



# Whose City?

An evaluation of urban safety  
for women in 10 countries

ACTIONAID - 2017



Safe  
Cities  
For  
Women



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# Executive summary

The *New Urban Agenda*<sup>1</sup> agreed at the United Nations Conference on Housing and Sustainable Urban Development (also called Habitat III) in Quito, October 2016, guides nation states, city and regional authorities and others in their thinking about cities, urbanisation and sustainable development. It commits to making real the concept of ‘cities for all’ (often referred to as the ‘right to the city’), bringing together a set of already internationally recognised rights to ensure that inhabitants enjoy a just and sustainable city, which is essential for a high quality of life. Women’s participation is essential for building cities that are enjoyed fairly and equally by all who live in and access them. It is fundamental that their voices are heard and their experiences considered when shaping the city.

ActionAid and its partners have been working to safeguard women’s right to the city for many years, primarily through the *Safe Cities for Women* campaign, to address violence against women in urban public spaces. It is widely acknowledged that, overall, governments across the world still fail to prioritise women’s rights by

continuing to pursue a neoliberal model of development which, among other things, suppresses regulation and the equal distribution of wealth; promotes the privatisation of public services and exploitation of women’s paid and unpaid labour; and ultimately entrenches gender inequality. Urban planning is often gender-blind, failing to recognise or respond to the different ways in which women and men experience urban spaces and their differing practical and long-term needs.

This report presents the results of an evaluation of women’s safety in urban spaces in a broad selection of countries in which ActionAid works: Bangladesh, Brazil, the Democratic Republic of Congo (DRC), Jordan, Liberia, Nepal, Nigeria, Senegal, South Africa and Zimbabwe. A scorecard method is used to score countries based on the overall rate of physical and sexual violence women face in their lifetimes; the existence of national legal frameworks and resourced plans of action to address gender-based violence; and whether or not there is a gender analysis and perspective applied in urban planning – particularly in the design and planning of



Informal settlement in Kathmandu, Nepal.

PHOTO: KISHOR K. SHARMA/ACTIONAID

1. The New Urban Agenda is an urbanization action blueprint for governments, the UN, civil society, communities, the private sector, professionals, the scientific and academic community, in support of the 2030 Agenda on Sustainable Development; especially SDG 11 - making cities inclusive, safe, resilient and sustainable. Available at <http://nua.unhabitat.org/>

public transport. This scorecard does not claim to be a fully comprehensive analysis of all factors impacting on women's safety in cities. For example, rather than look at all public services available, it focuses on public transport. However, it provides a first glimpse of the challenges, and touches on some key issues, particularly governments' capacity to address women's safety.<sup>2</sup>

The report aims to help governments better understand where they may be falling short, and to identify and prioritise actions to improve urban safety. It shows that women still do not fully enjoy their right to the city despite government commitments to end gender-based violence using various rights instruments, national legislation, policy frameworks, or the setting up of national central policy-making and coordination structures for mainstreaming gender equality. Across the board, women overwhelmingly still face and are constantly under the threat of violence, harassment and intimidation. In Nepal, nine in 10 women interviewed face sexual harassment in public places and the younger they are the more they are at risk.<sup>3</sup> In Brazil, a woman is raped every 11 minutes and the situation is deteriorating as the country experiences a rapid roll-back on its women's rights commitments.<sup>4</sup> In Senegal, deep-rooted patriarchal beliefs continue to influence legal and policy frameworks such that women's rights go unprotected.<sup>5</sup> In Jordan, there has been a major debate recently about amendments to the penal code that sought to maintain immunity from prosecution for rapists if they marry their victims aged between 15 and 18 years.<sup>6</sup>

Advocating for state authorities to be accountable for the delivery of accessible, affordable, quality gender-responsive public services has been at the heart of the Safe Cities for Women work. Women's safety and enjoyment of their right to the city depend on proper road and lighting infrastructure; public transport; water and sanitation, including public toilets; policing; crime prevention; and violence-response services such as shelters, rape crisis centres and legal aid. States violate human rights principles and entrench gender inequality

(including violence against women) when they fail to deliver universal public services. This evaluation focuses on public transport – recognising that safe public transport systems are a necessary prerequisite for women and girls to be able to exercise their right to freedom of movement and enjoy and use their cities' services without the threat of exclusion, sexual violence or harassment. Yet inappropriate design, unaffordability, inaccessibility and lack of safety continue to characterise public transport in many cities.<sup>7</sup>

Although we highlight some successful and innovative ways in which women's rights, social justice movements and civil society organisations influence and work with governments to improve women's urban safety, these best-practice cases are exceptions rather than the rule. Progress is held back by a lack of sustained implementation and resources.

This report calls for governments to take several measures, including:

- collecting detailed data on violence against women in public spaces and using this data to design prevention and response programmes related to urban safety;
- ensuring that women's groups and survivors of violence participate throughout all stages and processes of designing, monitoring and auditing such programmes;
- addressing the persistent institutional sexism across key implementing bodies, such as the police force, judiciary and the public sector as a whole;
- ensuring that all public services are funded, universal, accessible and gender responsive, including services that prevent and respond to violence against women; and
- implementing progressive taxation policies to ensure that public services are adequately financed, and removing any incentives corporates might have that weaken the respect for and protection of women's rights.

2. In further studies we will look at measures for women's economic empowerment, data on the gender responsiveness of services other than transport, and at different sources of data on violence; issues all key to a holistic approach to urban safety. Hanh Chi, D. and Thi Lan Phuong, L. (2016), *Policy Brief, Safe Cities for Women and Girls: Can Dreams Come True?*, ActionAid: Ha Noi, p.5 and p.17. A; and ActionAid Vietnam (2016) *For a Safe City for Women and Girls*, ActionAid: Ha Noi, p.13. Both available at: <http://www.actionaid.org/vietnam/publications> [accessed: 7 November 2017].

3. ActionAid (2015), *Women and the City III: A Summary of Baseline Data on Violence Against Women and Girls in Seven Countries*, ActionAid: Johannesburg, p.34. Available at: [http://www.actionaid.org/sites/files/actionaid/women\\_and\\_the\\_city\\_iii.pdf](http://www.actionaid.org/sites/files/actionaid/women_and_the_city_iii.pdf) [accessed: 1 November 2017].

4. Buenos Aires Herald.com (2016), *At Least One Rape Every 11 Minutes in Brazil*. Available at: <http://www.buenosairesherald.com/article/215282/at-least-one-rape-every-11-minutes-in-brazil> [accessed: 1 November 2017].

5. Conversations with ActionAid Senegal, August 2017.

6. Hussein, R. (2015), 'Projected Penal Code Amendment Scraps Article Pardoning Rapists Who Marry Victims', *Jordan Times*. Available at: <http://www.jordantimes.com/news/local/projected-penal-code-amendment-scraps-article-pardoning-rapists-who-marry-victims%E2%80%99> [accessed: 2 November 2017].

7. ActionAid (2016), *Freedom to Move: Women's Experience of Urban Public Transport in Bangladesh, Brazil and Nigeria, and How Lost Tax Revenues Can Pay to Improve It*. Available at: [http://www.actionaid.org/sites/files/actionaid/178619\\_2785.pdf](http://www.actionaid.org/sites/files/actionaid/178619_2785.pdf) [accessed 10 November 2017].

## Adopting a *Safe Cities for Women* plan, Garanhuns, Brazil

The *Safe Cities for Women* campaign in Brazil engages with the state to strengthen public bodies for women. It brings women's knowledge and experience to the Women's Secretariats – government entities with allocated staff and budgets designed to ensure that a gender perspective informed by women from different backgrounds and experiences results in better gender-responsive policies and services.

ActionAid and its partners initially held seminars with the managers of the Women's Secretariats in the state of Pernambuco, north-east Brazil. This was followed by meetings with the full Women's Secretariats in seven local government areas to popularise the campaign and to suggest monitoring meetings and ongoing training. The initiative now seeks to build an alliance linking the local government areas together to campaign for better gender-responsive public policies in cities. It has held meetings with representatives from different sectors – including public lighting, security, transport, urban planning and finance – to put gender-responsive urban planning on the agenda of all involved.

In the city of Garanhuns in Pernambuco, the local government has launched a public policy plan called 'The City We Want is Safe for Women'. The plan includes actions for a range of actors including the local government secretariats, the public prosecutor's office and the judiciary, and was established through a mutual commitment to ensure effective gender-responsive policies. This includes strengthening special women's courts; increasing the number of police stations; police training on gender; improvement in public transport (allowing women to choose where they want to get off buses after nightfall); investment in infrastructure, including increased and improved street lighting; and training on gender and violence against women in schools. The launch and implementation of this plan will benefit approximately 2,000 women in Garanhuns.

Renata is a political leader in her neighbourhood in Garanhuns and is also part of the Women's Forum of Pernambuco. She says that the relationship with the Women's Secretariat has helped reduce rates of violence against women through greater access to better public policies. In her view, one of the most important victories was getting better street lighting to reduce women's vulnerability on public transport.

Cases of assault and violence still happen, as eradicating patriarchy (the system of unequal power relations between women and men, where women are systematically disadvantaged), will take longer to shift. However, after this intervention, women feel considerably safer to walk around the neighbourhoods and play sports – taking part in these activities in themselves is one small step towards shifting power.<sup>8</sup>



Renata, local campaigner, Garanhuns, Brazil.

PHOTO: ACTIONAID

8. Case study gathered by ActionAid Brazil, 2017.

# Section 1: Violence against women and girls – a global pandemic

Women around the world are more likely to live in poverty than men, with poorer access to land, education, decent incomes and decision-making power, and a greater likelihood of experiencing violence – all of which keeps them marginalised and excluded. Globally, women and girls face widespread violence, sexual harassment and abuse in many spaces – in their homes, workplaces, on the streets and on public transport. Women’s constant fear of violence is a violation of their rights and prevents them from living full and equal lives.

