However, when partnership roles are not clearly defined and all partners are not clear on the common objective, partnerships become a liability to the success of the programme.

7) Identify community champions in police, local governance agencies and corporations

Most pilot and small-scale interventions that were successful in scaling up and mainstreaming their projects attributed their success to champions at higher levels in administrations or institutions that provided the necessary political and bureaucratic will to institutionalize programming components. Institutionalized capacity building through trainings has demonstrated high success.

Recommendations on broader policy

8) Develop and effectively implement comprehensive laws and policies to prevent and respond to sexual violence in public spaces

Addressing the absence of adequate legislation on sexual harassment in public spaces in many countries in the Asia-Pacific region will ensure the rights of women and girls to live free from violence. Such legislation should include provisions, protections, support and praise for survivors, and prosecution and punishment for perpetrators.

9) Ensure gender-responsive budgets are allocated

Lobbying for gender-responsive budgets that are transparently allocated is one of the most sustainable methods of ensuring dedicated funding and attention to the issues of violence against women and girls in public spaces. Women should be involved in determining city budgets, gendered priorities and the impacts of urban projects on women and girls' safety and well-being. Women should be included in development, infrastructure and urban planning decision-making.

10) Emphasize training service providers and building their capacity

Trainings are one of the most common interventions showing results in addressing service providers such as police, transport corporations and water and sanitation specialists. Specifically, there need to be interventions that ensure that police are trauma- and gender-sensitive to survivors who report violence and that, on a preventative level, the police establish trust among women in the community so that they are perceived as more approachable. While institutional capacity building and training-of-trainers have had successes, there is very little evaluation on the nature and impact of such training. What trainings work best? How long should they be? What does it take for trainings to be institutionalized? Are trainings realistic given the lack of capacity and the overburdened nature of state systems? These are all questions that merit further research to design future interventions.

11) Plan public spaces for diverse activity and usage

Studies on women's perceptions of safety have shown that women feel safe in crowded and well-lit spaces and feel safer when they see many women in public spaces. Public spaces need to be multifunctional in their design and encourage front-facing shops, food plazas, the active presence of female and male vendors, the presence of police, and space for cultural expression such as street theatre, dance or other performances.

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Annex 1.
Addressing violence against women in public spaces
Welcome to a survey on enhancing women's and girls' safety
and mobility in public spaces

Sexual harassment and other forms of sexual violence in public spaces are an everyday occurrence for women and girls around the world. In recent years, a number of initiatives have been developed to address this issue across community settings. However, evidence on the impacts of these interventions remains limited and scattered. In order to build on lessons learned, UN Women is conducting a review of evidence and experiences in relation to policies and programmes in order to enhance women's and girls' safety and mobility.

We need your help. We would be very grateful if you would complete this short survey about relevant interventions, drivers of violence in public spaces and key lessons learned.

The survey only takes 10 minutes, and your input will contribute to a better understanding of how to promote women and girls' safety and mobility.

Your details

1. Which of the following best describes the organization you work for?

❑ Donor

❑ Local NGO

❑ Government

❑ International NGO

❑ UN agency or other multilateral

❑ Private sector

❑ Research organization

❑ Other (please specify)

_____

2. In which region do you predominantly work?

❑ Globally

❑ Australia

❑ Africa

❑ East Asia

❑ Europe

❑ Latin America

❑ Middle East

❑ North America

❑ South Asia

❑ South East Asia

❑ Western Pacific

3. Which of the following best describes your principal field of work?

❑ Violence against women and girls

❑ Child protection

❑ Gender equality

❑ Infrastructure or public works

❑ Education

❑ Health

❑ Legal and justice

❑ Communications and research uptake

❑ Community development

❑ Other (please specify)

_____

Programmes and policies to address violence in public spaces

4. Have you or your organisation implemented or funded (or are currently) any programmes or policies that address violence against women and girls in public spaces and/or women's mobility in the last 5 years?

❑ Yes

❑ No

❑ No, but we have one planned for the near future _____

Programme or policy details

5. What is the name of the programme or policy? (If there is more than one programme, please describe the largest or most recent programme. If your programme or policy has not started yet please describe for the planned project.)

