



# Are cities in Kerala Safe for Women?

Safe City free of Violence Against  
Women and Girls Initiative

Summary of the study

Research findings of the study conducted in  
Thiruvananthapuram and Kozhikode Cities



By SAKHI Women's Resource Centre, Trivandrum  
UNWOMEN, Delhi, JAGORI and Anweshi, Kozhikode

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JAGORI and UNWOMEN, Delhi

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1. In July 2010, the United Nations General Assembly established the United Nations Entity on Gender Equality and the Empowerment of Women (UN Women). UN Women combines the mandates and assets of UNIFEM, OSAGI, DAW and INSTRAW, with an expanded mission and vision. (for more information see <http://www.unwomen.org/about-us/about-un-women>)

## Introduction

Safety is a feeling of security and protection, which encourages greater mobility as well as protection from sudden and harmful disruption in the pattern of daily life. Often women and girls are seen as soft targets. Cities, in order to make it safe, needs decadal transformations and constant investments and has to be concerned about the ways in which planning and design can diminish or enhance people's sense of safety. Therefore, safe city is an initiative that aims to reduce crime, build awareness and develop community into safer places to live, work and shop.

The issue of safety for women is now gaining ground as part of the national agenda. The National Policy for the Advancement of India (2001) specifically recognizes diversity of women's situations and needs of specially disadvantaged groups and is committed to eliminating discrimination and all forms of violence against women and the girl child. The Planning Commission<sup>2</sup> constituted a Working Group on "Empowerment of Women" for the 11th Five Year Plan (2007-11) under the Ministry of Women and Child Development with the basic objective to carry out a review, analysis and evaluation of the existing provisions/ programs for women and make recommendations for the 11th Five Year Plan. Among the many sub-groups formed one was constituted to address ending violence against women. The concluding remarks from CEDAW<sup>3</sup>

(India's report 2007) has clearly highlighted that India needs to develop a comprehensive national plan to address all forms of violence.

The Declaration on the Elimination of Violence against Women is the first international human rights instrument to exclusively and explicitly address the issue of violence against women. In Article 2 of the Declaration, gender based abuse is defined as 'any act of gender based violence that results in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life'.<sup>4</sup>

In India, Delhi has the reputation of being the crime capital of the country, having the highest rate among all cities for the past five years, topping in numbers of murder, rape, dowry deaths, molestation and kidnapping. Delhi also records the highest rate in crimes against women. Today, it is equally important to focus on other states like Kerala and smaller cities where significant growth is taking place.

The achievements in the social and demographic fields of Kerala have been widely acclaimed and often the "Kerala model" is projected as worthy of emulation. Historically, Kerala has been quite different from the rest of the country in terms of the indicators of women's development. In terms of sex ratio, literacy, life expectancy and mean age at marriage, women in Kerala score higher than any other state in the country. Kerala's

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2. vide its order no. PC/SW/1-23(2)/2005 dated 17th April 2006

3. <http://daccessdds.un.org/doc/UNDOC/GEN/N07/243/98/PDF/N0724398.pdf?OpenElement>

4. Human Rights Newsletter, United Nations Department of Public Information. Feb 1996

share in the population of India is 3.1 %. In Kerala, 74% of the population lives in rural areas. The 2011 population of Kerala is 333.87 lakhs of which 160.21 lakh are males and 173.66 lakh females.

In spite of all these positive indices of better quality of life, Kerala is ranked high in crime and suicide rates. As per the records of National Crime Records Bureau, the total rate of crimes in 2007 is higher than that of the national average. The rate of violent crimes is high against children and women. Among the cities in Kerala, Kozhikode (Calicut) has the highest crime record followed by Thiruvananthapuram (Trivandrum). The Kerala State Economic Review (2008) showed that atrocities against women have increased in Kerala by a whopping 338.40 percent since 1992. What is more startling is that the number of rape cases went up from 227 to 601 and molestation cases rose from 523 to 2,543<sup>5</sup>. It has been noted that "trends of crimes committed against women in various districts during 1990-2005 showed that the number of cases in Thiruvananthapuram