In its 2017 report *Ending Violence Against Women and Girls*, UN Women states that almost two thirds of women globally endure long-term violence, with half experiencing violence daily. Four million women and girls annually are trafficked.<sup>9</sup>

Three in 10 women worldwide have been punched, shoved, dragged, threatened with weapons, raped, or subjected to other violence by a current or former partner. Almost one in 10 women has been sexually assaulted by someone other than a partner. Of women who are murdered, more than one in three is killed by an intimate partner.<sup>10</sup>

Violence against women and girls is one of the most universal and pervasive human rights violations globally – of pandemic proportions – with country data showing that about one third of women in the world report experiencing physical or sexual violence at some point in their lifetime, mainly by their partners.<sup>11</sup> Violence against women is not always seen as a crime. Most of the time it is considered a private matter – especially violence in private spaces, which is the most under-reported crime.<sup>12</sup>

Violence harms women in ways beyond physical injury. It is not limited to assault or abuse, the gang on the corner or the illegitimate use of force, and is also about hunger and a lack of quality education, overcrowded hospitals, streets without sidewalks, an absence of parks and an unjust legal system. It includes discrimination based on ethnicity, race, caste, class, age, sexual orientation and gender identity.

The costs of violence are visible and invisible. Visible costs include those to women’s health, while a less-visible cost is the fear that stops women from participating in cultural and political life, from studying and from being part of the public sphere. Fear is a permanent constraint on mobility and limits access to resources and basic activities. It is one of the crucial social mechanisms by which women are forced into a subordinate position to men. It is the manifestation of the historically unequal power relations between men and women and derives essentially from cultural patterns, and traditional or customary practices that perpetuate lower status.



Theresa Gono, 26, feels unsafe at her university campus due to lack of lighting, Liberia.

PHOTO: RUTH MCDOWALL/ACTIONAID

9. UN women (2017), *Ending Violence Against Women and Girls*. Available at: <http://annualreport.unwomen.org/en/2017/what-we-do/ending-violence-against-women-and-girls> [accessed: 12 November 2017].
10. Barker, M. (2013), *Violence Against Women at Epidemic Proportions. Multicountry Analyses Spotlight a Dark Problem*, Scientific American. Available at: <https://www.scientificamerican.com/article/violence-against-women-at-epidemic-proportions/> [accessed: 2 November 2017].
11. See UN Women (2016), *Package of Essentials for Addressing Violence Against Women*. Available at: <http://www.unwomen.org/en/digital-library/publications/2016/11/essentials-for-addressing-violence-against-women> [accessed: 2 November 2017].
12. WHO. 2017 UNECE, *Until it Stops. Violence Against Women Across Transitional Europe*. Available at: <http://www.unece.org/fileadmin/DAM/stats/gender/publications/Multi-Country/Violence%20against%20Women.htm> [accessed: 2 November 2017].

Several organisations, including ActionAid and its partners, have drawn attention to the specific issue of women's lack of safety and the suppression of their mobility and expression in cities and urban spaces. Inadequate infrastructure, services and urban planning that ignore gender needs compound the well-known realities of violence for women in urban spaces. Women experience a range of rights violations as a result of urban insecurity<sup>13</sup> such as their right to enjoy their city and neighbourhood as citizens through social, cultural and leisure activities, freedom of movement, participation in political life and access to decent work and other economic opportunities. Violence against women in public spaces particularly affects poor and excluded women, and women's experiences in particular are related to their race, ethnicity, age, sexual orientation, disability, marital and parenthood status and socio-economic status.<sup>14</sup>

A study in New Delhi, India in 2012 found that 92% of women had experienced some form of sexual violence in public spaces in their lifetime, and 88% of women reported having experienced some form of verbal sexual harassment (including unwelcome comments of a sexual nature, whistling, leering or making obscene gestures) in their lifetime.<sup>15</sup>

The lack of accessible, quality and gender-responsive public services – street lighting, housing, water and sanitation, public transport, policing, security, health, and violence response services (shelters, rape crisis centres and legal aid) and others – contribute significantly to women's lack of bodily integrity,<sup>16</sup> including when they seek redress for violence. Less than 40% of women who experience violence in the private or public sphere seek help.<sup>17</sup> This figure points to women's lack of trust in authorities and the justice system.

## The innovative Safetipin Project, Delhi, Bogota and Nairobi<sup>18</sup>

Safetipin is a project aimed at building safe cities for women through technology. It is being rolled out in Delhi, Bogota and Nairobi. Women and men use their smart phones to upload data and photos about where they feel safe and unsafe in a city. This crowd-sourced data is available for others to use when they make decisions about how to move around a city. The app has a simple home page with alarm features, and also allows friends and family to track routes taken. While the app itself poses risks, it may help some women make choices.

Kalpna Vishwanath, Co-founder of Safetipin, envisions the app as generating a solidarity movement where women are more confident to speak out and record harassment – both on the app and with the police (one of the features of the app is that it can display the nearest police station and medical centre). Vishwanath hopes that the data provided can be used to identify why some areas are less safe than others – analysis of which can form the basis of political action for change. The Safetipin team works with governments and city planners to influence change.

ActionAid Vietnam is piloting an app called S-city. Like Safetipin, this helps users access crowd-sourced data on the perception of safety in cities and rate the safety and quality of public services, such as toilets or bus stations. It also has a map function to guide users on the best routes to take. The app currently has 800 users and ActionAid Vietnam is working with users to identify ways to expand functionality and promote it to a wider audience.<sup>19</sup>



Safe Cities mobile app.

PHOTO: ACTIONAID

13. ActionAid (2011), *Women and the City. Examining the Gender Impact on Violence and Urbanisation*. Available at: [http://www.actionaid.org/sites/files/actionaid/actionaid\\_2011\\_women\\_and\\_the\\_city.pdf](http://www.actionaid.org/sites/files/actionaid/actionaid_2011_women_and_the_city.pdf) [accessed 7 November 2017].
14. Ibid.
15. Empowered, *Gender Violence and Causes of it*, blog. Available at: <https://empoweredwomenfreefromviolence.wordpress.com/2017/04/17/gender-violence-and-the-effects-of-it/> [accessed 7 November 2017].
16. ActionAid (2013), *Women and The City II: Combating Violence against Women and Girls in Urban Public Spaces – the Role of Public Services*. Available at: [http://www.actionaid.org/sites/files/actionaid/women\\_and\\_the\\_city\\_ii\\_1.pdf](http://www.actionaid.org/sites/files/actionaid/women_and_the_city_ii_1.pdf) [accessed: 7 November 2017].
17. UN Women (2017), *Facts and Figures: Ending Violence Against Women*. Available at: <http://www.unwomen.org/en/what-we-do/ending-violence-against-women/facts-and-figures> [accessed: 7 November 2017].
18. See: Safetipin (2016), *The Comparative Analysis Report on Safe Audits Done in Delhi, Bogota, Nairobi*. Available at: <http://safetipin.com/projects> [accessed: 2 November 2017].
19. See: <http://safecity.vn/en/tutorial/>.

# Existing efforts to end violence against women

## Regional and international agreements and instruments

Several conventions, declarations and conferences have been key to the global recognition of violence against women. International Women's Year in 1975 was a turning point and the ensuing UN Decade for Women (1976-1985) was a worldwide effort to highlight the status of women and bring women into decision-making at all levels.<sup>20</sup>

In 1979 the *Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)* was adopted by the UN General Assembly and has since been ratified by 185 nations.<sup>21</sup> It is a landmark international agreement that affirms principles of fundamental human rights and equality for women around the world, recognising that women's rights are human rights. What is significant about this convention is that it specifies in detail the right to equality and non-discrimination and also a broad range of actions that must be taken to achieve this equality. It defines what constitutes discrimination against women and establishes an agenda for national actions to end it. Nonetheless, although women's rights are human rights, they are not universally respected – even in some of the countries that have ratified CEDAW.<sup>22</sup>

In 1993 the *UN Declaration on the Elimination of Violence against Women* became the first international instrument explicitly defining and addressing violence against women, and in 1994 the Organization of American States (OAS) adopted the *Convention on the Prevention, Punishment and Eradication of Violence against Women*,

*Convention of Belem do Para*. The text defines violence against women as: "... any act or conduct, based on gender, which causes death or physical, sexual or psychological harm or suffering to women, whether in the public or private sphere". The document also includes recourse to a court for protection against acts that violate women's rights, to associate freely, to profess religion and beliefs, to have equal access to public services and to take part in the conduct of public affairs, including decision-making. It has had huge influence.<sup>23</sup>

In 1995, following the Fourth World Conference on Women, the UN adopted the crucial *Beijing Platform for Action*, an agenda for women's empowerment that aims to remove all obstacles to women's active participation in all spheres of public and private life. It specifies that it is the duty of states to promote and protect rights. The Platform highlights violence as a key obstacle to achieving equality.<sup>24</sup>

In 2003, the African Union adopted the *Protocol to the African Charter on Human and Peoples' Rights (ACHPR) on the Rights of Women in Africa*, popularly referred to as the *Maputo Protocol*. The Protocol came into force in 2005 and, among other things, recognises a woman's right to the integrity and security of her person by prohibiting all forms of exploitation, cruel, inhuman or degrading punishment and treatment.<sup>25</sup> As of October 2016, 37 of 54 countries had ratified this Protocol, with two countries – Botswana and Egypt – having not signed it at all.

The Southern African Development Community (SADC) *Protocol on Gender and Development*, adopted in 2008 and updated in 2015,<sup>26</sup> includes specific targets to combat gender-based violence, including legal review and reforms, education and prevention programmes.

Beyond this, at least 119 countries have passed laws on domestic violence, 125 have laws on sexual harassment and 52 have laws on marital rape.<sup>27</sup>

20. Beijing Declaration and Platform for Action 1995. Available at: <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf> [accessed: 2 November 2017].

21. Only six nations have not adopted CEDAW, namely Iran, Palau, Sudan, Somalia, the US and Tonga.

22. UN Women, *Convention on the Elimination of All Forms of Discrimination against Women*. Available at: <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm> [accessed: 2 November 2017].

23. Ana Falu, correspondence, August 2017.

24. Beijing Declaration and Platform for Action 1995. Available at: <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf> [accessed: 2 November 2017].

25. African Union (2003), *Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa*. Available at [http://www.achpr.org/files/instruments/women-protocol/achpr\\_instr\\_proto\\_women\\_eng.pdf](http://www.achpr.org/files/instruments/women-protocol/achpr_instr_proto_women_eng.pdf) [accessed 7 November 2017].

26. Southern African Development Community (2015), *Protocol on Gender and Development*. Available at <http://genderlinks.org.za/wp-content/uploads/2016/01/ADOPTED-REVISED-PROTOCOL-ON-GAD.pdf> [accessed 7 November 2017].