_____

_____

_____

6. In what country/city/community is the programme or policy being implemented?

_____

_____

7. In what settings does the program or intervention work?

❏ Public transport

❏ Markets

❏ Streets

❏ Community spaces

❏ Schools or universities

❏ Refugee or IDP camps

❏ Other (please specify)

_____

8. What are the key objectives of the programme?

❏ Increase the perception of safety amongst women in the community

❏ Increase women's safety on public transport

❏ Increase women's rights in the public space

❏ Enhance implementation of laws that protect women in the public space

❏ Increase women's safety through civil works and infrastructure: water and sanitation, street lights, better built roads

❏ Reduce violence against women in displacement and refugee camps

❏ Transform gender and social norms related to violence against women and harassment

❏ Encourage bystanders to intervene or stand up against violence

❏ Other (please specify)

_____

9. What key strategies is the programme or policy employing?

❏ Women-only spaces (such as women's buses)

❏ Improving infrastructure such as lighting

❏ Curfews

❏ Bystander interventions

❏ Communication campaigns to change social norms amongst women and men

❏ Trainings and communication targeting perpetrators

❏ Targeting young men to change gender norms

❏ Organizing women to understand and ask for their rights

❏ Joint collaboration with police and local government

❏ Establishing neighborhood watch programs

❏ Working to enhance law enforcement

❏ Other (please specify)

_____

10. How are you monitoring or evaluating the programme?

❏ Baseline and endline

❏ Qualitative research

❏ Impact evaluation, for example a randomized control trail

❏ We're not doing any M&E

❏ Other (please specify)

_____

Monitoring and Evaluation

11. What are the key reasons for not having a monitoring and evaluation plan?

❑ We do not have the budget

❑ We do not have the time

❑ We do not have evaluation expertise

❑ We do not think it was relevant to the project

❑ Other (please specify)

_____

Understanding violence and harassment

12. Please rank the most common types of violence, abuse or harassment that women and girls face in the public sphere in your setting (when 1 is the most common)

❑ Sexual comments or eve-teasing

❑ Verbal abuse and threats

❑ Touching or groping on public transport

❑ Touching or groping in markets and on the street

❑ Sexual assault or rape in public spaces

❑ Sexual assault when women and girls are travelling, for example to and from school, or to collect firewood or water

❑ Demand for sexual favours in return for access to goods and services

13. For each of the following, do you think this is an important cause of, or reason for, violence against women and girls in public spaces?

	A key cause	Contributes to the problem a little	Not a cause
Women and girls go out too late at night or dress inappropriately	❑	❑	❑
Inadequate lighting in public spaces	❑	❑	❑
People think it is normal and acceptable	❑	❑	❑
The media sexualizes women	❑	❑	❑
Some men think that they have the right to control women	❑	❑	❑
Men and women are not equal in society	❑	❑	❑
Alcohol and drug abuse	❑	❑	❑
Perpetrated mainly by poor and uneducated men	❑	❑	❑
Pornography	❑	❑	❑

14. What do you think are the top three most effective ways to address violence against women and girls in the public space? Please select your top three.

❏ Communication campaigns to raise awareness

❏ Trainings targeting perpetrators

❏ Bystander interventions

❏ Working to enhance law enforcement

❏ Establishing women-only spaces

❏ Improving lighting and other infrastructure

❏ Community mobilization to change gender and social norms

❏ Organizing women to understand and ask for their rights

❏ Joint collaboration with police and local government

❏ Establishing neighborhood watch programs

❏ Establishing curfews

❏ Other (please specify)

_____

15. What is the most significant challenge to effectively addressing women's and girls' safety and mobility in public spaces?

❏ Interventions in public spaces are hard to evaluate

❏ Most interventions don't address the underlying gender norms that cause violence

❏ There is not enough funding

❏ There is not enough expertise on designing quality programmes

❏ Coordination between local governments and NGOs is difficult

❏ Leaders don't see it as an important issue

❏ Changing social norms takes a long time and programmes aren't long enough

❏ Other (please specify)

_____

16. Is there anything else you would like to add?

_____

_____

_____

_____

_____

Thank you very much for completing this survey. We would be grateful if you would share any relevant documents or evaluations by emailing them to xxxx

1. What do you see as the main drivers of violence in public spaces in your country/setting or region?

_____

_____

_____

_____

2. Please tell me a little about the Safe Cities/or other programmes addressing women and girls' safety in public places, in your country/setting? When did it start, where is it being implemented, what are the main activities, how many beneficiaries has it reached?