increased steadily and a four - fold increase was noticed between 1990 and 2005", (Anitha Kumari 2009)<sup>6</sup>. Clearly this is only the tip of the iceberg with the high levels of under reporting that is common with cases of violence against women. Such incidents take place as they are the inevitable consequence of unplanned economic changes that are not supported by changes in social structures and attitudes.<sup>7</sup> In 2010 the Kerala Cabinet has approved the adoption of a new policy to ensure gender equality and prevent crime against women. Under the policy, a few model villages will be set up where there will be "no atrocities on women". Crimes against women will be tackled by vigilance committees (Jaagartha Samithies) that have already begun functioning in over 850 Gram Panchayats in the state. The government is also earmarking funds for programmes to empower women especially through local bodies.

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5. [http://www.thaindian.com/newsportal/uncategorized/rimes-against-women-on-steep-rise-in-kerala\\_10024071.html](http://www.thaindian.com/newsportal/uncategorized/rimes-against-women-on-steep-rise-in-kerala_10024071.html) The number of kidnappings of women went up from 86 to 202. Likewise, cruelty by husband or relatives to wife or women also showed a steep increase from 290 to 3,708 cases. A record number of 51 children were murdered in 2006, while 219 rape cases were registered as compared to 140 in 2005. Kidnappings of children showed a steep increase from 45 in 2005 to 73 in 2006.

6. Anitha Kumari, K.R. (2009) Scenario of Crimes against Women in India and Kerala. Population Research Centres, PRC Division, Ministry of Health & Family Welfare, Government of India (Head Quarter) 4-6.

## Safe City Campaign

SAKHI has been addressing the issue of safety in public spaces through surveys, public meeting with officials, and collaborating in the training for bus conductors with the Kerala State Road Transport Corporation (KSRTC). Over 12,143 bus conductors were trained in 10 regions of the

state in 2009. SAKHI designed a sticker with the message 'Behave decently with women; safe journey is the right of women' and the women helpline number (1091) and the traffic help line number (1099) were added to it. These stickers were handed over to KSRTC and Police department to stick on both KSRTC and private buses. SAKHI, proposed to take this process ahead with support from UNIFEM (United Nations Development Fund for Women) and Jagori. And thus this study, Safe City Free of Violence against Women and Girls Initiative was initiated on 25th November 2009 on the International Day for the elimination of violence against women. The two cities taken for the study are Thiruvananthapuram (Trivandrum)<sup>8</sup> and Kozhikode (Calicut)<sup>9</sup>. By the time Thiruvananthapuram study was completed in September 2010, the Kozhikode study started and was completed by January 2011 with the support of Anweshi<sup>10</sup>, Kozhikode. The First phase of safe city initiative will come to an end by April 2011. Throughout the survey an element of "fear of violence" created consciously or unconsciously by the society was felt. The high degree of fear of violence, crime and feelings of insecurity makes women more vulnerable and restraints her freedom of mobility, choice of clothing and ability to live her life in the way she desires. This relates to society's construction of female sexuality.



7. An article written by Kalpana Sharma, Assistant editor of the HINDU for Habitat debate in 1996.

8. Thiruvananthapuram Corporation has the highest population with 7,44,983 people among the five Corporations of Kerala. Population of women is 3,78,748. It has an area of 141.74 Sq Km spread out in 86 wards.

9. Kozhikode district located in the northern part of Kerala has a total of 28,78,498 persons of which 14,79,824 (51%) are women (Economic Review, 2010). This report focuses only on Kozhikode Corporation. The Corporation has a total population of 4,29,608 persons and 2,22,596 (52%) of women. It has an area of 84.23 Sq Km spread out in 75 wards.

