Safety and public space:

Mapping metropolitan gender policies

metropolis ●

Publication information

About the authors

Metropolis, World Association of the Major Metropolises

Metropolis currently brings together the governments of 139 urban agglomerations worldwide. With 33 years of history, today the association is the focal point of expertise on metropolitan governance.

The vision of Metropolis is: "metropolises for and by their citizens, where participatory metropolitan governance fosters economic development, sustainability, social cohesion, gender equality and quality of life". To reach this aim, Metropolis acts jointly on raising the voice of metropolises to the global agenda, and on building capacity to deliver public policies and services. In this sense, the incorporation of the gender perspective across the association is crucial. Taking into account the metropolitan scale of urban agglomerations, Metropolis focuses its efforts to mainstream the gender perspective into two intersectional areas of metropolitan public policies: safety and public space, and sustainable metropolitan mobility.

Women in Cities International

Women in Cities International (WICI) is a non-profit organization working for gender equality and the participation of women in urban development. WICI's vision is one where there is a meaningful participation of a full diversity of women and girls in creating inclusive and equitable cities and communities.

WICI works with policy-makers, urban planners, transit authorities, community activists and grassroots women organizers to build safe, accessible, inclusive cities. WICI conducts research with the lens that women and girls are experts in their own safety, provides innovative programming, and provides technical assistance, including the development of tools and curriculum for building safe cities for all women and girls.

Contents

Foreword

Around the world, troubling levels of violence against women result in a restricted or complete lack of rights and opportunities for women and girls. For a majority of the world's population, who is increasingly concentrated in large cities, this violence takes place in public spaces which are not restricted by jurisdictional borders, i.e., the metropolitan territories that to a great extent are managed by the members of Metropolis.

That is why we have been, since the approval of our Action Plan 2018-2020 last year, reinforcing the initiatives of our association that promote the incorporation of gender perspectives not only in the organizational structures of our metropolises, but also in the drafts of every public policy, and in the management of every public service.

Metropolis advocates for engaged metropolitan governance that attends to social life in all its complexity, seeking to enhance the quality of life of all citizens living in metropolitan spaces. It is part of our mission, therefore, to raise awareness of how our members are building fairer and more inclusive places to live and thrive, through the coordination of policies that promote gender equality.

This report, commissioned to Women In Cities International, a remarkable network focusing on gender equality and the participation of women in urban development, addresses the lack of safety that women and girls face in public spaces, and presents the findings of a review of the policies and programmes that metropolitan governments have established to proactively respond to these concerns. It sheds light on the involvement of our members to ensure that women and girls have the right to the metropolitan city, by mapping policies, strategies and instruments that foster safer and more accessible streets, squares, parks, neighborhoods and eventually the totality of metropolitan public spaces.

These are real experiences that we hope will multiply all over the planet, and contribute to two crucial Sustainable Development Goals that humanity must reach until 2030: achieve gender equality and empower all women and girls, and make cities and human settlements inclusive, safe, resilient and sustainable.

Octavi de la Varga
Metropolis Secretary General
October 2018

Definitions of terms used

Awareness raising the spreading of information or encouragement of conversation on a topic or issue through media/advertising campaigns, education campaigns, or community organization run campaigns.

Domestic violence violence within the home, typically by a spouse or intimate partner.

Gender a social construct based on learned behaviours and ideas attributed to masculinity and femininity.

Gender equality a condition in which individuals of all sexes are free to develop their personal abilities and make choices unhindered by gender roles.

Gender mainstreaming refers to taking the varying experiences of people of different genders into account when developing public policy.

Intersectionality addresses the need to account for multiple grounds of identity when considering how individuals navigate the world, that identity categories such as gender, race, class, ability, and sexuality can overlap in individuals to create experiences of oppression or privilege that are unique.

Metropolitan governance the variety of coordination models among different actors responsible for the government of metropolitan spaces, where jurisdictions do not necessarily correspond to urbanization processes.

Multisectoral approach concerns or involves more than one sector of society (such as government ministries or departments, NGOs, or academic or other community-based groups).

New Urban Agenda the normative international framework adopted at Habitat III, the United Nations Conference on Housing and Sustainable Urban Development in 2016, that sets the guidelines for a sustainable, participatory, inclusive urbanization over a 20-year period.

Preventative policies policies that aim to stop crime or violence from occurring.

Public policy a course of action developed by a government.

Public space space in cities outside private property and non-commercial, which is in principle accessible to most people, such as streets, markets, parks, sidewalks, or community centres.

Public transportation forms of transport available to the public, not privately-owned vehicles.

Responsive policies policies that address incidents of violence or harm after they have occurred.

Sexual assault the threatening, coercion, or forcing of a person into sexual acts.

Sexual harassment unwanted and/or unwelcome sexual attention that can be physical or non-physical. For example: unwanted touching, catcalling, whistling, staring, or honking at others without their consent.

Sexual violence a sexual act committed without consent.

Technology-based solutions any method addressing violence that incorporates the use of technology. For example: hotlines, mobile apps, and security cameras.

Transformative policies policies that take both responsive and preventative approaches and are gender transformative, meaning they create opportunities for actively challenging gender norms, promote positions of social and political influence for women in communities, and address power inequities between per-sons of different genders, addressing the root causes of oppression and violence against women and girls (Health Community Capacity Collaborative, 2014).

Violence against women and girls (VAWG) acts of violence committed against women and girls solely because they are women and girls.

2030 Agenda for Sustainable Development the plan of action adopted by the United Nations in 2015 for "people, planet, and prosperity" that includes 17 Sustainable Development Goals. It builds on the Millennium Development Goals.

List of acronyms and abbreviations

Agenda 2030 2030 Agenda for Sustainable Development

CCTV Closed-circuit television

CEDAW Convention for the Elimination of all Forms of Discrimination against Women

CPTED Crime Prevention through Environmental Design

EFUS European Forum for Urban Safety

GBV Gender based violence

GPS Global positioning system

LGTBIQ+ Lesbian, Gay, Transgender, Bisexual, Intersex, Queer

NGO Non-governmental organisation

NUA New Urban Agenda

SDGs Sustainable Development Goals

SMS Short message service (also commonly referred to as a text message)

TTC Toronto Transit Commission

UNFPA Formally named the United Nations Population Fund, UNFPA is the United Nations sexual and reproductive health agency

VAWG Violence against Women and Girls

WICI Women in Cities International

WRI World Resources Institute

01. Women and Public Urban Space

Public urban space is a site where many inequalities are reflected and staged. How one experiences public space is shaped by the dimensions of one's identity. Racism, sexism, ableism, homophobia, and ageism often result in exclusion from, and/or discrimination in, public spaces. The design of metropolitan areas can reinforce gender dichotomies, thus, although the notion of a public space suggests inclusivity, it can be very excluding (Beebeejaun, 2017, p.325).

Violence against women and girls (VAWG), including sexual violence and harassment, is an everyday phenomenon in public spaces such as streets, parks, markets, public transport and other public venues in metropolises around the world, which results in gender exclusion in metropolitan public spaces. The threat of VAWG limits women's and girls'

movements, work, health, education, and leisure choices, and their ability to benefit from the opportunities cities offer - essentially their right to the city[I], and their right to be equal citizens. Other factors such as race, disability, age, religion, sexual orientation and gender identity further shape how women and girls experience public space and place them at risk of violence. When these factors intersect, women may face additional discrimination, harassment and oppression.

Often, the exclusion women and girls experience is associated with lack of safety and fear. They may choose not to enter certain spaces for fear of harassment or assault (Fenster, 2005). In order to take responsibility for their own safety in public urban space, they often employ sets of safety strategies.

I. The right to the city, a concept coined by sociologist Henri Lefebvre in 1967, and later expanded on by anthropologist David Harvey, is "far more than the individual liberty to access urban resources: it is a right to change ourselves by changing the city... the freedom to make and remake our cities".

▶ Source: New Delhi. @Carol Mitchell, https://www.flickr.com/photos/webethere/albums/1403734/page2
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Rather than placing responsibility for safety on women and girls themselves, metropolitan governments should be taking responsibility for the safety of all in public space (Women in Cities, 2014).

When considering initiatives that address public urban space it is important to address how policies are integrated across a metropolitan territory. Often, people cross cities boundaries in their day-to-day life, such as commuting to work or school from and to areas outside the main city centers. VAWG can be unique to its context, which means that it is important to adopt policies that address the different spaces people may inhabit throughout the day. For example, women often cite particular occurrences of violence on public transportation, such as groping on crowded buses or trains. Catcalls can occur in places where there are people in cars near pedestrians or people loitering in a space.

Feminist movement: a continued history of activism

Over the past forty years, the organization of the feminist movement around the world has significantly shaped internationally adopted objectives and commitments to promote women's safety, and their localized implementation by subnational governments. The movement to promote women's safety in cities views public space as dynamic and shaped by the experiences of those who inhabit it.

From the 1970s through the 1990s, there were significant changes in conceptions of public space and its relationship to gender, race, ability, and other factors which began to be considered by urban planner.

▶ Source: Hyderabad. Metropolis, global network of major cities and metropolitan areas. This photo is licensed under the Creative Commons CC0.

International networks including Women in Cities International, the Huairou Commission, Red Mujer y Hábitat, and Jagori, as well as UN Habitat's Safer Cities Programme, the work of UNIFEM, and most recently, its successor entity UN Women, have been instrumental in expanding the use of tools such as women's safety audits and other data-gathering practices to explore gendered experiences of safety in the city, and in fostering partnerships between civil society and governments, as part of the mainstreaming of gender in urban planning and governance (ibid). Efforts by governments at different levels have begun to prioritize ending violence against women. Specifically, international commitments signal political will and dedication to end VAWG.

Several campaigns have also been launched to bring awareness to the issue and underline its need to be addressed as a global priority including the UN Secretary General's "UNiTE to End Violence Against Women" and UN Women's "COMMIT" campaign. These priorities have been reaffirmed in the Sustainable Development Goals and New Urban Agenda, and it has been argued that the possibility of making cities safe all women and girls, captured in the NUA, is one of the three actionable areas of the NUA that has the potential to be gender transformative.