_____

_____

_____

_____

_____

3. How are you measuring the impact of the programme? How well has this worked? In what areas/indicators have you seen change?

_____

_____

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_____

4. What do you see as the main strengths of the programme?

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5. What do you see as the main challenges or weaknesses of the programme?

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6. If you could do anything to improve the programme, without limitations, what would you do?

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7. What advice would you share for other UN Women country offices in the SE Asia region who are planning to establish Safe Cities projects.

_____

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8. Do you know of any other work being done on violence in public spaces by other organization in your setting/region? Who are the key players/stakeholders?

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9. Some people say that these types of programmes tend to reinforce male dominance and further restrict women, for example through curfews, etc.? What do you think? How do you think the programmes could be made more gender transformative?

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10. What do you see as the important opportunities to take forward the work on women and girls' safety and mobility in public spaces in you setting?

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_____

Annex 3.
Questions for Field Interviews

Please record the following details:

Name: _____

Job title: _____

Organization: _____

City, Country: _____

Date of interview: _____

Introduction

My name is _____, and I am from UN Women. UN Women is undertaking a mapping and assessment of work around women and girls' safety and mobility in public spaces in the region. A large focus is UN Women Safe Cities projects. However, we are also interested in looking more broadly at other relevant projects for lessons learned and promising practices.

The aim of the assessment is to identify gaps and to be able to guide future work in this area to be most effective.

Today I will be asking general questions about the work that you are doing, challenges, opportunities and lessons learned. Please feel free to speak honestly and openly.

The interview should take about an hour.

Consent (please circle)

1. Do you agree to participate in the interview   YES / NO

2. Do you agree for me to record this interview so that I can   YES / NO
capture an accurate representation of what you say?

3. In the report, if we use any quotes from you, do you agree   USE NAME / ANONYMOUS
for me to use your real name and title, or would you prefer
your comments to remain anonymous

Questions (these are a guide, please ask follow-up and probing questions depending on the responses)

4. Do you think that women and girls' mobility or freedom of movement is more restricted than men and boys' in your country/city? If so what are the key reasons for this restriction?

_____

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_____

5. Do you think violence against women and girls in public spaces is a big or small problem in your country/city? What are the main types of violence or harassment that you think women and girls face in public spaces? What are the main settings in which they face such abuse (e.g. public transport, markets, parks, etc.)?

_____

_____

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_____

6. What do you see as the main causes of violence against women and girls in public spaces in your country/ setting or region?

_____

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The following questions can be for an existing programme or a planned programme

7. Please tell me a little about the Safe Cities/or other programmes addressing women and girls' safety in public places in your country/setting? When did it start, where is it being implemented, what are the main activities and how many beneficiaries has it reached?

_____

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8. What was the primary motivation for starting the programme? Was there a particular problem that you identified?

_____

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9. How did you decide on the type of intervention or strategies to implement? For example, did you see examples in other countries? Were you advised by UN Women or other donors?

_____

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10. Do you have a theory of change for the programme? That is, you have a specific idea of what you are trying to change and how the specific strategies of the programme are likely to lead to that change.

_____

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11. Did you do any formative research before starting to programme to inform its design? If yes, please tell me about this – what type of research, what did you find out, how did it inform the design of the programme?

_____

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12. How are you measuring the impact of the programme? Based on any monitoring or evaluation you have done, how effective is the programme? In what areas/indicators have you seen change?

_____

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13. What do you see as the main strengths of the programme?

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14. What do you see as the main challenges or weaknesses of the programme?

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15. If you could do anything to improve the programme, without limitations, what would you do?

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16. What advice would you share for other UN Women country offices in the SE Asia region who are planning to establish Safe Cities projects?

_____

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17. Do you know of any other work being done on violence in public spaces by other organization in your city/region? Who are the key players/stakeholders?

_____

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18. Some people say that these types of programmes are just a quick fix like a Band-Aid on the problem, but are not addressing the root causes of violence against women. What do you think?

_____

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19. Some people say that these types of programmes tend to reinforce male dominance and further restrict women, for example through curfews, etc.? What do you think? How do you think these types of programmes could be made more gender transformative?

_____

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_____

20. What do you see as the important opportunities to take forward the work on women and girls' safety and mobility in public spaces in your setting?

_____

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Thank you very much for your time.

We will share a copy of the report with you when it is completed.