10 Anweshi is a women counseling centre functioning from 1993 in Kozhikode. For more details [www.anweshi.org](http://www.anweshi.org)



## Safe city free of Violence against Women and Girls Initiative

Traditionally public places are occupied by men. Women's access to and visibility in public is compounded by several factors like time, place and purpose. Conscious use of time and space does categorize them as decent and respectable women. Thus many spaces that women are able to access during the day become inaccessible or more difficult to use at night. The study examines how safe the two city areas are for women and girls, what is the relationship between women's fear of violence, their avoidance of specific public spaces/ places or times and how they restrict themselves in terms of dressing, etc. to avoid harassment. Societal response, role of police, knowledge of existing violence, redressal mechanisms was also explored through this study. The methodologies adopted were interviews, focus group discussions (FGD's), capacity gap analysis and safety audit. These exercises helped to map the public spaces that are unsafe in order to give feed back to policy planning and design process.

### Methodology

#### Survey Questionnaire

Two types of questionnaires were used, one for recording the direct experience and perception of women and the other for common witnesses<sup>11</sup>(CW). SAKHI adapted the questionnaire designed by Jagori, New Delhi. It was designed to generate estimates of sexual and physical violence in public

spaces. Questions were incorporated to elicit contextual information about the violence, including the types of violence and the support mechanisms received and looked forward to get and validated by common witness both male and female.

The overall process including the finalization of this report was under strong monitoring of a Research Advisory Committee and Steering Committee. At the outset of study, the questionnaire was reviewed by the Research Advisory Committee and suggestions made were incorporated. The questionnaire was then translated to the local language. Further revisions were made to the questionnaire following its pilot test in Thiruvananthapuram. Again revisions were made before the Kozhikode survey.

### Sample Selection

The sample population belonging to diverse categories like students, workers, home makers, unorganized workers, commuters, drivers, conductors etc. is spread across public places such as road sides, bus stops, markets, beaches, buses, hospital compounds, hangouts, knowledge centres and theatres. Men and women between the age of 16 and 66 years were part of the whole sample based on the demographic data. For example the number of students (sample age between 16 to 24 yrs) is the percentage of total girl students out of total female population age between 16-60 yrs in the cor-

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11.The term common witness refers to men and women who by virtue of being located physically closer to public places have a high probability of witnessing acts of sexual harassment on women.



poration area. Thus, the number of workers was calculated by finding the percentage of female workers out of total female population in the city. The rest of the samples are divided into unorganized workers, home makers and commuters. The commuters were either student or worker or home maker whom we found inside buses or waiting for a public transport.

Sites were chosen based on the possibility of getting the particular quota of women for interview. For example Chala, Palayam, Manacaud markets were selected to get unorganized workers or house wives or workers. Like wise commuters could be interviewed from Thampanoor, East fort and PMG, where the railway station and main bus stations are located and from inside buses. Out of the 93 sites in Thiruvananthapuram 7 % of the interview took

place at East fort and 5% at Thampanoor.

## Research Team

The Thiruvananthapuram survey which took place during April and May 2010 had a team of 16 investigators consisting of 2 male and 14 female. While SAKHI, lead the survey in Trivandrum district, Anwash, collaborated with SAKHI in planning and leading the research in Kozhikode district. The Kozhikode survey was conducted by a team of 10 investigators of which 2 were male and 8 female. The research team comprised of Research Advisory Committee., Steering Group, Programme Coordinator, supervisors, and interviewers.

## Training

The investigators received 3 days fulltime training. The training began with a basic introduction to project, gender sensitisation, questionnaire, tools were familiarised therefore they were able to get maximum information regarding ways to extract information on the personal safety of women in the city. The pilot test gave SAKHI an opportunity to assess the skills of the interviewers and to make a final selection of the team. Based on the pilot tests, final revisions were made to the questionnaire.