▶ Photo: Women's March in Washington, USA. Credits: Mobilus In Mobili, Wikimedia Commons.
The Women's March was a worldwide protest on January 21, 2017, to advocate legislation and policies regarding human rights and other issues, including women's rights, immigration reform, healthcare reform, reproductive rights, the natural environment, LGTBIQ rights, racial equality, freedom of religion, and workers' rights.

Milestones of the movement to promote women's safety in cities

1970s—1980s Mobilization

- **70's**, First "Take Back the Night" marches
- **80's,** European cities create guidelines for increasing women's and girls' safety
- **1979,** Adoption of the Convention of the Elimination of all forms of Discrimination Against Women (CEDAW)
- **1989,** Toronto: The women's safety audit is developed by the Metropolitan Action Committee on Violence against Women and Children (METRAC), allowing women to critically assess their sense of safety in public space and advocate for improvement with city planners

1990s—2000s First assessments, connections and recognition

- **1991**, Vienna: responding to the photography exhibition "Who Owns Public Space – Women's Everyday Life in the City" that highlighted gender gaps in public spaces, gender mainstreaming in urban planning is introduced
- **1995**, Beijing Declaration and Platform for Action
- **1995**, Inter-American Convention of Belém do Pará
- **2002**, Montréal: I International Seminar on Women's Safety
- **2002**, Montréal: publication of the toolkit From Dependence to Autonomy, to assess women's safety in different sectors of the cities; city planners work with the Programme Femmes et ville - Ville de Montréal to develop principles of design for women's safety
- **2004**, Bogotá: II International Seminar on Women's Safety
- **2004**, Women's Safety Awards

2010s—today Worldwide recognition of a global movement

- **2010,** Delhi: III International Conference on Women's Safety
- **2011**, First annual International Anti-Street Harassment Week
- **2013**, Elimination and prevention of all forms of violence against women and girls is the the priority theme of the 57th UN Commission on the Status of Women
- **2015**, The 2030 Agenda solidifies global commitments to ending VAWG in SDG 5 and SDG 11, specifically addressing sexual violence in public space.
- **2016**, Quito: adoption of the New Urban Agenda, a reference for global urban development for the next 20 years.
- **2017**, Women's marches and social media campaigns, including #metoo, spark conversations about the breadth of sexual assault and harassment

As we will see throughout this report, a number of metropolises are taking the lead in building safe, inclusive cities for all through the implementation of gender inclusive policies and programmes. These metropolitan governments are taking leadership in addressing violence that occurs in public spaces, both in recognition of the goals of the NUA and SDGs 5 and 11, and other commitments. These policies and actions aim to make public space safe for everyone and are a testament to the recognition that wom- en have an equal right to citizenship and public space. Safe cities for all women and girls are indeed a necessary precon- dition for sustainable urban develop- ment, and for the successful realization of the SDGs and the NUA more broadly.

▼ **Fourth World Conference on Women, 1995 Beijing**
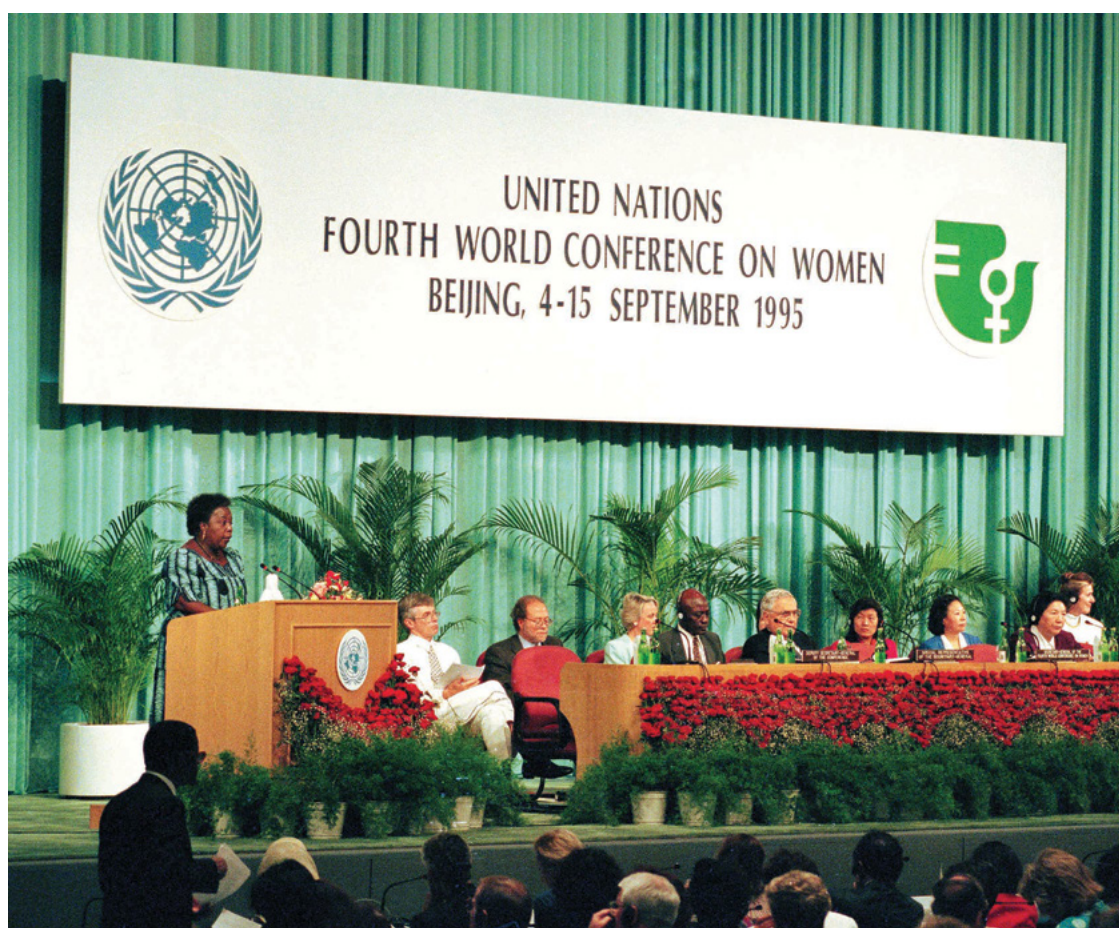
▶ Source: UN Photo by Milton Grant. Photo # 181184
View of the head table during the opening day session of the Fourth World Conference on Women in Beijing. Gertrude Mongella (left, standing at the podium), Secretary-General of the Conference, addresses the session.
04 September 1995. Beijing, China

02. Research Methodology

The objective of the research project was to conduct a mapping of the policies that Metropolis members are carrying out to prevent, respond to, and end violence against women and girls in public spaces on their territories. The research thus sought to identify policies that exist, but did not attempt to review or monitor them. Accordingly, this report does not detail the impact of these policies nor does it analyse the content or implementation of the policies with any detail.[II]

Due to the number and diversity of Metropolis members, as well as the complexity of the subject, it was decided to establish a set of indicators that could offer a base of comparison for the multiple policies carried out. In order to gather the

data, various research methods - documentary research, questionnaires, face-to-face exchanges and personal correspondence by e-mail - were applied.

On the other hand, due to the nature of the research, search terms included the terms 'women' and 'gender'. We acknowledge the nuance that gender is an identity that is not static, and that people of the LGTBIQ+ community also have different experiences of public urban space and are less safe in these spaces. Further, we acknowledge that the intersection of gender with other identity markers, including age, ability, class and ethnicity, manifest in compound oppressions, and in an increased violence and harassment in public space.

II. Many local and regional governments indicated having policies and described the related actions taken. When possible, the names of related policies are included in Appendix 4 to this report.

▶ Source: Photo by dead_artist. https://unsplash.com/photos/TrhLCn1ab-MU. This photo is licensed under the Creative Commons CC0.

Desk research

The primary data source used to identify the metropolitan-level policies that specifically and explicitly addressed women's safety in public urban spaces, for this report was documentation obtained through desk research, carried out from November 2017 to May 2018. To this end, government websites and publications, laws at the metropolitan and national level, reports by the United Nations and international organizations, news articles, and publications by non-profit organizations related to the topic of women's safety in cities were all consulted. The key terms and search phrases that were used included the following:

Desk research was used to fill the knowledge gap around existing policies that address women's safety. This information was complementary to that obtained through questionnaires (see section below), which often lacked detail and where low response levels proved to be a challenge. In particular, it enabled us to gather information in 30 additional metropolises who we did not reach through other means (emails, questionnaires).

GENDER PUBLIC SPACE POLICIES STRATEGY
HARASSMENT PREVENTION METROPOLIS
INCLUSIVE EXCLUSIVE URBAN PLANNING CITIES
LOCAL GOVERNANCE WOMEN SAFETY SEXUAL VIOLENCE
GENDER-BASED VIOLENCE WOMEN'S SAFETY
SAFETY IN PUBLIC SPACES

Questionnaires

Two questionnaires were dispatched to collect data for this project, the second more detailed than the first. The first questionnaire was hosted online on the Metropolis website and sent to all 138[III] Metropolis members on the International Day for the Elimination of Violence Against Women (November 25th, 2017). Composed of only three questions, this questionnaire sought to understand the degree to which safety of women in public space is a priority for each metropolis and what policies and actions they have to address it (see Appendix 1 - Questionnaire 1). Eleven responses to this questionnaire were returned.

In March 2018, the second questionnaire was sent to 30 priority members[IV], regardless of whether they answered the first questionnaire or not. Eighteen responses were returned, though nine metropolises responded both times. The questionnaires were delivered by the staff of the Metropolis Secretariat General, specifically by its regional focal points, to the association's key contacts in the metropolitan administrations, i.e. public officials from international relations and/or gender policies departments. This offered the added benefits of strengthening relationships with the membership, of raising awareness about this mapping initiative, and of highlighting the commitment of Metropolis to prioritize women's safety in public urban space. The questionnaires fulfilled the objective of generating data that was otherwise not available through the desk research, such as information about which policies are in place, being developed, or in the process of being planned in metropolises (see Appendix 2 - Questionnaire 2). WICI then followed up to try to get additional information and to encourage a higher response rate.