27. UN Women, *Ending Violence Against Women*. Available at: <http://www.unwomen.org/en/what-we-do/ending-violence-against-women> [accessed: 2 November 2017]; UN (2015), *The World's Women 2015. Trends and Statistics*. p.139. Available at: [https://unstats.un.org/unsd/gender/downloads/WorldsWomen2015\\_report.pdf](https://unstats.un.org/unsd/gender/downloads/WorldsWomen2015_report.pdf) [accessed: 7 November 2017].

## Having a policy in place is just the first step

Even when laws exist, they are not necessarily compliant with international commitments and standards.

For example, 37 countries still exempt rapists from prosecution when they are married to or subsequently marry the victim.<sup>28</sup> In addition, there are major challenges to implementation, both in securing political will and budget.

Neoliberal policies tend to recommend smaller state support and cuts to public services.<sup>29</sup> Women already balance paid work and unpaid care work, and cuts to

healthcare, childcare and other services mean their unpaid care load is increased. This limits their ability to move around the city – a situation exacerbated by disinvestment in infrastructure and transport, which further reduces their rights to the city. In addition, austerity measures can have a negative impact on levels of violence.<sup>30</sup> This is particularly a risk since shelters, gender-based violence response or recovery centres and other services to support women who have experienced violence are reduced. In Brazil, for example, the current administration has brought with it a cut to vital institutions, services and programmes such as the National Secretariat for Public Policies for Women and the ‘Casas das Mulheres’ or ‘women’s houses’ (further explained in Section 3).

### Activists push back and shift power, South Africa

Despite having one of the most progressive legal frameworks in the world, not one year passes in South Africa without hate crimes being perpetrated against lesbian, gay, bisexual, transgender, intersex, asexual and queer (LGBTIAQ) people. In 2016, at least four people were murdered because of their sexuality and gender identity.<sup>31</sup> Often these cases see no justice.

Working with ActionAid South Africa, the Forum for Empowerment of Women (FEW) trained members of the Rainbow Activist Alliance (RAA) – a social movement of black lesbian women in Gauteng – in how to monitor court proceedings and ensure survivors’ and victims’ rights are upheld. From October 2014 to July 2015 members of RAA and FEW monitored proceedings and demanded justice for Thembelihle Sokhela at the trial of Thabo Molefe, accused of raping and murdering Thembelihle in September 2014.

The powerful presence of the RAA and FEW at the court case, and the pressure they put on the judiciary, helped ensure that on 30 July 2015 the court found Thabo Molefe guilty and sentenced him to 22 years in prison for murder and 12 years for rape. Here, collective action meant the women were able to hold duty bearers to account. To this day RAA and FEW continue to monitor hate crime cases to ensure legislation is implemented and perpetrators are brought to justice.



Soweto Pride, South Africa.

PHOTO: ACTIONAID

28. World Bank Group (2015), *Women, Business and the Law 2016*, database.

29. Monbiot, G. (2016), 'Neoliberalism – the Ideology at the Root of all our Problems', *The Guardian*. Available at: <https://www.theguardian.com/books/2016/apr/15/neoliberalism-ideology-problem-george-monbiot> [accessed 2 November 2017].

30. Noble, R. (2017), *Double Jeopardy. Violence Against Women and Economic Inequality*, ActionAid: London. p.9. Available at: [https://www.actionaid.org.uk/sites/default/files/publications/actionaid\\_double\\_jeopardy\\_decent\\_work\\_violence\\_against\\_women\\_6.pdf](https://www.actionaid.org.uk/sites/default/files/publications/actionaid_double_jeopardy_decent_work_violence_against_women_6.pdf) [accessed: 3 November 2017].

31. See: [http://www.iranti-org.co.za/content/Africa\\_by\\_country/South\\_Africa/01%20South%20African%20LGBT%20news.htm](http://www.iranti-org.co.za/content/Africa_by_country/South_Africa/01%20South%20African%20LGBT%20news.htm).

## Section 2: Women's right to the city – how cities are falling short

By mid-2009 more people – a total of 3.42 billion – lived in cities than in rural areas.<sup>32</sup> This is a fundamental shift. Cities have grown fast and unevenly and have failed to develop the technical capacities and infrastructure to support population growth.<sup>33</sup>

Cities have material, political and symbolic dimensions,<sup>34</sup> and so our approach to them should also be multidimensional. The material dimension includes the buildings and infrastructure. The political dimension is the management of the urban commons and urban planning. The symbolic dimension includes the city's inhabitants (past and present) and its culture, heritage and identities.

Women's relationship with all three aspects is complex and based on a range of intersecting identities, including their economic, social, cultural, racial, ethnic, religious, and sexual identities. And yet, whatever their background, and no matter the city, women have restricted access. Cities promise opportunities while simultaneously and ambiguously denying them

in practice. They are territories of tension where opportunities co-exist with violence, criminality, discrimination and exclusion. Women in cities experience more insecurity, no matter where they live. For example, in Canada, nearly 60% of women surveyed are afraid to walk alone at night as opposed to only 17% of men.<sup>35</sup>

Women are not part of decision-making structures in cities, and this means cities are not designed with women in mind; for example, there may be no lighting on routes used more by women, and public transport may serve some work zones more than others. Women are perceived as being responsible for the domestic sphere while men's roles are in the public sphere. In reality women play a dual role, but their paid work is often in the poorly paid informal sector, so even their public presence is hidden from view. The lack of gender-responsive public services also impacts the degree to which women have time to get involved in public planning and enjoy leisure activities. And of course, multiple other factors contribute to their general exclusion.<sup>36</sup>



Women walk through the streets of Dhaka, Bangladesh.

PHOTO: ACTIONAID

32. UNFPA (2009), *Urban and Rural Areas*, UNFPA: New York. Available at: <http://www.un.org/en/development/desa/population/publications/urbanization/urban-rural.shtml> [accessed: 3 November 2017].

33. Sassen, S. (2014), *Expulsions: Brutality and complexity in the global economy*. Harvard University Press.

34. Sacré & De Visscher (2017), *Learning the City: Cultural Approaches to Civic Learning in Urban Spaces*, Springer.

35. Michaud, A. (2002), *Pour un Environnement Urbain Sécuritaire. Guide d'amenagement*. Programme Femmes et Ville de la Ville de Montréal: Canada.

36. Kelly, R. (2016), *What a Way to Make a Living. Using Industrial Policy to Create More and Better Jobs*, ActionAid: London. Available at: [https://www.actionaid.org.uk/sites/default/files/publications/what\\_a\\_way\\_to\\_make\\_a\\_living\\_pdf.pdf](https://www.actionaid.org.uk/sites/default/files/publications/what_a_way_to_make_a_living_pdf.pdf) [accessed: 3 November 2017].

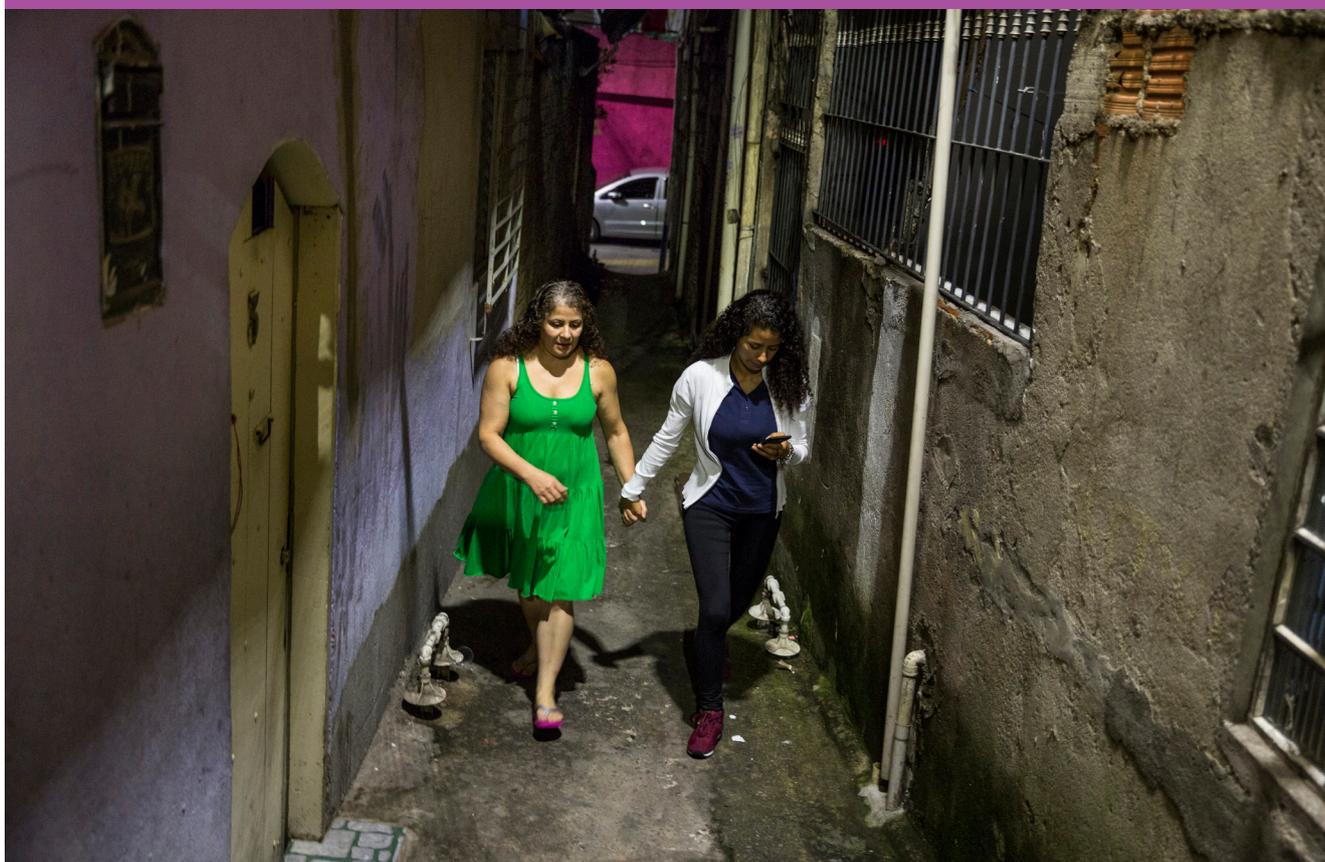
## Solidarity brings change in Heliópolis, São Paulo

Heliópolis, which means Sun City, became São Paulo's largest favela after people flocked to the city in the 1960s and 1970s. Over 100,000 (mostly poor) people moved there looking for work and built homes without the support of city planning.