Schedule for site visits in the Republic of Korea

Date	Organization	Person
Tuesday, 10 November	Seoul Sunflower Children Center	Ms Kyung Hee Woo (Deputy Director)
Tuesday, 10 November	Seoul Metropolitan Government	Mr. Jongsoo Park (Director, Women's Policy Division), Ms Hea Won Chae (Women's Policy Division)
Wednesday, 11 November	Women's Center for Equality & Peace	Ms Young-Sook Cho (Chair, International Solidarity Center, Korean Women's Association United)
Thursday, 12 November	Korea Sexual Violence Relief Center	Ms Mi Kyoung Lee (Director)
Thursday, 12 November	Aha Sexuality Education & Counselling Center for Youth	Park, Hyun-yee (Head, Planning Department)
Friday, 13 November	Korean Women's Hotline	Ms Mikyung Ko (Director, Domestic Violence Counselling Center)
Friday, 13 November	Seoul Foundation of Women and Family	Dr. Youngmi Cho (Director, Department of Women's Policy Research) Dr Hee Young Kang (Research Fellow, Department of Women's Policy Research)

Schedule for site visits in Viet Nam

Date	Organization	Person
Monday, 16 November	Plan International Hanoi	Ms Bao Thu (Project Coordinator)
Monday, 16 November	MoLISA Hanoi	Ms Nga
Monday, 16 November	ActionAid Hanoi	Do Hanh Chil (Technical Advisor in Education and Women's Rights)
Monday, 16 November	UN Women Hanoi	Ms Le This Lan Phuang (National Programme Officer)
Tuesday, 17 November	Disability Research & Capacity Development (DRD), HCMC	Ms Luu Thi Anh Loan (Acting Director)
Tuesday, 17 November	Enfants and Development, HCMC	Ms Phuong (Country Representative)
Tuesday, 17 November	UNICEF, HCMC	Mr Binh
Wednesday, 18 November	Social Worker, HCMC AIDS programme	Mr Pham Thanh Van

Schedule for site visits in Viet Nam continued...

Date	Organization	Person
Wednesday, 18 November	DoLISA	Mr Nguyen Van Tinh (Vice Head of Child Protection) Mr Huynh Minh Phuc (Specialist of Child Protection)
Wednesday, 18 November	DoCST	Ms Nha
Wednesday, 18 November	Hao Sen University	Ms Ngoc Du (Director, Department of Gender Equality and Social Science)

Schedule for site visits in Indonesia

Date	Organization	Person
Wednesday, 11 November	Integrated Service Centre for Protection and Empowerment of Women and Children of DKI Jakarta province – P2TP2A DKI Jakarta	Margaretha Hanita
Wednesday, 11 November	Women and Children Service Unit (Unit Pelayanan Perempuan dan Anak	Polda Metro Jaya DKI Jakarta
Wednesday, 11 November	UNICEF Indonesia team	Lauren Rumble (Chief of Child Protection)
Wednesday, 11 November	Korean Women's Hotline	Ms Mi Kyoung Lee (Director)
Wednesday, 11 November	National Commission on VAW (Komnas Perempuan)	Nina Nurmila (Commissioner)
Thursday 12, November	Korean Women's Hotline	Ms Mikyung Ko (Director, Domestic Violence Counselling Center)
Thursday 12, November	Ministry of Women Empowerment and Child Protection (MOWE-CP)	Rohika Kurniadi Sari SH, M.Si (Assistant Deputy on Violence against Women)
Thursday 12, November	Kalyanamitra dan Laki-laki Baru Network	Rena Herdiyani (08129820147) Hegal – Laki-laki Baru
Thursday 12, November	Office for Community Empowerment, Women and Family Planning of Jakarta Province	Ms Togi Duma Sianturi (Head of Sub Division)

Afghanistan
- **Legislation on SH in public spaces:** Regulation prohibits harassment of women
- **NAP on VAW:** National Action Plan for the Women of Afghanistan (Eliminating Women-directed Violence in Public and Private Spaces)

Australia
- **Legislation on SH in public spaces:** The Sex Discrimination Act 1984 Section 28 A
- **Other legislation on VAW in public spaces:** Part 3 of the Crime Act criminalizes sexual assault, sexual intercourse without consent and the act of indecency without consent
- **NAP on VAW:** National Plan to Reduce Violence against Women and their Children