While the completed questionnaires did yield important information for the report, they often lacked detail. Subsequent requests for additional information, such as the name of a policy, were often lacking. In addition, some of the returned questionnaires highlighted metropolitan policies that were deemed to be outside the scope of this policy mapping exercise (ex. policies focused on rural areas or on microfinance for women), as were policies that are not yet adopted and policies that were adopted by a different tier of government (ex. national, state or provincial) but were not specifically implemented at the metropolitan level.

III. At the time of delivery of the first questionnaires, Metropolis had 138 members. However, desk research and the later questionnaire focused on the 137 members that were part of the association between January 15 and August 28, dates of two most recent Metropolis Board of Directors Meeting, in which new members were approved and inactive members were withdrawn. By the date of this report's final revision (October, 2018), the association counts with 139 members. For the up-to-date list of Metropolis members, please visit https://www.metropolis.org/map/members-list/

IV. The 30 priority members approached coincide with the members surveyed in the first phase of the development of the Metropolis Observatory's system of metropolitan indicators. To access the list of these members, please visit Appendix 3. For further information about the Metropolis Observatory, please visit http://www.metropolis.org/observatory/

▶ Source: https://pxhere.com/en/photo/1131140 This photo is licensed under the Creative Commons CC0.

Face-to-face exchanges and presentations

A networking event held in Kuala Lumpur at the 9th World Urban Forum titled *Metropolitan Policies to Implement the Sustainable Development Goals and the New Urban Agenda: Safe Cities for Women and Girls* served as an opportunity for local officials from **Barcelona, Mexico City, Montréal, Quito, San Salvador and Surabaya** to showcase initiatives that promote the safety of women in their urban spaces. This allowed for much more qualitative data to be captured, and shed light on practices that had been evaluated as well as those that were being designed.

A number of additional events served as opportunities to capture additional data and information about how metropolises are working to ensure women's and girls' safety in urban public space on their territory. These events served as important venues to promote the research project and Metropolis' commitment to women's safety issues, with further reach through its social media platforms.

16 November 2017
EFUS, Barcelona

Workshop: "Preventing Violence against Women"

9 February 2018
WUF9, Kuala Lumpur

Networking event: "Metropolitan Policies to Implement the Sustainable Development Goals and the New Urban Agenda - Safe Cities for Women and Girls"

6 April 2018
Metropolis webinar

Webinar: "Advancing Gender Equality – New roles and new tools for local governments"

23 May 2018
Smart Cities India, New Delhi

Networking event: "Metropolitan Strategies to achieve Safe Cities for Women and Girls: the NUA and SDG as a real opportunity"

25 June 2018
European Committee of the Regions, Brussels

Launch of the Metropolis Observatory Issue Paper: "Engendering metropolitan spaces in the context of Global Agendas"

27 August 2018
Metropolis Annual Meeting, Gauteng

Parallel session: "Safety and Public Spaces: Mapping metropolitan gender policies" - presentation of this study's preliminary results

Personal correspondence by email

As mentioned above regarding the second questionnaire, data was collected through email correspondence. While the majority of this correspondence occurred between the researchers of the report and Metropolis members' key contacts, WICI also communicated with its own network, reaching out to experts on gender and safety in cities that may have come across policies addressing violence against women and girls in public urban space in their own work.

To further organize the results of the policy mapping, we highlighted trends and commonalities in the varying methods used to address VAWG and promote women's and girls' safety. They include the use of **legislation and regulation, local security and policing, public transportation policies, urban design, technology, education and awareness-raising campaigns and partnerships across sectors**. The most common are policies associated with public transport. The results will be presented according to these methods, mapping policies according to which strategy they make use of.

► Source: https://pxhere.com/en/photo/641771

03. Results

This section presents the results of the research of safety policies and public space with a gender perspective, taking into account a set of quantitative indicators that helped to establish the number and origins of the membership which are developing policies as well as the typology, strategies, approach and methods used.

The research demonstrates that **49 members** of Metropolis have policies that explicitly address women's safety in public urban spaces, a figure that represents only **36% of the total membership.**

▼ 36% of the members of Metropolis have policies to adress women's safety in urban public spaces


It is worth noting that the number of metropolises in Latin America and Asia are particularly represented in this study, which is reflected in the research results. Of these, **18 metropolises have more than one policy,** and some have as many as four or five. This was notably

the case for the Indian cities of **Delhi, Kolkata[V]** and **Hyderabad**, as well as **Quito** and **Barcelona**. In total, **83 policies** that specifically address VAWG in public space at the metropolitan level were identified (see Appendix 4).

▼ Number of policies per region
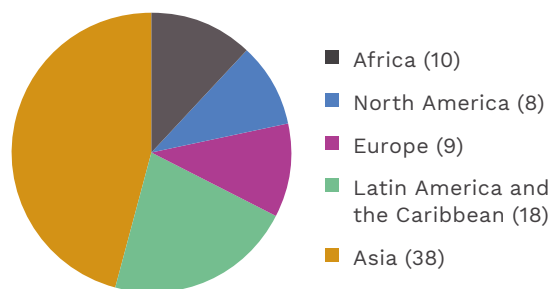
▼ Regional distribution of metropolises with policies that address women's safety in urban public spaces
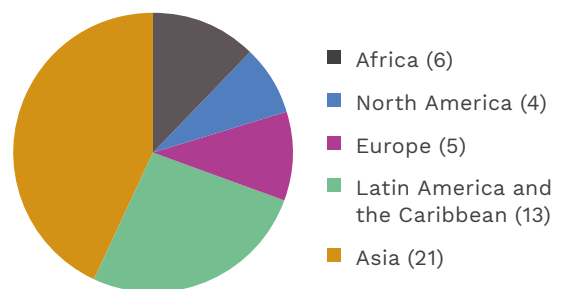
V. During the period when the main research for this study was carried out (November 2017 to May 2018), the Kolkata Municipal Corporation was listed as a Metropolis member. It was withdrawn from the association, however, by decision of the Metropolis Board of Directors on 28 August 2018. In order to keep the coherence of this publication, information about Kolkata was not removed from the study results.

- Africa (10)
- North America (8)
- Europe (9)
- Latin America and the Caribbean (18)
- Asia (38)

- Africa (6)
- North America (4)
- Europe (5)
- Latin America and the Caribbean (13)
- Asia (21)

A policy typology

Metropolitan policies that address VAWG can be classified along the lines of:

⇄ **Responsive:** policies that respond to sexual violence after it happens. Implemented by **49%** of members

⌐⌐ **Preventative:** policies that aim to prevent sexual violence before it can happen. Implemented by **61%** of members

↻ **Transformative:** policies that strive to be transformative and aim to eradicate the entrenched systems of oppression that consequently perpetuate violence against women and girls in society. Implemented by **26%** of members

Responsive policies

It is essential that there be policies that **respond** to incidents of VAWG when it occurs and systems in place to support survivors and/or that respond to cases of sexual violence in the justice system. Among the metropolis members with policies that address VAWG in public space, **49% have policies that are responsive.** The high rates of sexual violence in urban areas all over the world mean that responsive policies that support survivors of VAWG are essential. Such services can encourage reporting violence and healing and signal to women that their safety is a priority. Responsive policies must be combined with other efforts that aim to prevent VAWG and address the root causes of VAWG to prevent and end sexual violence. Responding to sexual violence could also be preventative. For example, if violence against women is reported frequently and elicits a swift response from police, this may have a deterrent effect which helps to prevent future incidents. The condemnation and punishment of perpetrators sets a precedent for accountability that could be preventative.

▶ Source: UNFPA

One example of a good responsive approach is found in **Istanbul**, where Women and Girls Safe Spaces provide clinical and psychosocial services on reproductive health and gender based violence for refugees (UNFPA Turkey, 2016).

According to the results of the research:
- **24** metropolises have policies that take a responsive approach to addressing violence against women and girls.
- **6** metropolises enacted responsive legislation.
- **8** metropolises use police/security forces (see Appendix 4).

Preventative policies

Preventative policies aim to ensure that violence against women does not occur. These policies are a testament to women's right to occupy public space without threat or fear of violence. Among the Metropolis members with policies that address VAWG in public space, **61% have policies that are preventative**.
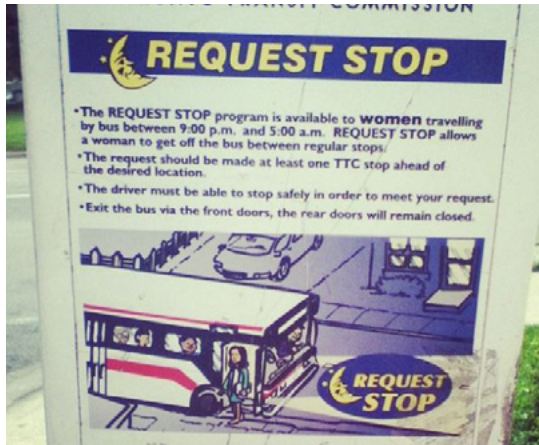
▶ Source: @pedro_zalvide

Some policies may be limited to more immediate preventive action without challenging the root causes of VAWG, but as with responsive approaches, they may be criticized for not actually challenging the existence of gender-based, systemic inequalities overall.

In Toronto, for instance, personal request bus stops allowed women to exit buses at places other than designated stops.

According to the results of the research:

- **30** metropolises have policies that take a preventative approach.

- **20** metropolises have policies that prevent sexual violence on public transportation.

- **13** metropolises have women-only transit options (see Appendix 4).

Transformative policies

Some metropolises have **transformative** policies which include a range of strategies to end VAWG and address the root and systemic causes of violence. Among the Metropolis members with policies that address VAWG in public space, **26% have policies that are transformative**. These aim to transform gender relations in society by challenging traditional or negative conceptions of masculinity and femininity that are conducive to violence and by tackling the root causes of patriarchy, misogyny, and consequential systemic oppression that women face. Research suggest that programmes that work with men and boys to challenge traditional gender norms are particularly effective at ending VAWG (Casey et al, 2016, pp. 231-246).