The settlement, near the city centre, was unwelcome and there were multiple eviction threats. It was only after a long time and pressure from residents' organisations that the government provided roads and other services, and Heliópolis was officially recognised as a neighbourhood. However, the scale and quality of basic infrastructure, health, education and housing was totally inadequate. Out of the struggle to resist eviction and demand basic services, a community organisation called UNAS emerged. Campaigns were pursued to get reliable electricity supplies and running water and to provide a voice for citizens to influence decisions over their lives.

Heliópolis was a dangerous place for women, particularly at night in its dark streets and alleys. In 2014 UNAS organised a march with flashlights and candles to highlight the dangers to women resulting from poor or non-existent street lighting. Fear of harassment and violence was limiting women's freedom to move at night – for work, education, family activities or socialising.

The march had a big impact: not only were broken lights replaced the next day but São Paulo's City Hall made an even bigger commitment to providing ongoing LED lighting. Building strong and positive relationships between everyone involved was crucial. The strong reputation of UNAS from working within the community for years, the receptiveness of a progressive mayor, and the strategic support of ActionAid's *Safe Cities for Women* campaign all contributed to their success.<sup>37</sup>



Ninine and her mother feel safer in their neighbourhood with the new LED street lighting, which were installed after campaigning by ActionAid's partner, UNAS.

PHOTO: FABIO ERDOS/ACTIONAID

37. See: <http://actionforglobaljustice.actionaid.org/making-cities-safe-for-women.html#one>.

## Accessible and safe public transport for women

It is widely acknowledged that the delivery of public services has changed significantly as a result of austerity measures forced by neoliberal economic policies that call for both a reduction in public spending and the size of the public sector. This, combined with the patriarchal mindsets that continue to influence political, economic and social decision-making, means that gender-responsive services – those services that meet the strategic and practical needs of women – are few and far between.

Since the spectrum of required services is so large, in this report we focus on the impact that well-funded, gender-responsive public transport can have on reducing violence against women in cities. Millions of people use

public transport every day; it is the lifeblood of cities and the most efficient way to move people. For women and girls worldwide, the freedom to move safely around cities is greatly restricted, whether by gender-blind planning and design of transport infrastructure or by social and cultural norms that tolerate violence towards women.<sup>38</sup> And yet it is crucial to allow women to access paid work, support their unpaid care activities, and to increase their potential for political participation and ensure access to and enjoyment of cultural, educational and leisure activities. Poorer women particularly rely on transport being publicly delivered, accessible, well-resourced and effectively managed.<sup>39</sup>

However, women across the world report having experienced groping, leering looks, unwanted photograph taking, indecent exposure, the use of obscenities and other forms of harassment on public transport.

### Violence on public transport, Nepal

Apsara Aale Magar, 23, is a street vendor from Chapagaun-Lalitpur in Kathmandu Valley, Nepal. She lives in a rented room with her husband and two children. Since her husband lost a hand in a road accident, she alone works to earn bread for the family. She has no other skills, knowledge or capital to invest in her future. Each day, she works on the road side and faces harassment before she even gets to work.

***“I took the bus from Chapagaun to Lagankehl for market. It was so crowded. People were pushing each other. Taking advantage of the crowd, a man pushed me from the back, he had his hand on my chest. I shouted but did not get support from other passengers. Other passengers said ‘yasto to vauhakchhani vidma’ [‘it is crowded’].”***



Apsara Aale Magar, 23, street vendor, Nepal.

PHOTO: ACTIONAID

38. ActionAid (2016), *Freedom to Move. Women's Experience of Urban Public Transport in Bangladesh, Brazil and Nigeria, and How Lost Tax Revenues Can Pay to Improve it*, ActionAid: Johannesburg. Available at: [http://www.actionaid.org/sites/files/actionaid/178619\\_2785.pdf](http://www.actionaid.org/sites/files/actionaid/178619_2785.pdf) [accessed: 3 November 2017].

39. Ibid.

Safe gender-responsive public transport planning would include:

- organised bus stops, bus stop shelters and information stands;
- protection against severe weather conditions; better lighting and visibility; use of transparent materials to increase security, provision of route information, timetables and a phone number for emergencies;
- training and awareness-raising on gender and women's rights for public transport staff;
- increasing female staff in public transport, including in non-traditional roles such as bus or train drivers;
- increased connectivity between neighbourhoods and routes so that women from the poorest and most peripheral areas can access public transport.

### Good practice in public transport – the *Viajemos seguras* initiative, Mexico

In Mexico, the *Viajemos seguras* ('Let's travel safe') initiative<sup>40</sup> is pioneering because of its complexity, focusing on bus and subway systems, taxis, offices for reporting violence, training for security service providers and drivers, and campaigns to highlight inappropriate male behaviour. It operates in an area where 15.7 million people use public transport daily. The policy coordinates state agencies and a transport system at an accessible cost, connecting peripheral areas with other neighbourhoods through a complex network of public transport. It is a good illustration of public policy implemented for almost 10 years in one of the world's largest metropolises.

40. División de Innovación para servir al Ciudadano (2017), *Evaluación de impacto del programa "Viajemos Seguras en el Transporte Público en la Ciudad de México"*

# Using the scorecard to measure progress on women's rights in the city

This scorecard assesses the extent to which there are measures in place to address violence against women in urban public spaces in a broad range of ActionAid countries: Bangladesh, Brazil, DRC, Jordan, Liberia, Nepal, Nigeria, Senegal, South Africa, and Zimbabwe. Evidence from nine sources was examined: international and regional laws and agreements, national laws, national political commitments, statistics, budgets, public services, good practice and civil society/other actors.

Gathering information entailed some subjective judgment and not all data had the same reliability. Data on violence against women in the report comes from the 2012 UN Women Data by Country, a common source that unifies how violence against women is conceptualised and measured. It is important to note that there are two countries – Senegal and South Africa – for which there are no UN Women statistics. Even though there may be other statistics for these countries at a regional level, for the purposes of comparability these countries have a significantly lower grade as the fact that this information is missing can be seen as an indicator in itself of a lack of commitment to tackling violence against women.

As a general rule this scorecard should not be seen as a measure of whether a country is rated good or bad when it comes to tackling violence against women, as this is an area for which there are outstanding issues absolutely everywhere in the world. Scorecards should be seen as a tool to elicit clues and an approximate sense of the state of each country in relation to tackling violence against women, and to understand where action is needed.

## Indicators

For the scorecard, indicators were selected where the data was most comparable and rigorous, and these were used as proxy indicators for other trends. Other data is in the country pages.

### The rate of violence against women, physical and/or sexual, over a lifetime

This data comes from the 2012 UN Women Data by Country and measures the level of violence against women in each of the countries. The indicator includes data on physical or sexual violence experienced by women over their lifetime (it is acknowledged that because of under-reporting, this figure could be even higher). This indicator has the highest weight in the scorecard.

Violence against women data is divided into four categories linked to a score based on the following ratios:

**A** < 26.25; **B** < 36.5; **C** < 46.75; **D** < 57 and **E** is for countries without data on violence against women.

It is important to mention that while countries at Grade E may have national data (such as South Africa) they have not all shared their research data with UN Women. Where this is the case it is impossible to make a comparison with data from elsewhere in the world. For this reason, these countries still get an E.

The following was used for the calculation of scores: **A**: 100, **B**: 75, **C**: 50, **D**: 25, **E**: 0. Calculation of scores is illustrated with an example on page 32).

### 1. Existence of a legal framework for dealing with violence against women

This indicator measures the legal commitment of each country to end violence against women. It draws on three sources of information to elicit whether the country has a law against violence against women, and whether the country has specific legislation against femicide. In many cases there are legal frameworks in place but no concrete plans or programmes, or a technical team trained on gender (in sectors including security, legal, social services), to put them into action.

First we looked at the existence of a legal framework, and gave each country a score from A to C (A for countries that have a law on violence against women and specific legislation against femicide; B for those who have a law but no specific law on femicide; and C for those who have no legal framework on violence against women). Second, information on whether the legal framework was being properly implemented was sought. In cases where the framework was not being properly implemented, the score was reduced. For example, countries that got a B for having a legal framework but were not implementing it had their score reduced to C. Finally, once the grade was known we divided the indicator into four scores from A to D to calculate the numerical value (A=100; B=66.6; C=33.3 and D=0) to come to the ultimate score.

## 2. Existence of a plan on violence against women with budget allocation

This indicator measures a country's commitment in terms of economic and operational resources. For the vast majority of countries there is no data available on the specific budget allocated to violence against women. With this in mind, two sources of data were used. First, whether the country actually has or has had (not active but with legal validity) a National Action Plan on Violence Against Women. Second, whether there is a specific budget assigned to this plan. A combination of these sources was used since most countries have a budget for gender issues, but it tends to be more effective when implemented through an action plan.

The indicator gives three possible scores from A to C, where A is the most positive and C the most negative. Those countries with both a national action plan and a budget got an A. Those with the plan but without a budget got a B. Finally those that have a budget but no plan got a C. Once again we gave a numerical score to each country A=100; B= 50; C=0.

## 3. Is a gendered perspective used in urban planning?

This indicator elicits information about whether the country or its cities are committed to fighting violence against women in urban planning. Lack of consideration

of the gender perspective in urban planning has a major impact on the quality of women's lives, and many women face violence in public spaces because of it. This means it is essential to have that perspective firmly in urban planning policies. Note that this indicator has proportionately less weight in the scorecard since it (as well as indicator 5) deals with urban planning while most of the others directly tackle violence against women policies. The indicator is based on country analysis and it includes criteria such as whether planning takes into account perspectives from all users of urban facilities with a particular focus on women – including how social gender norms affect everyday experiences of cities (such as accessibility, affordability, mobility, perceptions of security, use of public spaces and time distribution). It has a basic yes or no answer with a score of 100 for yes and 0 for no.

## 4. Is there a gender perspective in transport planning and design?

This indicator measures whether the country or its cities are committed to fighting violence against women through transport policies and plans. For many women, public or collective transport is a key site of harassment and it is important for governments to actively address this. Since this indicator relates to just the one service, it has proportionately less weight in the scorecard. This indicator is based country analysis, using criteria as described in Annex III (page 32), and has a basic yes or no answer, with a score of 100 for yes and 0 for no.