Bangladesh
- **Legislation on SH in public spaces:** Dhaka Metropolitan Police Ordinance 1976 Section 76
- **Other legislation on VAW in public spaces:**
  > Rape, sexual assault and sexual torture criminalized under section 10(1) of the Prevention of Oppression against Women and Children Act 2000 and under section 375 of the Penal Code 1860.
  > The Prevention of Cruelty against Women and Children Act (2000) was adopted to outline punishments for sexual offense, women and children trafficking, causing death for dowry, sexual oppression and other sexual violence
- **NAP on VAW:** National Action Plan to Prevent Violence Against Women and Girls 2013-25

Bhutan
- **Legislation on SH in public spaces:** Penal Code 2011 Art 205 and 206 as a "petty misdemeanor"
- **Other legislation on VAW in public spaces:** Penal Code chapter 14 on Sexual offences
- **NAP on VAW:** National Action Plan on Gender Section 3.6 on VAW

Brunei
- **Other legislation on VAW in public spaces:** Section 375 Penal Code on Rape

Cambodia
- **Legislation on SH in public spaces:** Penal Code 2009 under chapter 3 – Art 250
- **Other legislation on VAW in public spaces:**
  Penal Code:
  > Article 239 on Rape
  > Article246 on Indecent Acts or indecent assault
  > Article 249 on Exposure of Sex Organs/Indecent Exposures
- **NAP on VAW:**
  > National Action Plan to Prevent Violence against Women
  > Cambodia Gender Assessment and its Neary Rattanak Strategic Plan IV

China
- **Legislation on SH in public spaces:** Article 40/58 of the Law on Protection on Women's Rights and Interests (amended in 2005)
- **Other legislation on VAW in public spaces:** Rape criminlized under Article 236 and 300 of the Criminal Code
- **NAP on VAW:** National Plan of Action on Combating Trafficking in Women and Children

Fiji
- **Legislation on SH in public spaces:** Article 213 of the Crime Decree 2009
- **Other legislation on VAW in public spaces:** Rape criminalized under Chapter 17 of the Penal Code (Article 149)
- **NAP on VAW:** Plan of Action on Violence against Women and Children

India
- **Legislation on SH in public spaces:**
  The Indian Penal Code
  > Section 294
  > Section 354A
  > Section 354 D
  > Morphing pictures of a woman and sharing them with an intent to harass and defame her is a crime as per IPC Section 499 (defamation)
  > Posting any obscene or defamatory material on a public online platform intending to harass a women is a crime under Section 67 of the Indian Technology Act
- **Other legislation on VAW in public spaces:**
  Indian Penal Code:
  > Section 354 on Assault or use of Criminal Force on a woman with intent to 'outrage her modesty'
  > Section 376 on Rape

Indonesia
- **Other legislation on VAW in public spaces:**
  > Law on Protection of Women and Anti Gender-Based Violence
  > The Victim Protection Law (2006)
  > Rape on Article 285 Penal Code (1999)

Iran
- **Other legislation on VAW in public spaces:** The Provision of Women's Security against Violence

Japan
- **Other legislation on VAW in public spaces:**
  > Rape under Article 177 of the Penal Code
  > Forcible Indecency (include sexual assault upon someone less than 13) criminlized under Article 176 of the Penal Code

Kiribati
- **Other legislation on VAW in public spaces:** Rape under Criminal Code
- **NAP on VAW:** National Approach to Eliminating Sexual and Gender Based Violence – Policy and National Action Plan

Korea (the Republic of)
- **Other legislation on VAW in public spaces:**
  > Rape under Article 297 Criminal Act and Article 298 of the Indecent Act by Compulsion
  > Act on the Prevention of Sexual Assault and Protection, etc. of Victims Thereof

Lao People's Democratic Republic
- **Other legislation on VAW in public spaces:**
  > Rape under Article 228 of the Penal Code
  > Outrage to Decency under Article 137 of the Penal Code
  > The law on the Prevention and Elimination of VAW and VAC was adopted by the National Assembly in 2015
- **NAP on VAW:** National Plan of Action on the Prevention and Elimination of Violence against Women and Violence against Children

Malaysia
- **Other legislation on VAW in public spaces:** Rape: Article 375 Criminal Code

Maldives
- **Legislation on SH in public spaces:** The Sexual Harassment and Abuse Prevention Act 2014
- **Other legislation on VAW in public spaces:** Rape under the Penal Code and the Sexual Offences Act