Transformative approaches can include educational programmes about gender as a construct in society, awareness-raising campaigns about VAWG, and structures that ensure that city planning involves women and girls and is considerate of the different experiences of women and girls in cities. Transformative policies recognize that transforming gender norms benefits everyone.

Since some metropolises have more than one policy that addresses VAWG, it is possible that one policy may be considered to be responsive while another is transformative for the same city. For example, in **San Salvador**, data obtained through the city's Metropolitan Observatory and text message system is responsive, while its policy on safe and inclusive public spaces for women is preventative.

▶ Source: San Salvador Metropolitan Area

In **San Salvador**, the public space becomes an integrating element for the prevention of violence through the implementation of a multidisplinary strategy based on the integration of plurality through citizen participation and empowerment.

According to the results of the research:

- **13** metropolises have policies are identified in this report as transformative.

- **7** metropolises have policies that raise awareness and promote education

- **7** metropolises have policies that foster multisectoral partnerships (see Appendix 4).

▼ **Type of policy per region**

- ■ Responsive   ■ Preventative   ■ Transformative
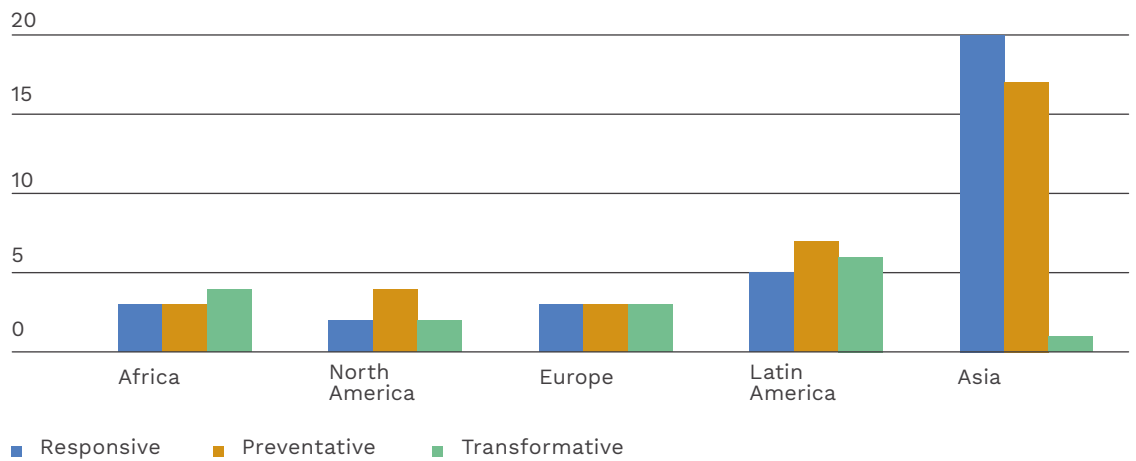
Despite the difficulties in finding information, the African region has a total of 4 transformative policies. Thus, we would have members such as Rabat or Cairo, the latter implementing awareness-raising campaigns in schools.

Likewise, the region of North America and the region of Europe would concentrate a minimum representation of transformative policies, highlighting the Integral Act 5/2005, regulating gender violence in the community of Madrid. The European region is the most balanced region in terms of policy typology, while the Latin American region has the sec-

ond largest number of policies as well as a greater tendency towards the design and implementation of preventive or transformative policies. An aspect that indicates a more holistic and integral vision of the policy to be developed.

Finally, and in antagonistic positions we would find the region of Latin America and the Caribbean with 6 policies vs. the Asia-Pacific region with only 1 transformative policy. In this last region, the greatest number of responsive policies would be concentrated, with a total of 16 policies.

Methods used to address VAWG in metropolises

The results of the policy mapping can be further grouped by commonalities that emerged in the varying methods used to address VAWG and promote women's and girls' safety in public space. Specifically, we were able to group the metropolitan policies in the following categories:

(C1) legislation and regulation, (C2) local security and policing, (C3) public transportation policies, (C4) urban design, (C5) technology, (C6) education and awareness-raising campaigns and (C7) partnerships across sectors.
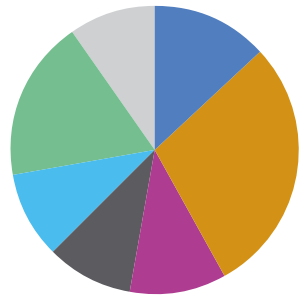

- Legislation and regulation (11)
- Public transport (24)
- Urban design (9)
- Multisectorial partnerships (8)
- Security and policies (8)
- Technology (15)
- Education and awareness raising (8)

Each of these has been further qualified as responsive, preventative or transformative. The results show that the most common policies used by metropolises to address women's safety in urban public spaces are those associated with public transport. The following sections will present the results of the policy mapping according to these categories, noting whether they are preventative, responsive or transformative as well.

▼ Summary of common methods used to address VAWG
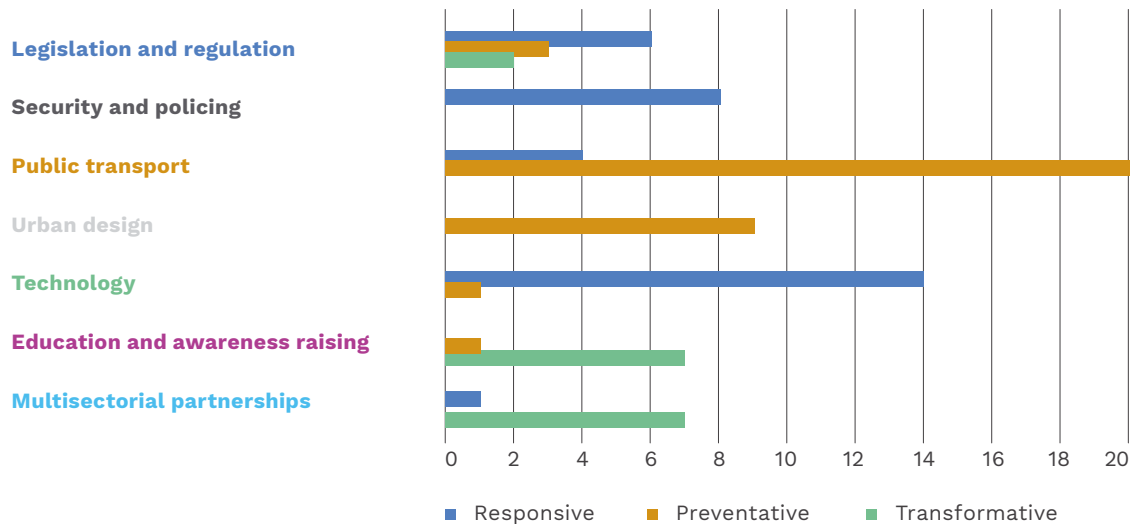
Finally, interspersed throughout the results section are 'city spotlights', which are detailed descriptions of exemplary initiatives certain metropolitan governments are taking to make public spaces safer for women and girls. These spotlights showcase the innovative solutions of metropolises that are explicit in their policymaking that they aim to build safe, inclusive, and accessible cities for women and girls.

(C1) Metropolises using laws to address VAWG

⇄ Laws that condemns VAWG in public space establishes that this violence is unacceptable by de-normalizing every-day instances of VAWG and highlighting government accountability for the safety of all citizens. For example:

▶ **Atlanta**, the Metropolitan Atlanta Rapid Transit Authority Code of Conduct prohibits people from using public transport if they exhibit any behavior that fosters discomfort (broadly defined as sexual harassment and assault), and prohibits unwanted touching (DLA Piper, 2014).

▶ **Guayaquil** is introducing the policy titled Amiga ya no estás Sola under an ordinance for municipal action to combat VAWG in the city that includes a variety of response and support services to survivors of VAWG, such as phone lines operated by local safety teams, legal assistance, travelling clinics, hospitals, and health centres (GAD Municipal de Guayaquil, 2017).

▶ Sexual harassment in public spaces is a punishable offense in many metropolises, resulting in fines in **Île-de-France** (O'Grady, 2018), fines and jail time in **Alexandria** (Elba, 2015), and is punishable under the Islamic Penal Code in **Mashhad**.

▶ **Gwangju** adopted a Human Rights Charter to affirm its commitment to gender equality, while also collecting gender disaggregated data and conducting gender impact assessment to ensure its policies are gender sensitive (Human Rights Declarations in Asia-Pacific, 2012).

▶ **Guangzhou**'s regulations on the Protection of Rights and Interests of Women addresses sexual harassment, sexual assault, and VAWG on public transportation.

▶ Finally, the **Seoul** Metropolitan Government Framework Ordinance on Gender Equality prohibits gender discrimination and sexual harassment, and a Citizens' Human Rights Officer deals with sexual harassment cases.

⌐ Legislation is also adopted to enable **prevention** programmes and support the role of public administrators in preventing violence from occurring. For example:

▶ **Faisalabad**, *The Punjab Protection of Women Against Violence Act 2016 and the Punjab Commission on the Status of Women Act 2014* require committees to be set up in each city district with the goal of developing programmes to prevent violence against women (The Punjab Commission on the Status of Women Act, 2015)

▶ **Busan**, the *Busan Metropolitan City Ordinance for Preventing Violence against Women and Children and Protecting Victims* calls for funding to be allocated to "prevent violence against women and children, protect victims of sexual violence, and improve their environment" and commits implementing measures annually address VAWG, including those related to education and prevention[24] (Busan Metropolitan City, 2018).

▶ Finally, **Brussels**, as part of Belgium's National Action Plan Against All Forms of Gender Based Violence, supports local NGO in their efforts to prevent VAWG. They also developed the campaign *Signale la Violence* encouraging both victims and witnesses of VAWG to report it, raising awareness on identifying VAWG, and highlighting the role of men in ending VAWG. The next campaign will address sexism, street harassment, and gender stereotypes.