## Data Collection and Analysis

The interviewers had to select the respondents, and conduct a face-to-face interview with the respondents. Each interview lasted around 30 minutes with each interviewer. The supervisors were responsible for monitoring the activities and verifying the questionnaires. The Kozhikode survey was conducted among 400 women for direct experience, 78 men and 22 women as common witness in 69 wards<sup>12</sup> while the Thiruvananthapuram survey covered a total of 93 sites from 68 wards of the corporation. The data entry of Thiruvananthapuram was done by GPK<sup>13</sup> and that of Kozhikode by SAKHI itself. The data from the field-surveys in Thiruvananthapuram

12. Out of the 75 Wards the following wards are not covered -47,49,52,57,68,73

13. Grameena Patna Kendram, Karakulam, Trivandrum

and Kozhikode was analyzed in SAKHI. The findings of the study were disseminated initially in exclusive press meetings held in both cities. This was followed by further dissemination through workshops.

## Survey Findings

### Thiruvananthapuram

The study shows that all women who were interviewed fear the possibility of violence. While 34 % of the women respondents said they felt safe at the site / space they were interviewed but they have other unsafe sites/spaces to mention. This feeling of safety depends on where one lives or works.

### Forms of violence / harassment women face in public spaces in Kerala

Different and multiple forms of violence and perception of insecurity which are deemed most common has to be differentiated as gender based forms of violence against women and girls (e.g. sexual harassment, sexual assault), or generalized violence (e.g. theft, other)

- ▶ Sexual harassment has been pointed out as the main safety problem by 98 % women and 99 % common witnesses. This was followed by robbery, as reported by 60 % common witnesses and 51% women.

- ▶ The respondents have shared their experiences of robbery by young men in bikes wearing helmets and snatching ornaments and in some lanes they even sexually harass women.

- ▶ Verbal and visual abuse is the most common forms of sexual harassments, as reported by 80 % women respondents and slightly more by common witness. This is followed by physical harassment, as reported by 60 % women. Only 26 % women reported stalking and 21 % flashing.

### Where harassment is faced

A feeling of safety encourages greater mobility and accesses the full range of rights of being a citizen. Therefore, solution has to come from the community and the state.



- ▶ Both common witnesses and women respondents agree that women face maximum harassment while using public transport, bus stops and roadsides.

- ▶ Here, women rarely go to theatres and park alone. And in the case of public toilets, women are reluctant to use it due to its lack of cleanness and safety. There are also other areas like beaches, festivals, hospital compound, and ticket counters reported where either women avoid going to or go accompanied with a friend or family member.

- ▶ Here the response of common witnesses and women respondents shows wide disparity. While only 60.75 % of women respondents reported sexual harassment / assault while using public transport, 86 % of common witnesses have reported it. While 33 % of the common witnesses point out that there is sexual harassment at ticket counters only 35 % women agrees to it.

### Who is more vulnerable?

We probed a little more to find the rate of vulnerability when compounded with the attitude of family, level of education and income. Family support is very crucial. Many bear their

burden in silence for as long as is possible. When we analyzed the income levels and the support received from the family, we found that

- ▶ 64 % of the women respondents discussed their personal experience of sexual harassment with their family members or parents.
- ▶ 70 % of the women respondents were motivated to react to sexual harassments and 62 % had discussions with family members on how to deal with such situations.
- ▶ Surprisingly, we find that housewives, low and middle income group unorganized workers and workers claim that their families support them
- ▶ 47 % of the interviewed responded that those women who belong to the age group between 26 to 40 seems to be more vulnerable
- ▶ 36% of those who did not disclose their issues with family feared restrictions to their mobility, inability of the family to help them or fearing over reaction.

### **Factors that contribute to lack of safety**

The survey findings show that the following factors contributed to the feeling of insecurity and vulnerability.

- ▶ Around 68 % women respondents and 79% common witnesses said seeing men dealing with or taking alcohol or drugs makes them uncomfortable and unsafe.
- ▶ While for common witnesses this is followed by crowded public transport / bus stops / stations and lack of effective / visible police. But for women witnesses lack of respect for women (58.5%) was more crucial factor than crowded public transport / bus stops / stations (55 %) and lack of effective / visible police (53.5).
- ▶ The link between other safety issues range from inadequate lighting, high walls on both side of roads and state of public toilets. The lack of public toilets for women in public spaces such as markets, cinema halls, parks and commercial spaces limits women's access to these areas. Some women articulated that they are uncomfortable in using public toilets because the toilets for men are very

adjacent or the doors are opposite to that of women.