Marshall Islands
- **Legislation on SH in public spaces:** Under section 250.4 of the Criminal Code as a petty misdemeanor 2011
- **Other legislation on VAW in public spaces:** Rape under Criminal Code

Micronesia (Federated States of)
- **Other legislation on VAW in public spaces:** Rape and Sexual Assault under the Criminal Code

Mongolia
- **Other legislation on VAW in public spaces:** Rape under Article 126 of the Criminal Code

Myanmar
- **Other legislation on VAW in public spaces:** Rape under Article 375 of the Criminal Code
- **NAP on VAW:**
  > Nay Pyi Taw National Strategic Plan for the Advancement of Women
  (with a priority area to End Violence against Women)
  > Five -year National Plan of Action to Combating Human Trafficking

Nauru
- **Other legislation on VAW in public spaces:** Chapter XXXII of the Criminal Code on Assaults on Females (Rape and sexual assault) and Abduction

Nepal
- **Other legislation on VAW in public spaces:** Rape, Sexual Assault, and Sexual Harassment criminalised under Criminal Code (Muluki Ain)
- **NAP on VAW:**
  > The Five Year National Strategy and Plan of Action for Gender Empowerment and
  Ending Gender-based Violence
  > National Action Plan against Gender-Based Violence

New Zealand
- **Legislation on SH in public spaces:** Article 62 of the Human Right Act 1993
- **Other legislation on VAW in public spaces:** Article 129 of the Criminal Act on attempted Sexual Violation and Assault with intent to commit Sexual Violation and Article 135 of the Criminal Code on Indecent Assault
- **NAP on VAW:** Safer Communities Action Plan to Reduce Community Violence and Sexual Violence

Pakistan
- **Other legislation on VAW in public spaces:**
  > The Anti-Rape Laws Bill of 2014 (amend sections of the Pakistan Penal Code, 1860, the Code of Criminal Procedures, 1898, and the Qanoon-i-Shahadat Order, 1984)
  > The Anti-Honour Killing Laws Amendment Bill 2014

Palau
- **Other legislation on VAW in public spaces:** Rape is criminalized under Article 502 of the Penal Code on Aggravated Assault (included Rape) and Chapter 28 Sex Crimes § 2802.

Papua New Guinea
- **NAP on VAW:** National Gender Policy and Plan on HIV and AIDS

Philippines
- **Other legislation on VAW in public spaces:**
  > Rape criminalised under the Anti-Rape Law of 1997 and under the Rape Victim Assistance and Protection Act of 1998
  > The Magna Carta of Women (MCW) or RA 9710 of 2009
- **NAP on VAW:** Strategic Plan of the Interagency Council on Violence against Women and their Children

Samoa
- **Other legislation on VAW in public spaces:** Sexual Intercourse, Rape, Sexual Connection criminalized under Part VII of the Crime Act 2013 as a Sexual Crime

Singapore
- **Legislation on SH in public spaces:** Section 354 and 509 of the Penal Code and Section 3 the Protection from Harassment Act 2014
- **Other legislation on VAW in public spaces:** Rape criminalized under Article 375 of the Penal Code and Sexual Assault by penetration criminalized under Article 376

Solomon Islands
- **Other legislation on VAW in public spaces:** Part XVI of the Penal Code Offences against morality criminalized Rape and Sexual Assault as :
  - > Article 136. Definition of Rape
  - > Article 137. Punishment of Rape
  - > Article 139. Abduction
  - > Article 141. Indecent Assaults on females

NAP on VAW: Nation Action Plan on The Elimination of Violence against Women

Sri Lanka
- **Legislation on SH in public spaces:** Used Article 11 of the Constitution on Torture and Degrading Treatment or Punishment
- **Other legislation on VAW in public spaces:**
  - > Rape criminalized under Article 363 of the Penal Code
  - > Section 364(2) criminalized Custodial Rape and Gang Rape
  - > Art icle 365 of the Penal Code criminalized Unnatural Offenses and Grave Sexual Abuse
- **NAP on VAW:** Plan of Action Supporting the Prevention of Domestic Violence Act

Thailand
- **Other legislation on VAW in public spaces:**
  - > Title IX of the Criminal Code as amended in 2009 criminalized Sexual
  - > Assault and Rape under Article 276