Spotlight: Madrid
A multi-pronged approach to ending VAWG

▶ Source: Madrid City Council

The Integral Act Against Gender Violence in the Community of Madrid 5/2005 aims to prevent and respond to gender-based violence in all of its forms by raising awareness of the prevalence of violence and of the necessity of achieving gender equality in society (Comunidad de Madrid, 2018). Madrid also takes a transformative approach in its creation of **the Department for Policies and Gender Diversity**, which calls on all branches of government to participate in making the city safer for women. Part of Madrid's work incorporates awareness raising efforts, an important means of educating the community on why gender-based violence exists, as well as how to stop it. **Espacios de igualdad** (spaces of equality) are spaces created by the municipality that welcome both institutions and civil society to safely discuss gender roles, and invite women to share their knowledge and input on these issues and how to fix them (Carmena, 2018).

Using legislation to raise awareness of the importance of consent

▶ Source: Centro Integral de la Mujer (CIM) the Women's Assistance Center. Gobierno de la Ciudad Autónoma de Buenos Aires.

Buenos Aires has enacted a comprehensive law to prevent and sanction incidents of sexual harassment - both verbal and physical - in public spaces. The law explicitly recognises that sexual harassment affects women's freedom, dignity, freedom of mobility and right to bodily integrity. **This policy both responds to cases of sexual harassment**, and **aims to prevent it through multi-sectoral educational campaigns adopted by the ministries of health, education, and transport.** The policy also includes educational campaigns targeted at challenging the roots of gender-based violence and the necessity of consent in any interaction. They teach people how to spot sexual harassment and how to intervene on the victim's behalf.

(C2) Strengthening the capacity of security forces and the police

In order to implement policies that address VAWG in public space, different actors in a metropolis must participate and contribute. Security forces and the police play an important role in enforcing legislation to respond to VAWG, and are often among the first responders to VAWG. While the commitment of municipal authorities is highlighted when local police resources are dedicated to women's and girls' safety, most strategies tend to be responsive.

Efforts are being made in metropolises to strengthen the capacity of police and security forces to respond to and prevent VAWG. Women-only police stations and special training for officers on how to support survivors and connect them to other resources including legal and health are some examples (Jubb et al, 2010). Some police officers have been accused of perpetuating VAWG themselves. The employment of more women police officers might lower the possibility of male officers committing VAWG and has been a strategy used in some cities.

⇄ ⌞⌝ Multiple cities in India have adopted policies that strengthen the capacity of local police to **respond** to cases of VAWG. Some examples are:

▶ In **Hyderabad**, one of the eight cities in India in the Home Ministry's "safe city" plan, police "SHE Teams" stop and respond to eve-teasing (the Indian term for sexual harassment) as part of the Telangana State commitment to safety of women (Hyderabad City Police, 2015).

Additional measures included hiring more women in the police force, installing CCTV cameras, building an emergency response system, mapping dark/high risk areas, and introducing police checks on public transportation (The New Indian Express, 2017).

▶ The "Nirbhaya Fund," set up in the wake of the gang rape and death of the 23-year-old female Jyoti Singh in 2012, finances the equipping of police patrol vans with GPS technologies and the introduction of video monitoring with facial recognition and tracking technologies in **Delhi** (The Times of India, 2018).

▶ **Delhi** has also recruited more women to the police force, and each police station has a women's help desk with at least two female officer.

▶ **Kolkata** police underline the rights of women to report violence and **Bangalore** increased the number of women police to address sexual violence in public spaces (News18, 2017).

Spotlight: Bogotá
Interprofesional programming for women's safety.

▶ Source: Alcaldía Mayor de Bogotá D.C.

SafetiPin, a free mobile app that generates collaborative interactive maps about places where women feel unsafe.

Bogotá, inspired by over 40 years of community work and feminist activism, institutionalised programming aimed to ensure women's safety in the city. **The programme builds partnerships with other public institutions, private actors and international players, including** *Safetipin* **to study and review the safety-seeking behaviours of women in Bogotá's public spaces at nighttime.**

The Committee for Safe Cities in Bogotá, an autonomous government body, is tasked with developing gender policies and has overseen the renovation of bus stops to be safer for women. **A local security council for women works** with community organizations **to raise awareness of VAWG in public and private spaces**. It also recognizes women's perceptions of violence and insecurity that limit their use and enjoyment of public space. Their work has resulted in physical upgrades to unsafe public places, inter-agency collaboration to promote awareness of and education on the issue, and the strengthening of institutional capacity to address and eliminate VAWG in the home.

**Public authorities in Mashhad, includ-
ing police and public transit officials
are involved in the metropolises poli-
cies to address VAWG.** For example, the
police organise specific patrols tasked
with looking for incidences of VAWG
including harassment. Efforts are also
taken to make public spaces including
public transportation safer for women.
**The Mashhad Public Transportation
Department,** for example, has specific
guidelines, including financial and regu-
latory incentives, to **encourage women
to become taxi drivers**, and there are
also spaces reserved for only women
on buses.

(C3) Women's safety on public transportation

Safe public transportation is essential to
ensure women and girls can move about
a metropolis freely and with ease so as
to access all opportunities. In metropol-
itan cities around the world, women and
girls consistently point to public trans-
portation as a space where they do not
feel safe and where they experience ha-
rassment and abuse. Many metropolises
are addressing this through their public
transit authorities that are making ef-
forts to make public transportation saf-
er for women and girls. Findings from
the research attest to this, noting that
the majority of policies identified across
the metropolises studied for this report
address VAWG on public transportation.
**Of the 30 metropolises that have pre-
vention policies, 24 of the policies focus
on public transportation.**

Involving public transit authorities in **re-
sponding** to and **preventing** sexual ha-
rassment promotes women's mobility,
which encourages their equality in soci-
ety as it fosters their access to health-
care, education, employment, and other
necessities and opportunities. Public
transportation can also be designed to
promote the safety of women and girls.

⇄ ⌞ ⌝ For example:

▶ Some metropolises, including **Hanoi**
(Plan International, n.d) and **Marrakech**
(UN Women, 2015), provide training to
transit staff (drivers and ticket collec-
tors) to identify and respond to sexual
harassment.

▶ In **Delhi**, train drivers and conductors
are trained on gender sensitive respons-
es to the sexual harassment and vio-
lence which are faced by women (Jagori,
2015). The same initiative provides sup-
port for women taxi drivers (Ibid).

▶ In **Kathmandu**, the "Public Transport Code of Conduct, 2010" offers protection from harassment for women, seniors and the disabled (The World Bank Group, 2013).

⌐⌐ Local transit authorities play a role in preventing sexual violence from occurring, and many metropolises have involved them in their strategies to make public spaces safer for women and girls. For example:

▶ In **Lyon**, SYTRAL (the public transportation system) trains its employees on the safety issues women face and aims to provide accurate information about bus arrivals. These measures were implemented after SYTRAL began women's 'exploratory walks', in which women ambassadors were accompanied by SYTRAL agents, highlighting areas where they felt unsafe, and making recommendations for changes to the system (Ibid).

▶ Source: http://magazine.sytral.fr/seront-ambassadrices-de-ligne-c5/

Citizen approach to improve women's safety conditions. 16 ambassadors are already working with SYTRAL and the TCL network to improve travel conditions on public transport lines. This citizen commitment makes it possible to take concrete action on the lines used on a daily basis.

▶ In **Bhopal**, WRI's EMBARQ Sustainable Urban Mobility team in India has helped the city improve transport access and safety for women, collecting data on gender differences in travel patterns on public transportation in the city, and recommending solutions that can be adopted by city stakeholders, including Bhopal City Link Pvt., Limited, the Bhopal Municipal Corporation and the Bhopal Police Department (Bhatt et al, 2015).

▶**Jakarta** has taken a different approach, opting instead to hire more women as drivers for the BRT (Bus Rapid Transit) with twofold positive outcomes: women's employment, and fostering women's safety on buses.

▶ Finally, **Toronto** (Toronto Transit Commission, n.d), **Montréal** (Société de Transport de Montréal, n.d), **Brasília** (Zottis, 2014) and **Istanbul** (Atilgan, 2016) all have request stop programmes, where women can request a stop on a bus route that is closer to their destination, shortening the distance from their homes when they are travelling alone at night.

▶ Source: Société de transport de Montréal, http://www.stm.info/en/info/advice/travelling-alone-night

"Travelling alone at night: Between Stops, for the safety of women in the city." Offered only to women travelling alone, this service is provided on all bus lines.

13 Metropolis members provide the option for women-only spaces in public transportation: Belo Horizonte, Guangzhou (Wee and Marchi, 2018), Kuala Lumpur, Medellín, Tehran, Zhengzhou, Shenzhen, Ciudad de México, Dubai (Graham-Harrison, 2015), Kolkata, Delhi (Chatterjee, 2016), Hyderabad (Sakshi Post, 2016) and Mashhad.

Spotlight: Quito
A gendered approach to transit infrastructure development

Quito has adopted a range of public policies to stop sexual violence in public transport. After **redesigning bus stops for women's safety,** they are scaling up their gender responsive infrastructure development to the **construction of the new Quito Metro**. In addition to the infrastructure itself, **training on gender issues** has been extended to the Municipal Company of Transportation of Passengers, the Company of Public Works, Metropolitan Police, and other municipal employees. **Their strategy also aims to**

change the behaviour of transit users, encouraging both women and men who are victims of or witnesses to situations of sexual violence on public transport, to **use SMS technology to report it by using the** *Bájale el Acoso* **ppt.** This allows for real time, confidential and free reporting of VAWG. When an incident is reported, an alarm is activated in the transport unit. This potential for reporting results in social sanctions and the denormalization of such discriminatory practices.

(C4) Urban Design

The design of public spaces is an important factor in creating safe cities for all. Since gender mainstreaming was incorporated in Vienna in the 1990s, across the globe city planners have engendered urban design in principle and practice, building off of the understanding that women and girls experience the city differently and that the design of public spaces can both impact and be impacted by, their experiences.