## Weighting indicators

Weighting means measuring the influence that each indicator has in relation to all indicators as a whole. Not all indicators have the same relevance to measure the situation of violence against women in each country. To weigh the relevance of each of the indicators, a percentage has been assigned to each one, reflecting the relationship among them and giving higher percentages to indicators considered more important. The value assigned to each indicator is its weighting coefficient.

Indicator	Weighting coefficient
Rate of violence against women	32%
Violence against Women legal framework	28%
A plan on violence against women with budget allocation	22%
Urban planning includes a gender perspective	10%
Transport plans are designed with a gender perspective	8%

## Grading and ranking

The grades allow us to group countries according to their performance. It is useful to note that no country got an A or an E. This shows that there is not so much distance between the countries that get a higher grade and those at the bottom of the list. The ranking helps us to organise countries according to their scores based on the above indicators.

# Conclusions and recommendations

For more than three decades a host of actors, including feminist scholars, feminist movements, women's rights organisations and policy-makers, have drawn attention to the fact that policy and programme design and planning for cities excludes women.

While there are examples of women actively participating in city-building processes and the improvement of human settlements and habitats – especially through their engagement in social movements demanding land, housing and services – women's freedom to use, enjoy and move about cities has been restricted and their participation limited.

Violence against women is everywhere. It is structural and it is being ignored. Women will experience different

forms depending on their intersecting identities and the violence will be in both private and public spheres.

States are not living up to their promises to prevent and eliminate violence against women and girls. First, it is a challenge to even define the situation of violence because of a widespread lack of disaggregated data – a key factor in understanding the women's contexts. Second, where laws exist, they are often not implemented as a result of lack of political will. From a city perspective, violence cannot be reduced if women are excluded from urban planning, and if funding for gender-responsive public services such as transport are cut.

The voices of organised women have been central on gender issues and the cities.<sup>41</sup> For example, Latin American and Caribbean women's groups and organisations have formed a network called the Latin American Feminist Encounters (EFLAC).<sup>42</sup> This solidarity movement brings together different feminist groups to discuss strategies to influence people in power to consider women's intersecting issues. The future could be a very different place. Progressive city governments working with civil society have achieved so much in cases where they have focused closely on upholding the rights of women to a life free of violence, as detailed in the case of Garanhuns, Brazil (see page 20). But to get to this bright future, our cities and countries need more leaders who are willing to take up the fight alongside women.

41. These networks include Women and Habitat Network of Latin America and across Asia and Africa; Jagori in India; Women in the Cities International, based in Canada; and the Huairou Commission.

42. For overview see: [https://en.wikipedia.org/wiki/Latin\\_American\\_and\\_Caribbean\\_Feminist\\_Encuentros](https://en.wikipedia.org/wiki/Latin_American_and_Caribbean_Feminist_Encuentros) [accessed: 12 November 2017].

# Specific recommendations for governments

1. Commit to producing disaggregated data to record and understand the nature of violence against women, both in public and private spaces.
2. Develop, fund and implement government policies, services and programmes to address institutional sexism within government, public sector, workplaces and key institutions, including the judiciary.
3. Ensure women's groups and survivors of violence participate in the design, development, implementation and budgeting of policies, programmes and services to prevent and address violence against women. Institutionalise their ongoing monitoring and auditing of programmes and services.
4. Ensure public services are adequately funded, universal, accessible and gender-responsive, including services that prevent and respond to violence against women, such as rape crisis centres, shelters, legal aid, day care, education, health, public transport, housing, street lighting.
5. Ensure implementation of progressive taxation policies to help finance public services and remove all tax, labour and environmental incentives for corporations that weaken governments' ability to respect, protect and fulfil women's rights, including their rights to live free of violence. In particular, ensure that corporations are not exempt from national labour laws, including laws to prevent sexual harassment and violence and gender-based discrimination in the workplace.



Schoolgirls lobbied officials that they were being sexually harassed as they walked through the local dumpsite. Since, lighting and CCTV cameras have been installed. Mwakirunge, Kenya.

PHOTO: JENNIFER HUXTA/ACTIONAID

# Section 3: Scorecard results by country

## Bangladesh

Overall Score: **39.32/100**  
 Overall Grade: **D (A-E)**  
 Overall Rank: **6 (tied with DRC) /10**

Indicator	Grade
Rate of violence against women	<b>53,3</b>
There is a violence against women legal framework and implementation	<b>Yes – a law on violence against women exists No femicide law exists Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

Bangladesh (which ratified CEDAW in 1979) ranks joint 6th among the countries studied, with a D grade. Official statistics on violence against women are produced and disaggregated in Bangladesh, and while UN data for the scorecard was used to ensure comparability, later figures suggest the rate of violence is even higher, at 54.7%.<sup>43</sup> Bangladesh has developed plan to tackle violence against women (which sits within the remit of the Ministry of Women and Children's Affairs), and it has a budget allocation.

Bangladesh has no specific laws related to femicide, though there are legal instruments to prosecute perpetrators and there is a law against gender violence. And while there are no specific laws on addressing sexual harassment in public and private spaces, there are legal provisions in different laws that address protection of women and girls. In addition, in 2010 the High Court issued directives to educational institutions and workplaces requiring them to form sexual harassment prevention committees and to set up complaint boxes. It also asked the government to enact laws against sexual harassment in public places. However, this mechanism has not worked well as prevailing patriarchal attitudes mean that it places the burden on the victim to prove their innocence and does not have clear provisions for pressing charges against perpetrators. In addition, the term 'harassment' is not defined in any legal framework.

Women in Bangladesh still feel unsafe and are concerned about the implications of reporting any crimes, evidenced by the reluctance among women surveyed to go to the police to report a crime: 65% of women surveyed felt the police would blame them rather than the perpetrator, and 57% felt that the crime would not be taken seriously. When it comes to transport, 49% of women surveyed do not feel safe on the street or when using public transport. Furthermore 48% feel unsafe when they try to access a public service.<sup>44</sup> In a recent survey, Dhaka was voted 7th worst city for women to live in the world.<sup>45</sup>

43. Report on Violence Against Women Survey 2015 by BBS and UNFPA, executive summary, p. xviii. Available at: <http://evaw-global-database.unwomen.org/en/countries/asia/bangladesh/2015/report-on-violence-against-women-vaw-survey-2015> [accessed: 12 November 2017].

44. ActionAid (2015), *Women and the City III: A Summary of Baseline Data on Violence Against Women and Girls in Seven Countries*, ActionAid: Johannesburg, p.27. Available at: [http://www.actionaid.org/sites/files/actionaid/women\\_and\\_the\\_city\\_iii.pdf](http://www.actionaid.org/sites/files/actionaid/women_and_the_city_iii.pdf) [accessed 3 November 2017].

45. Thomson Reuter Foundation (2017), See: <http://poll2017.trust.org/city/?id=dhaka> [accessed: 12 November 2017].

# Brazil

Overall Score: **53.65/100**Overall Grade: **C (A-E)**Overall Rank: **4/10**

Indicator	Grade
Rate of violence against women	<b>28.9</b>
There is a violence against women legal framework and implementation	<b>Yes – a law on violence against women exists Yes – a femicide law exists Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>No</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

Brazil ranks 4th among the countries surveyed. Efforts have been made during the past two decades to make violence against women visible. The agreement of a national plan and accompanying budget for policies on women's rights in 2004 provided a framework for action, and although there were implementation problems and little was done to address violence against women in urban areas, some progress was made. In addition, Brazil's women's rights movement is organised and strong, leading struggles and occupying the streets to defend women workers' rights and feminist values.

Yet there is still much to do. The political situation in Brazil since Dilma Rousseff was impeached in 2016 has negatively impacted progress on women's rights. Achievements such as the recognition of femicide and the creation of the Maria da Penha Law on domestic violence are now at risk. In May 2016 the new Minister of Justice announced a package of measures to tackle violence against women, but it contains neither goals nor deadlines and so far nothing has been implemented. In fact, things are regressing. For example, support to 'Casa' – women's houses supporting women who had experienced violence, and part of the 'Women, live without violence' programme created by the now extinct Secretariat for Women's Policy – has been scrapped. New pension proposals that require women to have worked the same number of hours as men to qualify do not take into account women's double workload, which includes unpaid care work.<sup>46</sup>

According to a survey by Agence Française de Développement (AFD), Brazil is the worst place in Latin America for a woman to live. Women and girls across the country suffer sexism, harassment and sexual violence in public and private spaces daily. In 2014, a woman was raped every 11 seconds.<sup>47</sup> In a survey disseminated by ActionAid, 87% of Brazilian women who live in urban areas said they had been harassed within the last month.<sup>48</sup> An Enosis Agency survey shows that 90% of women aged from 14 to 24 and living on the outskirts of Brazilian cities have stopped using public spaces and wearing certain clothes out of a fear of violence.<sup>49</sup>

There are intersections between women, race and violence. Black women are twice as likely to be murdered than white women – homicide rates for physical abuse are 3.2 white women per 100,000 women and 7.2 black women per 100,000.<sup>50</sup> The Map of Violence 2015 shows that, between 2003 and 2013, there was a 9.8% drop in the total number of homicides of white women, while the level for black women increased by 54.2%.<sup>51</sup> Women's right to the city is constantly violated as the threat of violence is omnipresent, making it harder for women to move around and enjoy public spaces.

46. See: <http://agenciabrasil.ebc.com.br/en/geral/noticia/2017-03/brazil-women-work-75-hours-more-men>.

47. Brazilian Forum of Public Safety.

48. See: [http://actionaid.org.br/na\\_midia/87-das-brasileiras-foram-assediadas-no-ultimo-mes-afirma-actionaid/](http://actionaid.org.br/na_midia/87-das-brasileiras-foram-assediadas-no-ultimo-mes-afirma-actionaid/).

49. Patricia Galvão Institute and Vladimir Herzog Institute. See: [http://www.agenciapatriciagalvao.org.br/dossie/wp-content/uploads/2015/07/ENOIS\\_meninapodetudo2015.pdf](http://www.agenciapatriciagalvao.org.br/dossie/wp-content/uploads/2015/07/ENOIS_meninapodetudo2015.pdf).