- ▶ The lack of regular and familiar people, shops and vendors creates a feeling of insecurity for women when using public spaces.

### **Knowledge of redressal mechanisms**

- ▶ The respondents were asked about the redressal mechanisms available in Trivandrum Corporation. 91% of the respondents were aware of Women's Commission and 34 % knew about Jaagratha Samithies (Vigilance cells) functioning in local bodies. Knowledge of other systems like women help line, traffic help line and railway alert is insignificant.

### **How women respond to harassment and lack of safety**

Women are considered as responsible for their personal safety. Every time women move out they have to find strategies in order to remain safe or comfortable — they do this by weighing where they choose to go and where not, what they wear, by seeking company and so on.

- ▶ Among women witnesses, those who have faced harassment 2 to 5 times are more responsive than others.
- ▶ 53 % of the women respondents in the age group 26 to 55 years have confronted the perpetrator.
- ▶ Around 26 to 28 % have asked help from family or friend
- ▶ Only 7 % of women have reported the incident to Police while 33 % of the common witness called the police.
- ▶ Only 21 % women respondents considered approaching the police due to the myths and experiences that they experienced.
- ▶ The survey finds that 38 % of women respondents feel the process is too tedious when approaching the police and 29 % feel it might affect their family
- ▶ 69 % avoid going to secluded places and 67 % avoid going out alone after dark.
- ▶ Out of the 200 common witnesses only 30 % has intervened when they happened to witness any harassment in public places. While 16 % of women and 28 % of common witnesses prefer not to get involved, 38 % of women and 31 % of common witnesses preferred to come forward to support

the victims

- ▶ 24 % of women and 28 % of common witnesses gathered public support

## Kozhikode

80 % of the survey of women was conducted during day time and 20% after dark. 77% of the Common witness (CW) survey took place during day time and 23 % after dark. 58 % of the women interviewed described their monthly household income below Rs10,000 and 3 % have income above Rs 25,000. The women survey has 24 % housewives, 19 % students and 57 % workers. Among the common witness there is only 2 housewives and 15 students. The women survey was conducted among 63 % married women, 31 % unmarried, 5% widows and 1 % divorces. Table 1 shows the marital and occupational status of the 500 persons surveyed in Kozhikode Corporation.

The survey took place in nine public spaces (Fig. 3.5) in 69 wards. 34 % of the women survey took place in bus stops, 24 % took place on roadsides and footpath. 18 % of the interview took place in bus, auto, train and taxi.

The survey started by looking into habituation of the respondents. Out of the 500 respondents, 54 % are either living in the city or have been visiting the city for more than five years. Fig 3.6 shows to what extend the women in the survey are familiar to the city. 66 % who travel frequently or daily to the city were able to list a number of areas within the city which they felt unsafe for women.

What do women feel afraid of? Harassment of a sexual nature has been pointed out as the main safety problem by 99 % of women and common witnesses. This was followed by robbery, as reported by 60 % common witnesses and 83 % women because it may lead to violence or a situation one cannot control. The basic factors, which contribute to this feeling of unsafe as pointed out by women and common witnesses are crowded public transport and bus stops. Another main factor is the nuisances of alcoholics in public spaces.

	Women		Common witness	
			Male	Female
Total	400		78	22
<b>Marital Status</b>				
Married	252		47	13
Unmarried	125		31	8
Widow / Widower	18			1
Divorcee	5			
<b>Occupational Status</b>				
Working	227		68	15
Students	76		10	5
House wives	97			2
<b>Time of interview</b>				
Before dark	322		61	16
After dark	78		17	6

Of the eight reasons asked on their perceptions on the factors that affect women's personal safety in the city, both common witness and women feel that being a women is the main reason. When 74 % women feel that there is disrespect for women from men, only 28 % of common witnesses agree to it. Again there is wide variation in factors that affect women's personal safety between Women and Common Witnesses, like being single/widow (62%), being of certain age group (43%) and being from certain region or state (46%).