▶ In **Rio de Janeiro** and **Seoul** (Seoul Solution, 2016) have used CPTED (Crime Prevention Through Environmental Design) to reduce VAWG.

▶ In **Cairo**, In Cairo, Egypt's Ministry of Housing, Public Services and Urban Development implemented women's safety audits to guide urban planning. They draw on some of the principles of CPTED, and have been used to assess the safety and accessibility of communities and neighborhoods from the point of view of women and girls, to increase their own safety (UN Women, 2018).

▶ To support design efforts to end VAWG, **Montréal** produced a guide for safe urban planning while **Barcelona** has policies ensuring that urban planners consider both gender and safety risks in designing public spaces.

▶ In **Hyderabad** (Walkability Asia, 2013) and **Mashhad,** billboards obscuring vision are removed and lights are installed to improve visibility, while the campaign "Informal Businesses Against Crime" supports street hawkers in **Johannesburg** and aims to make streets safer for women by encouraging more people in public space and 'eyes on the street' for informal surveillance.

▶ Finally, in 2015, **San Salvador** worked with UN-Women on the project Safe Cities for Everybody, aimed at promoting the right to a life free of VAWG in public spaces. As part of this, a project of public space appropriation to reduce GBV was piloted in four public spaces using a highly participatory process with women and girls.

✓Ansimi, a mobile application linked to a 24/7 network dedicated to women's safety, was developed and launched for trial operation in four districts.

✓Women Safety Sheriffs were appointed and organized to search 26,549 locations for video cameras filming women illegally and conduct 185 public campaigns.

✓ The Gender Sensitive Disaster Management Manual and ender safety indicators were developed to ensure women's safety in disaster situations.

Spotlight: Seoul
Retrofitting the metropolis to be women-friendly

▶ Source: Seoul Foundation of Women & Family. Seoul Metropolitan Government

Through its Women-Friendly City programme, Seoul has been increasing women's safety by making improvements to the city including **the addition of transparent glass elevators, CCTV cameras, increased street lighting, and blind spot mirrors installed in spaces commonly frequented by women, such as residential areas, parks, parking lots and school premises** (Seoul Solution, 2016). Seoul also has hidden camera detection in public restrooms of public transportation. Finally, an important part of the Seoul experience is **the metropolis' emphasis on monitoring and evaluating the impact of its women-friendly city policy**. This has led to revisions and improvements to the policy, making it more comprehensive and effective.

(C5) Technology-based Solutions

Fourteen metropolises employ technology to address VAWG, creating easy to use methods of reporting sexual violence, disseminating information to victims, and collecting data to assess 'high risk areas'. The use of mobile apps and text messages effectively allows people to discreetly report incidents of VAWG, so that they can more easily do so without fear of retaliation. It also enables the collection of higher amounts of specific data on when, where, and what type of incidents occur to assess what spaces are unsafe and how to take action to deter perpetrators of VAWG.

Use of mobile apps, text messages, and hotlines, coupled with public campaigns advertising survivor services, make it simpler and easier for women to file of-

fical complaints against sexual harassment and assault, thereby encouraging reporting by victims and bystanders. These initiatives seek to 'denormalize' and denounce VAWG.

▶ As the **Toronto Transit Commission** puts it: *"Together we can make the TTC safer for everyone. Harassment...affects us all. The TTC is dedicated to creating a safe space for all passengers, but we can't do it without your help (2018)."* This language and the development of methods of reporting that invite bystanders to report sexual assault underline that creating safe public space is a shared responsibility.

A new TTC campaign, #ThisIsWhere, raises awareness of sexual harassment and assault that takes place on public transit. The SafeTTC App offers Toronto Transit Commission (TTC) customers a method for reporting harassment, safety concerns or suspicious activity providing detailed reports of incidents and situations that are observed on the TTC system – whether on a vehicle, in a station or at a bus or streetcar stop.
▶ Source: Toronto Transit Commission, "This Is Where", http://thisiswhere.ca (accessed July 18, 2018)

14 Metropolises have hotlines, mobile apps, or SMS to facilitate reporting sexual assault and harassment: Bamako, Bogotá, Bangalore, Bangkok (UN Women, 2013), Brussels (Mischke, 2018), Delhi (The Hindu, 2016), Faisalabad (The Express Tribune, 2014), Kolkata (Kolkata Police, n.d), Île-de-France (Île-de-France Mobilités, 2018),Quito, Rosario (Municipalidad de Rosario,1997-2019),San Salvador (Metropolis Survey, 2018),Santiago and Toronto (TTC, 1997-2018).

Some hotlines go beyond being spaces for reporting incidences of harassment and VAWG and also connect users with supportive services. For example:

▶ **Bamako** has partnered with the Association for the Defense of Women's Rights in Mali, who provide legal aid and programmes for economic reintegration (UN Women, 2015).

▶ In both **Toronto** and **Île-de-France**, the technology-based solutions are coupled with awareness raising campaigns, specifically on public transportation.

▶ Source: Île-de-France, "Campagne de lutte," Île de France Mobilités, March 5th, 2018, https://www.il-edefrance-mobilites.fr/actualites/campagne-de-lutte-contre-harcelement-transports/

▶ Finally, in **Santiago**, local governments are partnering with mobile phone companies to collect data on women's use of the city, particularly on public transportation (Adler, 2017). Information on where, how, and when harassment and violence occur provides the police and other security agents with information to understand where the violence is occurring and persuade governments that they need to implement policies to address VAWG. Initiatives such as Safetipin, initially developed in **Delhi**, demonstrate that the collection of data can be extremely helpful in the creation of safety policies and programmes, and in urban planning that makes public spaces safer for women.

(C6) Education and Awareness-raising Campaigns

Educational and awareness-raising campaigns are important tools in building support and mobilizing stakeholders to end VAWG, and in transforming social norms and expectations that lead to VAWG ↻ . For example:

▶ In **Johannesburg**, emphasis is placed on raising awareness of the problem of GBV and the need for it to be addressed holistically, while, in **La Paz**, Government offices are working on a campaign "Peace in La Paz, Safe and Free of Violence" that encourages awareness raising about VAWG within the government.

Other campaigns present messages about the inequalities that women and girls face and the different experiences they have in public spaces. They have the potential to be gender transformative through engagement with communities and use of education to challenge harmful gender norms:

▶ **Barcelona's** *No Callem/No Callamos* (we will not shut up) campaign aims to prevent sexual assault in public spaces by raising awareness on the problems of sexual violence including harassment. Negative depictions of a person based on their gender or sexuality are prohibited, and public officials are trained in how to respond in cases of sexual violence (Ajuntament de Barcelona, 2018).

NO CALLEM DAVANT DE QUALSEVOL ASSETJAMENT O AGRESSIÓ SEXUAL

NO CALLEM

NO CALLAMOS ANTE CUALQUIER ACOSO O AGRESIÓN SEXUAL

Protocolo "No Callem/No Callamos" contra las agresiones y los acosos sexuales en espacios de ocio nocturno privado
▶ Source: Barcelona City Council. Department of Feminisms and Lgbt.

▶ **Seoul** emphasizes the importance of education to end VAWG. Education about human rights, starting for students at a young age, includes education about gender. Sexual violence prevention classes are offered to citizens of all backgrounds and ages, as well as to police officers and court officers.

ESTE ES EL MORBO
CON EL QUE MIRAN
A TU MAMÁ
TODOS LOS DÍAS

LA VIOLENCIA SEXUAL
ES UN DELITO Y TE PUEDE LLEVAR
A LA CÁRCEL. RESPETA.
Si eres víctima o testigo comunícate al 911

Spotlight: Ciudad de México
Public campaigns to denounce VAWG

▶ Source: UN Women

Ciudad de México is carrying out a massive **awareness-raising campaign** denouncing VAWG in its most severe form, feminicide, **using the slogan Ni Una Menos (not one less)**. The campaign, which originated in Argentina, has since spread throughout Latin America. The metropolitan government has also launched a campaign targeted at men using public transportation. Such campaigns aim to 'denormalize' gender-based violence, and to promote a "more respectful form of masculinity (UN Women, 2017)." These campaigns are complementary to several other initiatives that the Ciudad de Méxi-

co has, including having Gender Units in each of the federal departments, efforts to mainstream a gender perspective in all government plans and actions at the national and subnational levels, and a specific budget made available for actions aimed at ending VAWG. In addition, Mexico City is actively working with **UN Women** to implement the **CDMX, A Safe and Friendly City for Women and Girls programme** with the objective of strengthening the right to the city for women and girls, the **campaign NoEsDeHombres** is part of this collaboration.

Spotlight: the North African region
Working with men and the media to carry out public education campaigns

Antiharassment March. Egyptian women and men hold banners during a protest against sexual harassment in Cairo, Egypt.
▶ Source: flick. Hossam el-Hamalawy.

In partnership with UN Women and local NGOs, **Rabat** is conducting an awareness-raising campaign through the media on issues of safety for women. As part of the **Rabat Safe City Program,** men are trained to prevent and respond to gender-based violence (UN Women, 2016). Furthermore, some **educational campaigns** specifically

target and include working with men and boys as part of their programming. **Cairo** has engaged more than 100 youth agents of change (50% young men and 50% young women) **to lead activities in schools** and other settings **to promote respectful gender relations**, gender equality, and safety in public spaces (UN Women, 2016).

(C7) Partnerships and Multisectorial Collaboration

In any aspect of city planning, including legislation, urban design, and community programmes such as awareness raising campaigns, it is essential to include diverse groups of people in the conception and implementation processes.

⇄ This can be done as part of a responsive policy, as:

▶ In **La Paz**, where the "Comprehensive Care Services for women victims of violence" brings together a variety of services across sectors to support women.

⌜⌟ It can also be part of a prevention approach, as is the case of:

▶ **Seoul** which takes a multi-sectoral approach involving urban planners, police, and community members as part of a broad strategy to end VAWG that also includes awareness raising efforts.