50. SINESP (2015) Diagnóstico dos Homicídios no Brasil. See: [http://www.justica.gov.br/sua-seguranca/seguranca-publica/analise-e-pesquisa/download/estudos\\_diversos/1diagnostico-homicidios.pdf](http://www.justica.gov.br/sua-seguranca/seguranca-publica/analise-e-pesquisa/download/estudos_diversos/1diagnostico-homicidios.pdf)

51. Map of Violence 2015: Homicide of Women in Brazil – Flacso, PAHO-WHO, UN Women, SPM / 2015.

Brazilian cities are extremely unequal spaces as public investment and urban infrastructure is frequently prioritised for high-income areas. Poor quality public services such as transport, street lighting, education, policing and housing directly affect the lives of millions of women, especially poor and living in peripheral areas. Decisions are biased towards men, because men sit on decision-making bodies. In the last elections only 13.5% of elected councillors throughout Brazil were women, and 1,325 municipalities had no women at all in their legislative chambers. Only 12% of a total of 5,570 Brazilian municipalities have a woman mayor.<sup>52</sup>

The main expression of Brazilian lack of commitment in tackling violence against women is on budget allocation. Between 2016 and 2018 the budget allocated to combatting violence against women decreased 74%.<sup>53</sup> Feminist groups and non-governmental organisations (NGOs) state that this decrease spells the end of Brazil's public policies to deal with violence against women (and this is why we state in the scorecard result that currently there is no budget for tackling violence against women in Brazil). In 2016, the Federal Government provisioned R\$43 million for 'Treatment to women in violent situations', but only spent only R\$41,00 (less than US\$15).<sup>54</sup>

**DRC** Overall Score: **39.32/100**  
Overall Grade: **D (A-E)**  
Overall Rank: **6 (tied with Bangladesh) /10**

Indicator	Grade
Rate of violence against women	<b>57</b>
There is a violence against women legal framework and implementation	<b>Yes – there is a law on violence against women No femicide law exists Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

The DRC ranks 6th (tied with Bangladesh) among the countries studied. This is a surprise as it has been described as the world's most dangerous country for women and girls to live in, with the capital city Kinshasa voted this year as the second most dangerous city for women.<sup>55</sup> However, the country's D grade suggests the bar is not high. The Demographic Health Survey (2013-2014) indicates that over half of women in DRC have experienced physical violence since they were 15 years old.<sup>56</sup> This report and other studies show that women and girls have been very seriously affected by years of conflict and political instability, and have experienced some of the most horrific forms of violence.<sup>57</sup> For instance, more than 1.7 million women have reported being raped, 3.37 million women experienced intimate partner violence, and over 400,000 women were raped in 2010-2011 alone.<sup>58</sup>

52. See: <http://politica.estadao.com.br/blogs/conexao-eleitoral/a-desigualdade-de-genero-na-politica-municipal-brasileira/>.

53. See: <http://www.inesc.org.br/noticias/noticias-do-inesc/2017/setembro/orcamento-2018-brasil-a-beira-do-cao>.

54. See: <http://www.inesc.org.br/noticias/noticias-do-inesc/2017/marco/com-desmonte-institucional-e-orcamento-reduzido-direitos-das-mulheres-estao-sob-ataque>.

55. Wanga, J. (2010), 'Why Congo is the World's Most Dangerous Place for Women', The Guardian. Available at: <https://www.theguardian.com/lifeandstyle/2010/mar/28/congo-women-danger-war-judith-wanga> [accessed: 3 November 2017]; Law, J. (2014), *Democratic Republic of Congo: The Worst Place in The World to be a Women*, News.com.au. Available at: <http://www.news.com.au/lifestyle/real-life/true-stories/democratic-republic-of-congo-the-worst-place-in-the-world-to-be-a-woman/news-story/e8ee02223f7ab6003314c77d70923fc8> [accessed: 3 November 2017]. And Thomson Reuters Foundation (2017). See: <http://poll2017.trust.org/>.

56. The DHS Program (2014), *Democratic Republic of Congo. Demographic and Health Survey 2013-2014*. Key Findings. p.18. Available at: <https://www.dhsprogram.com/pubs/pdf/SR218/SR218.e.pdf> [accessed: 3 November 2017].

57. Swedish Embassy et al (2014) *Gender Country Profile DRC*.

58. Peterman, A., Palermo, T., Brendenkamp, C. 2011. Estimates and determinants of sexual violence against women in the Democratic Republic of Congo. *American Journal of Public Health*, 11(6): 1060-1067.

Widespread violence against women and girls occurs in urban spaces. ActionAid DRC's recent safety study in Kinsenso – one of the poorest communes in Kinshasa and where the Safe Cities project is implemented – found that 42% of people interviewed know a woman who has experienced violence in a public space in the last 12 months.<sup>59</sup> Of the women interviewed, 63% had concerns about their safety, 50% had concerns about robbery and 23% about sexual assault or rape.<sup>60</sup>

The DRC presents a clear example of how, even where top-line promises are made, the reality for women and girls is starkly different. Although DRC ratified CEDAW and the Protocol to the African Charter Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol), there is a persistence of discriminatory legislation, notably in the Family Code. Sexual violence is perpetrated with complete impunity in conflict zones, as well as in zones of relative stability. Traditional harmful practices such as early and forced marriage, limited access to gender-responsive public services including education and health all hold back progress.

Numerous obstacles limit women's ability to lodge complaints: prolonged, costly legal proceedings, lack of trust in security officers, fear of stigmatisation and reprisals. The defects in DRC's justice system almost eliminate the possibility of perpetrators being brought to justice and punished. The lack of training for police and legal personnel also undermines women's access to justice.

The proportion of people living in cities in DRC increased by 11% in the past decade and is expected to exceed 60% of the population by 2050.<sup>61</sup> While urbanisation is not a cause of violence, weak urban governance, inadequate infrastructure and poor provision of gender-responsive public services in urban spaces allow violence against women to thrive. In DRC, poor access to basic public services including water, sanitation, electricity, street lighting and public transport, coupled with low police presence, exposes women to physical, sexual and verbal violence, reducing their safe mobility and preventing them exercising their social, cultural, political and economic rights. Market gardeners and street vendors, whose work requires them to travel early in the mornings or after dark, are at particular risk of sexual and physical violence. High levels of violence against women and girls are underpinned by unequal gender power relations, poor understanding of women's rights, and deep-rooted social values that 'normalise' discrimination and violent treatment of women. There is a lack of legislation to protect women from violence in public spaces, lack of investment, and women are rarely involved in urban governance and planning.

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59. ActionAid DRC (2017), Baseline research report of safe cities project in ActionAid, Kinshasa, DRC.

60. Ibid.

61. UN (2014), *World Urbanisation Prospects*. See: <https://esa.un.org/unpd/wup/publications/files/wup2014-highlights.pdf>, [accessed: 12 November 2017].

# Jordan

Overall Score: **54/100**

Overall Grade: **C (A-E)**

Overall Rank: **3/10**

Indicator	Grade
Rate of violence against women	<b>23</b>
There is a violence against women legal framework and implementation	<b>No law on violence against women No femicide law No legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

Jordan ranks 3rd among the countries surveyed and receives an unremarkable C grade. According to a World Bank report, women in Jordan face constraints from gender-related bias, restrictive social norms and a discriminatory legal framework. One clear example of this is preventing children born to Jordanian women from being Jordanian nationals if their father is from another country.<sup>62</sup>

Violence against women in public spaces is not recognised as a challenge in Jordan – women’s safety in public spaces is understood to relate only to hazards such as fire. This might be the reason why it is one of the few countries surveyed that has no legal framework to combat gender violence. Women choose not to report cases of sexual harassment because they are questioned about what they were wearing, and about their nationality and profession. Depending on the answer, the police may or may not act, even if by law they are required to do so. In most cases no action is taken as they consider women’s attire to be the ‘cause’ of any sexual harassment they may experience.

In April 2017, amendments to the Penal Code were endorsed, allowing rapists to avoid prosecution if they married those they had raped. The amendment suggested keeping the provision if the victim was aged 15-18 years – giving rise to significant resistance from women’s organisations, activists and the international community, and forcing parliament to delete the article entirely.<sup>63</sup>

Where Jordan does step up is in having a National Woman Commission in charge of developing projects and a strategic plan focusing on human security and social protection (social empowerment in issues related to violence against women); and political empowerment for women and participation in all facets of life – including in leadership and decision-making positions and economic empowerment.

62. Human Rights Watch (2015), *World Report 2015: Jordan*. Available at: <https://www.hrw.org/world-report/2015/country-chapters/jordan> [accessed: 6 November 2017].

63. Amnesty International, *Jordan 2016/2017*. Available at: <https://www.amnesty.org/en/countries/middle-east-and-north-africa/jordan/report-jordan/> [accessed: 6 November 2017].

# Liberia

Overall Score: **38/100**Overall Grade: **D (A-E)**Overall Rank: **8/10**

Indicator	Grade
Rate of violence against women	<b>38.6</b>
There is a violence against women legal framework and implementation	<b>No law on violence against women No femicide law No legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

Liberia ranks 8th of the countries surveyed and receives a D grade as there is much more that can be done to address violence against women in cities. Liberia has no official data or statistics on violence against women in public spaces but some data is available from the Ministry of Justice, the Ministry of Gender and the UN. Rape is the second most commonly reported serious crime in Liberia, after domestic violence<sup>64</sup> – and together they account for over 70% of all serious reported crimes.<sup>65</sup> In 2014, there were 708 reported cases of rape and in 2015 the number increased to 803.<sup>66</sup> Some cases are reported to the police, others to NGOs and health providers, while some go unreported. Of those reported to the police, only a third make it to court.<sup>67</sup>

Impunity for rape in Liberia relates to social norms and attitudes, legal and institutional weaknesses, corruption, lack of will or diligence from officials, and logistical constraints. Such impunity is partly the legacy 14 years of civil conflict which led to a breakdown of many systems. For example there are no proper plans for the urban public transport system, and the current system – operated and run by the government – fails to meet the needs of the more than one million people who use public transport every day. The few bus stop shelters that do exist are unusable at night as they have no lighting.

The majority of Liberians live in peri-urban centres and rural areas where there are few functional public utilities such as water and toilet facilities.