## Experience of Violence: Levels, Patterns and Correlates

Nine of the women respondents and one CW have not witnessed sexual harassment. Verbal and visual abuse is the most prevalent forms of sexual harassments, as reported by 86 % women respondents and 90% common witness. This is followed by physical harassment of women, as reported by 73 % CW and 65 % women. And 53 % women reported stalk-

ing and 43 % flashing. Misuse of mobile camera is another major issue reported by the respondents. 53 % of the women respondents reported that the incidents took place during day time and 24 % after dark. 44 % CW also report that the incidents take place during day time and 15 % after dark.

Which are the public spaces considered to be unsafe? 69 % of the women and 76 % common witness reported that they face sexual harassment while using public transport. Also it is reported that 71 % of women faced sexual harassment while waiting for public transport. Parks are identified as unsafe by all. While other areas which are identified as unsafe by women are roadsides and public toilets, for common witness it is cinema theatres.

95 % of the CW and 97% of women respondents are able to describe about the perpetrators age group, whether it was in a group or individually and whether the perpetrators were the same in the different incidents they faced. While women respondents say that the perpetrators are mainly in the age group of 26 to 55, CW point out that 15 -55 age group.

Personal experiences narrated by the respondents in diverse circumstances and locations bring in different experiences and feelings. Those who reacted saw the offenders going out of the scene without any confrontation. But some women feel so upset afterwards. But what can be done when the culprit is the bus conductor? One lady said "The bus conductor instead of asking to move back, he physically (pressed her breast) pushed her". A student shares the abusive language used by the conductor while another reported they are allowed to enter the bus only after everybody gets in. A student said while travelling in a bus, her dress was torn with a blade from top to bottom by someone from behind. Another incident was when a respondent was pulled into a jeep while waiting for bus.

Many incidents are reported while travelling in trains. If one responds, either they are threatened or humiliated with comments. Night journeys in auto rickshaws were not safe and comfortable for women. Exhibitionism is another harassment which disturbs the feelings of women. In the survey, some cases are reported as handled by

the local people and others by themselves. Public toilets are another area where women have to face vulgar comments and exhibits.

### **On mitigating and negotiating violence in public space**

How do women take care of themselves from sexual harassments in public spaces? A significant lot avoid secluded areas and going out alone after dark. 68% reported that they avoided walking alone after dark and 49 % avoided secluded places because they felt unsafe. But the interesting part of Kozhikode women respondents was that 83 % used public transport, 87 % wore the dress they preferred, 85 % did not carry any thing for self protection and only 19% avoided certain public places.

### **Support Mechanisms**

The survey has looked into the support received and actions taken by the respondents when they faced harassment sexually over the past one year. 98 % of the respondents faced some kind sexual harassment over the past one year. While 52 % confronted the perpetrator, 35 % asked help from bystanders, 28 % depended on friends and 26 % on family. The respondents least depended on helpline and police. Only 5 % reported to police but 28% thought of approaching police. 19 % did nothing when they were sexually harassed in the last one year.

Only 29% thought of approaching the police. Why? 68 % mentioned different obstacles in approaching police. What are the obstacles? 66 % feel the process is too tedious when approaching the police. Moreover since the frequency of such incidents is higher than any other crimes, the official procedures will be more. Apart from the general fear of approaching the police station, the respondents fear that they would be blamed for it, the issue may be trivialized or they may not do anything and will not take any further action. 31 % of the respondents also avoid the police due to the fear it may reflect their family.