▶ In some cases, like in **Minas Gerais** (Centre for Human Settlements, University of British Columbia, 2010) which is part of the "Regional Consortium for the Promotion of Citizenry: Mulheres das Gerais," collaboration is a consortium of local governments fighting VAWG. Their mission is to plan, foster, and implement joint actions and programs for the prevention and elimination of all forms of VAWG in a collaborative and sustainable manner (Ibid).

As noted in the introduction, it can be very beneficial when non-governmental organisations and grassroots organisations collaborate with local metropolitan governments.

▶ **Barcelona** does this through their "Plan for Gender Justice" which facilitates collaboration between women's groups and other areas and departments of the City Council. When local organisations and government collaborate, tools like women's safety audits can be mobilized to share information and policy recommendations that can inform policy development and urban planning processes.

Ruta de Atención en casos de violencia contra las mujeres, Gobierno Municipal de la Paz.

▶ Source: Photo by Alianza libres sin violencia. https://alianzalibressinviolencia.org/

Collaboration must include broad and diverse citizen participation. This is essential to create metropolises that are inclusive of everyone. Participatory design that incorporates bottom-up approaches, such as bringing groups of typically underserved communities to the architecture, design, or policy-making drawing table, is one method of promoting inclusivity in cities.

▶ In **Córdoba**, the Equal Opportunities Plan for Women is an "integrated plan for promoting a participative process that will allow policies and joint actions to be defined by the city, public and private players, and civil society, with a view to building a city that guarantees equal opportunities for men and for women (Municipalidad de Córdoba, 2013)."

The plan raises awareness around gendered issues of representation, condemns sexual violence in the city, and ensures there is representation of women in decision-making roles in social and economic development.

Spotlight: Marrakech
Forming broad partnerships to address VAWG

▶ Source: Juan Antonio Segal. Jemaa el Fna Square.
https://www.flickr.com/photos/jafsegal/18367788408/in/photostream/
This photo is licensed under the terms of the CC-by-2.0.

In 2012, Marrakech developed its ***Marrakech: Safe and Friendly City for All programme***, based on UN Women's "Safe City Approach". The programme seeks to "prevent and respond to sexual harassment against women and girls, and other forms of violence in public spaces in some of the most disadvantaged neigh-

bourhoods (UN Women, 2015)." They also formed a committee bringing together women's grassroots organizations, the provincial government, the district government, the Municipality of Marrakech, local non-profit organizations, UNICEF, and national ministries.

Launching a Public Safety Council for Women

▶ Source: Alcaldía de Medellín.

Medellín joined UN Women's Safe Cities and Safe Public Spaces programme and has introduced a **Public Safety Council for Women** as part of its implementation efforts. This initiative develops, implements, and evaluates comprehensive tools, policies and approaches for the prevention of, and response to, sexual harassment and other forms of sexual VAWG in different environments.

As part of this commitment, gender mainstreaming has been introduced into their city zoning plan. Under the leadership of a woman, the Council of Medellín primarily advocates for gender issues, with **the aim of inspiring and encouraging the change of attitudes and behaviours** towards a transition of cross-cutting policies with a gender approach.

04. Implications and Conclusions

Reducing violence against a full diversity of women and girls in public space fosters inclusive, accessible, and equitable cities for all. While many women have taken on the responsibility for protecting themselves from violence and have developed strategies for their own safety, it is also the responsibility of everyone else, including governments and men and boys in their communities to promote safety.

This report mapped policies that exist in metropolises across the globe to specifically address violence against women and girls in public urban space. The mapping looked at then 137 members of Metropolis, finding that forty-nine of these administrations have such policies, which are documented above in the results section. Thirty of these members were more thoroughly researched, though not all of them have policies in place.

In conducting this research, it was found that policies that address sexual harassment and violence in public space can generally be classified as responsive, preventative, or transformative. Of course, these categories may blur: there may not be a clear distinction between whether a policy prevents or responds to VAWG (such as in the example of police resources) and policies overlap between them. Overall, of the 83 policies identified in this report, 33 policies are responsive, 34 are preventative, and 16 are transformative.

This report has also shown the range of types of approaches that metropolises use to respond to, prevent and end VAWG: the use of legislation to establish both normative standards for behaviour and punishments for transgression; strategies which focus on changing aspects of urban planning and design; those which respond to issues of safety on public transport; those which embrace technological tools such as hotlines, mobile apps, and text message systems to report and map areas of risk; and programmes which range from general awareness raising and public education, to specifically focused programmes on gender roles and masculinity. Further, many cities use collaborative multi-sector partnerships which bring together a range of civil and government stakeholders. Many of these collaborations are transformative. Transformative policies are key to challenging the underlying systems of oppression that lead to gender-based violence, and eradicating this violence from our societies. Nevertheless, policies which provide services and supports to survivors of VAWG are necessary as long as violence occurs; survivors need recourse and resources when incidents happen. Developing a range of prevention strategies is of key importance in making women feel safer, and lowering rates of violence.

While the acknowledgement by metropolises that women have different experiences of the city can be seen as a positive step forward, there are of course still some problems that arise in making policies with women's safety as the goal.

Policies vary in the emphasis they place on the role of the perpetrator or victim in ending violence and making public spaces safer. Some policies can place the onus for reducing sexual violence and harassment on women themselves or fail to deal with the more deep-seated causes of VAWG (the use of women-only transport options, for example), whereas others require perpetrators to change their behavior and engage with the community, demonstrating that everyone has a role to play in responding to, preventing, and ending violence against women and girls in public space. Bystanders, police and transit officials, taxi and bus drivers, and men and boys can participate in making public spaces safe for women and girls.

Similarly, a failure to take an intersectional approach from the outset of developing, implementing, and monitoring a policy can limit this policy's potential to create safe cities for all, and limit its effects to a select group of women, often those that are already privileged in their society. Race, class, ability, age, sexual identity, and gender all intersect to shape the experiences of people in their societies and influence who benefits from metropolitan policies. In col-

lecting data on the policies that exist in metropolises across the globe, it was found that an intersectional approach is rarely made explicit in the policy. Policies that foster safety for some women may not work for others, and might even have the opposite effect. This report highlights many policies that rely on police and security forces in cities, but it must be noted that while punishment of harassment can be a tool that challenges the normalization of violence against women and girls, in many communities, criminalization is used disproportionately against marginalized peoples, both men and women, particularly non-Caucasian people and/or people without class privilege. In North America, a national study quoted in a City Lab article, "What Cities Are Doing to Fight Street Harassment," reported that the second most common form of police brutality is sexual assault. Some women, in particular non-Caucasian women, may not feel safe calling the police, or using technologies that relay information to them relating to sexual violence.Another example is the use of technology as a tool - many women may not have access to mobile phones or mobile phones with applications.

In turn, in developing, implementing, and monitoring metropolitan policies, a diverse group of women must be considered and included in the process. And, when an intersectional approach is taken, it should be made explicit in the written policy.

The most potentially impactful and transformative policy making incorporates metropolitan partnerships with civil society and a diversity of communities, and aims to transform gender relations and norms in society. The safety of a metropolis is the responsibility of everyone, and metropolitan governments and authorities from various sectors including urban planners, transit and police authorities, NGOs, citizens including both men and women, all play an important role in promoting such safety.

Overall, however, it is important to monitor the policies that are implemented, and to collect data on whether a policy impacts a women's perceived and real safety and her right to the city. Research on the benefits of CCTV cameras, for example, is needed to assess whether it reduces incidents of violence against women, and if it makes women feel safer. The implementation of many technology-based solutions is quite recent, and requires evaluation. It will be important to assess the extent to which they lead not just to an increase in reporting incidents, but also whether or not governments institute policies in response to the information collated. Monitoring should also be sure to assess a diversity of women's experiences to understand how effective the policy is in promoting all women's safety.

This report demonstrates that there exist globally a range of policies taking diverse approaches to fostering women's safety in public space. Metropolitan governments can use their work as a starting point to implement policies in their own metropolises. The issue of women's safety in public space is a key issue in developing inclusive, accessible, equitable cities of the future and promoting gender equality worldwide.

05. Appendices

Appendix 1: Questionnaire 1

Metropolis Name: _____

First Name and Surname: _____

Department: _____

1. Using a scale of 1 to 5, where 1 is not at all important and 5 is extremely important, how important is women's safety in public spaces in your metropolis?

1 — 2 — 3 — 4 — 5

2. Does your metropolis have a specific:

   2.1 **Strategy** for preventing, reducing and ending violence against women and girls (VAWG) in public spaces?
   Yes, please describe _____
   No

   2.2 **Policy** to address VAWG in public spaces
   Yes, please describe _____
   No

   2.3 **Action plan** to address VAWG in public spaces
   Yes, please describe _____
   No

3. Who is the best local authority to follow up with in your metropolis to learn more about the work you are doing to prevent, respond to and end violence in public spaces against women and girls in your metropolis?

Name, position, and contact details _____

Appendix 2: Questionnaire 2

Women's Safety and Public Spaces: Mapping Metropolitan Policies

The purpose of this questionnaire is to collect information about municipal policies that address sexual violence. A policy can be defined as a plan of action, usually developed by a government, to tackle a problem that has been identified as a priority. A policy is usually long term and includes a range of strategies. Please use the questionnaire below to provide information about policies in your metropolis that reduce violence against women in public spaces, making the city more inclusive, safe, and accessible for all. We will be using the responses for our research, which will be compiled in an official report mapping policies across Metropolis's 137 members

1. What is the name of your metropolis?

2. Which statement best describes your metropolis's approach to sexual violence against women and girls in public spaces? (select one)

        a. Sexual violence against women and girls is not an issue in my metropolis
        b. The police respond to cases of sexual violence
        c. We have strategies in place to prevent sexual violence.
        d. Addressing sexual violence is a shared responsibility across different sectors

3. What policies does your metropolis have for preventing, responding to, and ending sexual violence against women and girls (select all that apply)

	Not applicable	Being developed	Adopted	Under Review
3.1 Sexual harassment (unwelcome sexual advances, requests for sexual favors, and other unwelcome verbal or physical conduct of a sexual nature)				
3.2 Sexual assault (An act of physical or sexual violence against a person, occurring without their consent, a violation of a person's bodily integrity and sexual autonomy)				
3.3. Violence against women and girls in public transportation				
3.4 Stalking				
3.5 There are no policies that address violence against women in metropolises				
3.6 Other (please describe)				

4. Is there anything else you would like to let us know in relation to the topic of how your metropolis is safe for women and girls? (COMMENT BOX)

- Can we contact you further for more information (telephone number or email address and name)_____

Thank you for your participation in this survey! As stated above, all research will be compiled in an official report published by Metropolis.