Where there are positive initiatives, such as the creation of a Sexual and Gender Based Violence Unit, funding is inadequate. For example, Case Liaison Officers who liaise between victims, police and prosecutors were given no travel allowances in 2014, and the hotline – set up to support those impacted by violence and harassment and to record allegations – was non functional.

64. UN Human Rights, *UN Report Urges Liberia to Act on Rape*. Available at: <http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=20680&LangID=E> [accessed: 6 November 2017].

65. See United Nations in Liberia (2013), *United Nations Development Assistance Framework, 2013-2017*. Retrieved from <http://www.undg.org/unct.cfm?module=CoordinationProfile&page=Country&CountryID=LIR>. and <http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=20680&LangID=E>.

66. UN Human Rights, *UN Report Urges Liberia to Act on Rape*. Op cit.

67. Ibid.

# Nepal

Overall Score: **72.65/100**

Overall Grade: **B (A-E)**

Overall Rank: **1/10**

Indicator	Grade
Rate of violence against women	<b>28.2</b>
There is a violence against women legal framework and implementation	<b>Yes – there is a law tackling violence against women Yes – there is a femicide law Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>Yes</b>

Nepal is top of our survey and the violence against women rating was well below the sample average. This is because there is a legal framework that includes a law to combat violence against women and femicide, and adequate implementation of the framework, including budget allocation, and a sufficient gendered perspective in transport plans. The government can continue this trend, and do even more to address the ongoing issues women face in cities.

While cities are changing and there are many efforts being made to better organise them, public spaces are becoming more unsafe. There is an increase in the number of private vehicles, and roads have expanded.<sup>68</sup> Relatively poor households and people who have to use public vehicles on a regular basis have been negatively affected, with their right to the city remaining unmet.<sup>69</sup>

The impact is more detrimental for women and children, many of whom have seen or experienced violence which has led to mental health issues, and negatively affected girls and women's education and employment potential; a majority of girls who faced violence reported that the incidence has affected their lifestyle and opportunities.<sup>70</sup>

According to a scoping study in 2017, 60% of women and girls surveyed have experienced violence in public spaces,<sup>74</sup> while 80% of women and girls surveyed feel unsafe in public spaces.<sup>71</sup> Some locations were felt to be more unsafe than others, and those travelling by public transport were more at risk than those travelling by other means. Risk of women and girls experiencing violence cross cuts other identities. Younger girls are at higher risk, with the highest incidence being among those aged 10-14 years. While 80% of women between 15-19 years continued to face violence in public spaces, this fell to 60% for women aged between 25-30.<sup>72</sup>

Higher education was a contributing factor to greater risk of violence, perhaps because these women may be more mobile or more likely to report incidents.<sup>73</sup> And yet reporting of violence was very low. Only 4% had ever reported a case of violence in a public space,<sup>74</sup> although many – around 60% – addressed the issue at the time with the perpetrator.

68. See: <https://www.adb.org/sites/default/files/linked-documents/cps-nep-2013-2017-ssa-02.pdf>

69. ActionAid Nepal (2017), *Safe Cities; Results from scoping study in Earthquake affected districts in Nepal*.

70. Ibid.

71. Ibid.

72. Ibid.

73. Ibid.

74. Ibid.

# Nigeria

Overall Score: **63.32/100**Overall Grade: **B** (A-E)Overall Rank: **2/10**

Indicator	Grade
Rate of violence against women	<b>16</b>
There is a violence against women legal framework and implementation	<b>Yes – there is a law on violence against women No femicide law Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

Nigeria ranks 2nd among countries surveyed, but this suggests that policies are positive on paper, as there is still not much to celebrate. According to the *Gender in Nigeria Report 2012*, one in three women and girls aged 15-24 years has been a victim of violence. Violence is endemic in some public institutions, including the police and certain educational bodies, where an “entrenched culture of impunity” protects perpetrators of rape and other violence. These crimes are under-reported and very few cases are brought to court.<sup>75</sup>

The safety of women and girls in Nigeria, as in many parts of Africa, is still a challenge. Women have specific needs within cities and use cities differently to men. But these needs are often not factored into urban development processes. Inadequate lighting on city streets has continued to make them unsafe for women and girls. In cities such as Lagos, women engage in night-time commercial activities from food vending to providing hair care services. The risk of being attacked is very high and these women contend with challenges commuting around the city. Lagos was voted the 8th most dangerous city for women in the world in a Thomson Reuters poll.<sup>76</sup>

Meanwhile, excellent policies and intentions have not translated into action and CEDAW has not been fully embedded in Nigeria. However, Lagos State has laws to prohibit violence and prosecute perpetrators of violence, with the state government training 190 officials of the State Emergency Command and Control Centre to receive and deal with reports of sexual and gender-based violence.<sup>77</sup> This is to ensure that people experiencing such violence have a voice, and that concerned members of the public who wish to report acts of violence are able to do so with utmost confidentiality.

75. British Council Nigeria (2012), *Gender In Nigeria Report 2012. Improving the Lives of Girls and Women in Nigeria*. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/67333/Gender-Nigeria2012.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67333/Gender-Nigeria2012.pdf) [accessed: 6 November 2017].

76. Thomson Reuters Foundation (2017). See: <http://poll2017.trust.org/city/?id=lagos>.

77. See: <https://www.channelstv.com/tag/lagos-state-domestic-and-sexual-violence-response-team/>.

# Senegal

Overall Score: **31.32/100**

Overall Grade: **D (A-E)**

Overall Rank: **9/10**

Indicator	Grade
Rate of violence against women	<b>No data from UN Women</b>
There is a violence against women legal framework and implementation	<b>Yes – there is a law on violence against women No femicide law Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

Senegal ranks 9th among the countries surveyed. Despite the fact that there are more women in the country than men, Senegal remains a patriarchal society with high male dominance. The unequal power balance between women and men reflects cultural and religious beliefs and practices. Over 60% of violence is perpetrated by men, according to the results of the 2016 Gestes study, and the category most affected by physical violence are women between the ages of 25 and 40 years. Social stigma is the main reason why victims are afraid to report cases of violence.<sup>78</sup>

In Senegal, patriarchal ‘socialisation’ begins in childhood, when girls are taught to be submissive to men. Even as adults, women often are not included in decision-making processes that concern them, giving men the power to mistreat women from childhood to adulthood. As a result, Senegalese women experience many kinds of violence and discrimination. This violence exists both in public and private spheres, and includes physical and psychological violence, harassment, threats, verbal abuse and rape. Women often face violence in public spaces such as at the market, on public transport, at the beach, at the workplace and on the street.

At the political level, there is evidence of political will to address gender inequalities and fulfil women’s rights. In recent years, some progressive laws and policies have been passed, for example the Parity Law (May 2010) which aims to establish gender equality in decision-making spheres. Senegal has also ratified several international conventions, including CEDAW and the Maputo Protocol. However the country has a long way to go because a strong legal implementation framework is still missing. In addition, a review of the constitution reveals discriminatory laws against women. Therefore, despite institutional and legal efforts, the legal system is a purveyor of neglect and violence directed at women both in public and private spheres.

At the economic level, population growth, the economic crisis and territorial reforms have led to significant upheavals in the urban environment. Changes are taking place in a context in which young men and especially women are engaged in start-up income-generating activities to ensure their survival. These changes in the economic pattern have an impact on the public environment. High urbanisation has increased the number of youths migrating to urban centres, resulting in increased unemployment and violence in public spaces. Women are now more exposed to violence in public spaces. A related issue is the inadequate provision of gender-responsive public services in most urban centres.

These deep-rooted, patriarchal beliefs and political and economic factors mean that violence against women in the public sphere is yet to be addressed as there is still no strong social and political willingness to guarantee public safety for women.

78. See: <http://www.gestes-ugb.org/?p=418>.

# South Africa

Overall Score: **20.32/100**Overall Grade: **D (A-E)**Overall Rank: **10/10**

Indicator	Grade
Rate of violence against women	<b>No data from UN Women</b>
There is a violence against women legal framework and implementation	<b>Yes – there is a law on violence against women No femicide law Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>No</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

South Africa scores poorly because although there are some positive laws in place, there are few efforts to document violence (for example, there is no UN Women 2012 data available), or to implement and follow up on policies. This results very high levels of violence. Half of the women of Gauteng province South Africa have experienced some kind of gender violence in their lives.<sup>79</sup> A woman is murdered every eight hours by her partner, (former) husband or (former) boyfriend.<sup>80</sup> It is estimated that more than 40% of South African women have been raped during their lifetime and only one in four rapes is reported.<sup>81</sup> There is a high prevalence of gang rape<sup>82</sup> and only 14% of rapists are convicted in South Africa.<sup>83</sup> The annual report of the Police Service of South Africa for the year 2015/16 indicated that 74% of crimes of all forms are against women.<sup>84</sup>

According to ActionAid South Africa, women, especially black women, are the main group affected by economic, social and political uncertainties, and carry a triple burden of structurally ingrained race, class and gender oppression.

Violence against lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) people has also escalated over the past 10 years.<sup>85</sup> Working-class lesbian women, who are victims of violent hate crimes often involving rape, are not adequately protected and supported by the justice system. Since LGBTIQ people are not organised at community level and lack the support of other civil society organisations and the public at large, they are especially vulnerable to discrimination and injustice.

Data is a big issue. Although data on gender-based violence and violence against women and girls is available, it is mostly gathered and documented by NGOs. The government, in most cases, has not shown political will and has flouted obligations to international instruments by not submitting and sharing data with the UN and/or relying on NGOs to conduct this research.<sup>86</sup>

Despite progressive and extensive legislation that protects women's rights, the implementation of the law is not really happening. There is a serious lack of resources and insufficient capacity building and support for victims. Women suffer from the persistently negative attitudes of the police, judges and health professionals.<sup>87</sup> Survivors do not see justice

79. Gender links (2012), Research: Gender Violence 'A Reality in South Africa', Johannesburg.

80. South African Medical Research Council. See: <http://www.mrc.ac.za/gender/whatworks.htm>

81. See: <http://www.ann7.com/more-than-40-of-women-will-be-raped-in-their-lifetime/> and The New Age (2016), *More than 40% of Women will be Raped in their Lifetime*. Available at: [https://www.powa.co.za/POWA/wp-content/uploads/2016/12/The-New-Age\\_NS.pdf](https://www.powa.co.za/POWA/wp-content/uploads/2016/12/The-New-Age_NS.pdf) [accessed: 6 November 2017].