Timor Leste
- **Other legislation on VAW in public spaces:**
  - > Under the Decree law No.19/2009 approving the Penal Code :
  - > Section II of Chapter III criminalizes Sexual Criminalized Aggression with Sexual Exploitation. Section IV of the Chapter III criminalizes Sexual Abuse. Section II of Chapter III criminalises Sexual Coercion and Rape (Article 172 of Penal Code)
- **NAP on VAW:** National Action Plan on Gender Based Violence

Tonga
- **Other legislation on VAW in public spaces:** Indecent Assault and Rape criminalized

Tuvalu
- **Other legislation on VAW in public spaces:** Offences against Morality (Rape, Abduction, Indecent Assault) criminalized under Part XVI of the Penal Code

Vanuatu
- **Other legislation on VAW in public spaces:**
  Under the Section on "Offences against Morality" of the Penal Code:
  - > Article 90 criminalizes Rape
  - > Article 92 criminalizes Abduction
  - > Article 94 criminalizes Indecent Act in Public Place
  - > Article 97 criminalizes Unlawful Sexual Intercourse
  - > Article 97A Criminalizes Aggravated Sexual Assault with a Child
  - > Article 98 criminalizes Indecent Assault

Viet Nam
- **Other legislation on VAW in public space:**
  - > Article 111 of the Penal Code criminalizes Rape
  - > Article 113 of the Penal Code criminalizes Forcible Sexual Intercourse
  - > Article 121 of the Penal Code criminalizes Humiliating Other Persons
- **NAP on VAW:**
  - > National Plan of Action on Domestic Violence
  - > Thematic Project on Gender-Based Violence Prevention and Response

**Links to legislation on sexual harassment in public spaces
(legislations on sexual harassment in the workplace are excluded)**

Afghanistan
Regulation prohibits harassment of women in Dari
http://moj.gov.af/content/files/OfficialGazette/01101/OG_01185.pdf

Australia
The Sex Discrimination Act 1984: Section 28A
http://www.austlii.edu.au/au/legis/cth/consol_act/sda1984209/s28a.html

Bangladesh
Dhaka Metropolitan Police Ordinance 1976: Section 76
http://bdlaws.minlaw.gov.bd/sections_detail.php?id=511&sections_id=13755

Bhutan
Penal Code: Art 205 et 206
https://www.oecd.org/site/adboecdanti-corruptioninitiative/46814108.pdf

Cambodia
Penal Code Chapter 3: Art 250
https://www.unodc.org/res/cld/document/khm/criminal_code_of_the_kingdom_of_cambodia_html/
Cambodia_Criminal-Code-of-the-Kingdom-of-Cambodia-30-Nov-2009-Eng.pdf

China
Law on Protection on Women's Rights and Interests amended 2005: Art 40/58
https://www.wcwonline.org/pdf/lawcompilation/TheRevisedLawProtection.pdf

Fiji
Crime Decree 2009: Art 213
https://www.unodc.org/tldb/pdf/Fiji/FIJ_Crim_Law_Amend_2009.pdf

India
The Indian Penal Code:
Section 294 http://www.indianlawcases.com/Act-Indian.Penal.Code,1860-1742
Section 354 A https://www.kaanoon.com/indian-law/ipc-354a/
Section 354 D https://www.kaanoon.com/indian-law/ipc-354d/
Section 499 http://www.indianlawcases.com/Act-Indian.Penal.Code,1860-1966
Section 509 https://indiankanoon.org/doc/68146/
Indian Technology Act:
Section 67 https://indiankanoon.org/doc/1318767/

Maldives
The Sexual Harassment and Abuse Prevention Act 2014. Unable to find the draft of the law but "Committee on the Elimination of Discrimination against Women reviews the situation of women in the Maldives":
http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=15624&LangID=E

Marshall Islands
Criminal Code: Section 250.4
http://rmiparliament.org/cms/images/LEGISLATION/PRINCIPAL/2011/2011-0059/CriminalCode2011_1.pdf

New Zealand
Human Rights Act 1993: Article 62
http://www.legislation.govt.nz/act/public/1993/0082/latest/DLM304651.html

Singapore
The Penal Code: Section 509 http://goo.gl/Ipi8rg
Section 354 http://goo.gl/WiA2JX
The Protection from Harassment Act: Section 3 http://goo.gl/q9iYN1

Sri Lanka
Constitution: Article 11
https://www.parliament.lk/files/pdf/constitution.pdf

KWDI

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