Appendix 3: List of the 30 Metropolis members which were more thoroughly researched

Member	Region	Country
Abidjan	Africa	Côte d'Ivoire
Cairo	Africa	Egypt
Addis Ababa	Africa	Ethiopia
Bamako	Africa	Mali
Casablanca	Africa	Morocco
Dakar	Africa	Senegal
Johannesburg	Africa	South Africa
Shanghai	Asia	China
Delhi	Asia	India
Bangkok	Asia	Thailand
Jakarta	Asia	Indonesia
Tehran	Asia	Iran
Seoul	Asia	South Korea
Istanbul	Asia	Turkey
Athens	Europe	Greece
Brussels	Europe	Belgium
Barcelona (city)	Europe	Spain
Berlin	Europe	Germany
île-de-France	Europe	France
Buenos Aires	Latin America & the Caribbean	Argentina
La Paz	Latin America & the Caribbean	Bolivia
Rio de Janeiro	Latin America & the Caribbean	Brazil
Santiago de Chile	Latin America & the Caribbean	Chile
Bogotá	Latin America & the Caribbean	Colombia
Quito	Latin America & the Caribbean	Ecuador
San Salvador	Latin America & the Caribbean	El Salvador
Montevideo	Latin America & the Caribbean	Uruguay
Mexico City	Latin America & the Caribbean	Mexico
Montreal	North America	Canada
Atlanta	North America	USA

Appendix 4:
results of the policy mapping

Members that were identified as having policies through desk research and members that responded to the questionnaire

R: Responsive policies
P: Preventative policies
T: Transformative policies

Metropolises by region	Policies	Legislation and Regulation	Security and Policing	Public Transit	Technology	Urban design	Education and Awareness-raising	Multisectorial partnerships	No relevant policies
Africa									
Abidjan									X
Bamako	"Program for Women and Girls affected by the crisis, their Reha-bilitation and full participation in peacebuilding"				R				
Alexandria	Amendment to Article 306A in the Egyptian Penal Code	R							
Cairo	Utilities and Urban Development Women's Safety Audits, Ministry of Housing					P	T		
Cairo	Engaging men and young men and women to lead behaviour change campaigns in schools and cities					P	T		
Dakar									X
Johannesburg	Identifying and Reclaiming un-safe spaces: Informal Businesses against Crime					P	P		
Johannesburg	Holistic Safety Awareness and Education on GBV					P	P		
Johannesburg	Policy of ALSA buses					P	P		
Marrakech	Local government partnership with UN Women's Marrakech: Safe and Friendly			R			T	T	
Rabat	Action of the local Autobuses Lu-arca in partnership with Rabat Safe City Program						T		
North America									
Atlanta	Metropolitan Atlanta Rapid Transit Authority (MARTA) Code of Conduct	R							
Montréal	"Between Two Stops" Request Stop Service			P		P			
Montréal	Planning and Design for Urban Mobility			P		P			

Metropolises by region	Policies	Legislation and Regulation	Security and Policing	Public Transit	Technology	Urban design	Education and Awareness-raising	Multisectorial partnerships	No relevant policies
Toronto	"Between Two Stops" Request Stop Service			P	R				
	#This is Where Advertisement Campaign and App								
Ciudad de Mexico	"Safe Travel in Public Transport of Mexico City"			P			T	T	
	"CDMX, A Safe and Friendly City for Women and Girls"								
Europe									
Île-de-France	"Never Minimize Sexual Harass-ment"				R				
Barcelona	Plan para la Justicia de Género (2016-2020)				R	P	T	T	
	Políticas de seguridad y espacio público con perspectiva de género en la ciudad de Barcelona								
	Protocolo "No callamos" contra las agresiones y los acosos sexuales en espacios de ocio nocturno privado								
Madrid	Integral Act 5/2005, regulating gender violence in the community of Madrid, Art. 2, 7, and 29; Program of Actions Against Gender Violence	T							
Brussels	Signale la Violence	P			R				
	Belgium's National Action Plan Against All Forms of Gender Based Violence								
Grand Lyon	La Stratégie Territoriale de Sécurité et de Prévention de la Délinquance 2014-2017 of SYTRAL			P					
Latin America and the Caribbean									
Minas Gerais	Mandate of regional metropolis network "Regional Consortium: Mulheres das Gerais"			P				T	
Bogota	"Local Security Plans" and "Committee for Safe Cities"							T	
Brasilia	Law to ensure buses allow women off wherever they want (law name not found)			P					
Buenos Aires	Integral Law of Prevention and sanction of Sexual Harassment	T							
Cordoba	"Equal Opportunities Plan for Women in the City of Córdoba"							T	

Metropolises by region	Policies	Legislation and Regulation	Security and Policing	Public Transit	Technology	Urban design	Education and Awareness-raising	Multisectorial partnerships	No relevant policies
La Paz	The Municipal Secretariat for Social Development: "Peace in La Paz, safe and free of violence"							R	
Guayaquil	"Amiga ya no estás Sola"	R							
Medellín	"Safe and Peaceful Medellin"								
	Goal 2 of the 2016 Resilient Medellin Strategy; Cultural Policy 2002-2014			P				T	
Quito	2012 Ordinance 0235, Article (4)(d) Sexual harassment of women								
	2012 Ordinance 0235, Article (5) Sexual harassment of women in public means of transport			P	R	P	T		
Rio de Janeiro	Planning and Public Security Management of the Municipal Secretariat of Urbanism, Infrastructure and Housing					P			
Rosario	Programa de Atención y Prevención de la Violencia de Género				R				
San Salvador	The city of San Salvador implementing UN Project "Safe Cities for Everybody "				R				
Santiago de Chile	Initiatives fall under the mandate of the city's Urban Safety and Prevention Directorate and are implemented by Community Cohesion Groups					P			
Asia									
Faisalabad	The Punjab Protection of Women Against Violence Act 2016, Punjab Commission on the Status of Women Act 2014	P			R				
Dubai	Action of Dubai Metro			P					
Istanbul	Request stop system on busses after 10pm (no official name)			P					
Tehran	Local transportation offers women-only transportation			P					
Mashhad	Mashhad municipality actions to have a safe and secure Public Spaces & Transportation for Women	R	R	P		P			
Bhopal	City partners with national initiative EMBARQ Sustainable Urban Mobility			P					
Bangkok	City participates in national program One Stop Crisis Centre				R				

Metropolises by region	Policies	Legislation and Regulation	Security and Policing	Public Transit	Technology	Urban design	Education and Awareness-raising	Multisectorial partnerships	No relevant policies
Guangzhou	Guangzhou Regulations on the Protection of Rights and Interests of Women			P					
Gwangju	Gwangju Human Rights Charter: see Article 9, section 3, gender-impact assessment and policy	R							
Hanoi	Action of the local Hanoi City Bus			R					
Jakarta	Action of TransJakarta Bus Rapid Transit			P					
New Delhi	Policy of Delhi Metro		R	R	R				
	Hotline of Delhi Police for women								
	Nirbhaya Fund is administered by the national-level Secretary of Women and Child Development to support multiple actions promoting the safety of women								
	Municipal transport authority partnership with Jagori: Safe Delhi Campaign		R	P					
Kathmandu	Public Transit Code of Conduct 2010			R					
Kuala Lumpur	Local transportation offers Women-only buses			P					
Karnataka	Local police partners with "Suraksha' App and creates women run police forces		R		R				
Kolkata	Sec 354 of the IPC implemented by Kolkata Police		R	P	R				
	Women only public transportation offered by city								
	Women Helpline								
	Sec 356 of the IPC implemented by Kolkata Police		R						
Hyderabad	Home Ministry's "safe city" plan		R	P		P			
	She Teams (Hyderabad City Police)								
	City action under Telangana State commitment to safety of women								
	Bharosa' programme of Hyderabad Police Home Ministry's "safe city" plan		R						
Shenzhen	Regulation to Promote Gender Equality in the Shenzen Special Economic Zone			P					

Metropolises by region	Policies	Legislation and Regulation	Security and Policing	Public Transit	Technology	Urban design	Education and Awareness-raising	Multisectorial partnerships	No relevant policies
Seoul	Article 20 of the Seoul Metropolitan Government Framework Ordinance on Gender Equality ; Seoul Safer Neighbourhoods for Women Program	R				P	T		
Busan	Busan Metropolitan City Ordinance for Preventing Violence Against Women and Children.	P							
Zhengzhou	Local transportation offers women-only bus service			P					
51 cities		11	8	25	14	9	8	8	2
		6R/3P/2T	8R/0P/0T	4R/21P/0T	13R/1P/0T	0R/9P/0T	0R/1P/7T	1R/0P/7T	

Appendix 5
Results of policy mapping by indicators — policy typologies and approaches

Indicator	# of Metropolis members	%
Proportion of Metropolis members with strategies to respond to VAWG	24 of 49	49%
Proportion of Metropolis members with strategies to prevent VAWG	30 of 49	61%
Proportion of Metropolis members with a transformative, multi-pronged approach to ending VAWG	13 of 49	26%
Proportion of Metropolis members using technology as a tool in their policies	14 of 49	28%
Proportion of Metropolis members that use education and awareness raising	8 of 49	16%
Proportion of Metropolis members that have policies that address public transportation	24 of 49	49%
Proportion of Metropolis members that have more than one kind of policy to address VAWG in public spaces	18 of 49	36%

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This publication contributes to the implementation
of the following Sustainable Development Goals:

#MetroGovernance

metropolis ● world association of the major metropolises