82. See: <http://southafrica.unfpa.org/sites/default/files/pub-pdf/FinalVAWStudyReportProof%28withdesignandlayout%29.pdf>.

83. The New Age (2016), *More than 40% of Women will be Raped in their Lifetime*. Available at: [https://www.powa.co.za/POWA/wp-content/uploads/2016/12/The-New-Age\\_NS.pdf](https://www.powa.co.za/POWA/wp-content/uploads/2016/12/The-New-Age_NS.pdf) [accessed: 6 November 2017].

84.

85. Love Not Hate Campaign (2016), *Hate Crimes Against LGBTI people, South Africa*, See: <https://www.out.org.za/index.php/library/reports?download...lgbt...south-africa...>

86. See: <http://southafrica.unfpa.org/sites/default/files/pub-pdf/FinalVAWStudyReportProof%28withdesignandlayout%29.pdf>.

87. POWA and CAL study with support of OXFAM and Ford Foundation

done, as conviction rates are so low. As in most cases of gender violence leading to femicide, women who do go to the police to request restraining orders are often sent home.<sup>88</sup>

Personal safety and harassment on public transport are also significant concerns for women. Perceptions of safe travel go beyond physical road safety to risks of harassment, stalking, sexual assault or rape. Whereas men prioritise transport efficiency, women prioritise safety and security in travel decisions. Fear of violence is a very real barrier to mobility and public transport access.

South Africa is ranked at the bottom of the Safe Cities for Women scorecard – the result of a combination of a lack of resources for promoting women’s rights and combating violence against women, the lack of a femicide law, and the absence of urban planning and transport plans with a gendered perspective. A great deal of commitment and action is needed from the government and parliament to build a system that effectively tackles violence against women, with participatory planning processes, transparency, adequate funding and policies that will transform existing legislation on women’s rights into reality.



Anelisa, Her vision is of a safe city, 'where women can walk to the taxi rank or shop without being abused by men who either say vulgar things or physically assault them.' South Africa.

PHOTO: ACTIONAID

88. Human Rights Watch (2017) *Human Rights Watch World Report*. See: <https://www.hrw.org/world-report/2017/country-chapters/south-africa>

# Zimbabwe

Overall Score: **47.32/100**Overall Grade: **C (A-E)**Overall Rank: **5/10**

Indicator	Grade
Rate of violence against women	<b>42.3</b>
There is a violence against women legal framework and implementation	<b>Yes – there is a law on violence against women No femicide law Inadequate implementation of the legal framework</b>
There is a plan to deal with violence against women that includes budget allocation	<b>Yes</b>
Do urban planning or urban planning office plans include a gendered perspective?	<b>No</b>
Are transport plans devised with a gendered perspective?	<b>No</b>

Zimbabwe ranks 5th among all countries surveyed. While there are some policies in place, there is still much to be done in terms of implementation. According to the 2015 Zimbabwe Demographic and Health Survey,<sup>89</sup> 35% of women aged 15-49 years had experienced physical violence, and 14% had experienced sexual violence at least once in their lifetime. Meanwhile, 32% of ever-married women had experienced spousal emotional violence and 6% of women who had ever been pregnant experienced violence during one or more of their pregnancies. Overall, violence against women remains a major challenge, aggravated by prevailing socio-cultural practices, attitudes, values, norms and beliefs, as well as the weak implementation of laws and policies.<sup>90</sup>

Women's experience of physical violence has deteriorated over the past decade: in 2005-06, 36% of women aged 15-49 years reported experiencing physical violence since the age of 15. This figure was 30% in 2010-11, and 35% in 2015.<sup>91</sup> Indeed, a baseline survey commissioned in 2013 by the Women's Affairs Ministry and Gender Links noted that violence in public spaces is on the increase, and our research suggests public transport is a key risk.<sup>92</sup>

Male attitudes towards women in what is a largely patriarchal society have worked against women's rights and protection from violence in public spaces. This spills over into the lack of respect for a woman's contribution to the household in terms of domestic chores, as compared to professional work.

There are no specific or relevant policies generated by the Gender Equality Office or Women's Office to ensure the prevention of sexual violence in public spaces, or protection or redress for rights violations. However, government ministries, the police and various NGOs collaborated to develop the Protocol on the Multi-sectoral Management of Sexual Abuse in Zimbabwe in 2003. The protocol articulates the roles and responsibilities of stakeholders in the Victim Friendly System, to provide psychosocial, medical and legal and referral services to victims of sexual abuse.

And yet, according to the 'She CAN' baseline survey produced by ActionAid in 2015, 44% of women did nothing in response to violence with only 3.9% of women reporting to the police.<sup>93</sup> Again, fear of reporting and risks of reporting, due to stigma and a 'blame culture', results in lack of justice.

89. See: <https://dhsprogram.com/pubs/pdf/FR322/FR322.pdf>.

90. UNFPA (2011) *State of the World Population Report*. See: <http://zimbabwe.unfpa.org/publications/state-world-population-report-2011>

91. See: <https://dhsprogram.com/pubs/pdf/FR322/FR322.pdf>.

92. Genderlinks (2013), *Violence Against Women Baseline Study*. See: <http://genderlinks.org.za/programme-web-menu/publications/violence-against-women-baseline-study-zimbabwe-2013-11-20/>.

93. ActionAid Zimbabwe (2015) *SheCAN Baseline Survey*. (Internal document)

# Annex I

## Methodology illustration

To illustrate the scorecard methodology, we can take the example of Bangladesh.

On indicator 1, the rate of violence against women, Bangladesh scored 53.3% according UN data. This figure corresponds to a grade D (less than 57), which in turn corresponds to a score of 25.

On indicator 2, presence of a violence against women legal framework and its implementation, Bangladesh gets a C. This is because the implementation of the law is considered adequate. It therefore gets a C and the value 33.3.

On indicator 3, whether there is a national plan to tackle violence against women that includes budget allocation, Bangladesh gets the top score of 100 because both are in place.

On indicator 4, there is no gendered perspective in urban planning and so the score is 0.

And finally, on indicator 5, transport plans are not devised with a gendered perspective such that the score is 0.

This means that Bangladesh scores as follows: Indicator 1 scores 25 with 32% weighting; indicator 2 scores 33.3 with 28% weighting; indicator 3 scores 100 with 22% weighting; indicator 4 scores 0 with 10% weighting and indicator 5 scores 0 with 8% weighting. The total sum is therefore 39.32.

# Annex II

## Countries that have signed the human rights conventions

Conventions	Number of countries	International Agendas	Number of countries
International Covenant on Civil and Political Rights, 1966 ICCPR	193	Charter of the United Nations	193
'Optional Protocol to the International Covenant on Civil and Political Rights, 1966'	122	Beijing Declaration, 4th World Conference on Women, 1995	189
International Covenant on Economic, Social and Cultural Rights, 1966 ICESCR	164	Agenda 2030, SDG, 2015	193
Optional Protocol ESCR, 2013	21	Framework for Action on Disaster Risk Reduction, Sendai, 2015	187
Convention on the Elimination of all Forms of Discrimination against Women, 1979	191	Agenda for Addis Ababa, 2015	193
Optional Protocol CEDAW	107	Paris Agreement on Climate Change, 2015	187
International Covenant on Civil and Political Rights, 1966 ICCPR	168	New Urban Agenda	167
International Covenant on Economic, Social and Cultural Rights, 1966 ICESCR	164	New York Declaration for Refugees and Migrants, 2016	193

UN data compiled by Magdalena Garcia Hernández on behalf of the Huairou Commission and MIRA (Mexico's Women's Network), May 2017.

# Annex III

Overall Scores, Grades and Ranks			
Country	Scores (1/100)	Grade (A-E)	Rank (1-10)
Bangladesh	39.32	D	6 tied
Brazil	53.65	C	4
DRC	39.32	D	6 tied
Jordan	54.00	C	3
Liberia	38.00	D	8
Nepal	72.65	B	1
Nigeria	63.32	B	2
Senegal	31.32	D	9
South Africa	20.32	D	10
Zimbabwe	47.32	C	5

**A:** 81 - 100 **B:** 61 - 80 **C:** 41 - 60 **D:** 21 - 40 **E:** 0 - 20

Overall Indicators										
Country	Rate of violence against women	Is there a law against VAWG?	Is there a specific femicide law?	Is there adequate implementation of the law?	Is there a legal framework for VAWG and is it adequately implemented?	Is there a National Action Plan (NAP) on VAWG?	Does the NAP on VAWG have a budget allocation?	Is there a budgeted NAP?	Is a gendered perspective used in urban planning?	Is there a gender perspective in transport planning and design?
Bangladesh	53.3*	Yes	No	No	C	Yes	Yes	A	No	No
Brazil	28.9	Yes	Yes	No	B	Yes	No***	B	No	No
DRC	57	Yes	No	No	C	Yes	Yes	A	No	No
Jordan	23	No	No	No	D	Yes	Yes	A	No	No
Liberia	38.6	No	No	No	D	Yes	Yes	A	No	No
Nepal	28.2	Yes	Yes	No	B	Yes	Yes	A	No	Yes
Nigeria	16	Yes	No	No	C	Yes	Yes	A	No	No
Senegal	**no data	Yes	No	No	C	Yes	Yes	A	No	No
South Africa	**no data	Yes	No	No	C	Yes	No	B	No	No
Zimbabwe	42.3	Yes	No	No	C	Yes	Yes	A	No	No

\*Later data is available to suggest this figure is higher, or even rising. A 2015 report suggests the figure is 54.7. See: BBA & UNFPA.VAW Survey 2015. <http://evaw-global-database.unwomen.org/en/countries/asia/bangladesh/2015/report-on-violence-against-women-vaw-survey-2015>, executive summary, pg - xviii

\*\*For the purposes of this study we use UN Women 2012 data and where that is no available, even if there is some regional or local data held at national level, we do not give a score.

\*\*\* Since the impeachment, the budget to combat violence against women decreased 74% in only two years. Due to this, we are stating the non-existence of budget allocation.



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Whose City? An evaluation of urban safety for women in 10 countries

ActionAid, 2017

Cover photo: Ninive feels safer in her neighbourhood with the new LED street lighting, which were installed after campaigning by ActionAid's partner, UNAS. São Paulo, Brazil.

PHOTO: ACTIONAID

# Whose City?

An evaluation of urban safety  
for women in 10 countries

ACTIONAID - 2017



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