## Public support

99 % of the CW and 54 % of women respondents have witnessed other women being harassed in public places. Of the 54% (216) respondents who reported witnessing harassments in public spaces, only 71 % (153) intervened. When asked how they would respond or what would be their approach, if they witnessed, 10.3 % of the women respondents and 38 % of CW still preferred not to get involved. Respondents 83 % agreed they will support the victim and 54 % will try to get public support. Only 11 % women and 35 % CW preferred to call the police.

## Family Support

The family of 65 % of the respondents motivated and prepared them to be independent and take care of themselves. 68 % (270) of the respondents discuss with their family members of the sexual harassments they face. Out of the 270, 2% respondents were advised and warned to stay away due to the hazards involved in it and also due to the unaffordable expenses involved in it. From the survey we find that 66 % of the working women, 74 % of the students and 67 % of the housewives share with family members the sexual harassment and violence they face. All the 5 divorcees in the survey did not share their experiences with family members.

64 % of the respondents were motivated to take up any situations they face. Discussions on how to deal such situations were taken up within 60% of the families. Around 13 % were blamed for the institution and their mobility was restricted .

Around 130 respondents preferred not to share their experiences with other family members because they believed nothing could be done. They were concerned about their families' feelings and their inability to support them. About 44 % respondents feared their mobility would be restricted or feared their family would not be able to support them.

## Redressal Mechanisms

The survey also tried to get an understanding on the knowledge level of the respondents on the existing redressal mechanisms to help women or girls facing violence.

▶ 82 % of the respondents had no idea about the railway alert. When 55 % were not aware of the Jaagaratha Samathi while only 1 % did not know about Women's Commission. 31 % have heard about the traffic helpline number and only 16 % knows the details. Women's help line was not heard off by 33 % and 40 % was not aware of Janamaithri police.

A comparative analysis of respondents based on their occupation which is broadly divided into housewife, students and working class. It shows that housewives knowledge of redressal mechanisms are lower when compared to working women and students. Housewives have least idea of the redressal mechanisms.

## Focus Group Discussions (FGDs)

In Thiruvananthapuram, 7 and in Kozhikode 3 FGDs were conducted with nine groups (Domestic Workers, Women Conductors, Kudumbashree garbage collecting women, Women Journalists, Students, Men, Sex Workers, Nurses, Blind Women) who frequently use public spaces as part of their day to day life. Altogether 7 FGDs in Thiruvananthapuram and 3 in Kozhikode were conducted. The following is the summary of the feedback given by each groups.



- ▶ Irrespective of any age or socio-economic status, women experience such instances of physical and mental violence.
- ▶ Exhibitionism is common in buses, byroads
- ▶ Vulgar comments, physical harassments are common
- ▶ Harassments by drunkards in the evening trips are common. Liquor and narcotic users are always threat to women in public places.
- ▶ Men's attitude towards women as a sexual object is the major reason for the occurrence of violence.
- ▶ At present safety in public places is one's own responsibility. To ensure their safety they carry safety pin or blade etc while traveling.
- ▶ Usually women do not support or respond if a co-passenger is being harassed.
- ▶ The negative response of the general public as witness, to sexual harassment or even to an accident, need to be changed.
- ▶ They never ever complained or discussed their experience of sexual harassments with family members because all of them believe that it would lead to restriction in their mobility.
- ▶ One of the usual comments by men is "why you women take up the job of men?"
- ▶ Have to be careful not to hurt male ego.
- ▶ Women don't want to react or complaint even to the women conductors because of shame.
- ▶ Identity as employed and uniform gives some kind of feeling



of security.

- ▶ Any incidents encountered are not shared with the family because of the fear of restriction in their mobility and even may lead to resignation of their job.

- ▶ Harassment on women is more after dark. So they prefer not to go out after 7 pm. Anti-social groups are always actively watching women walking in the street after dark. Even during festival seasons and at public markets, women do not feel safe while going out.

- ▶ Most harassers are men above 35 yrs.

- ▶ Lack of sufficient, safe and clean public toilets for women in public spaces and work place.

- ▶ Police are not able to help women and they are easily viable to bribery and political influence. But some feel they are very approachable and supportive, whenever a complaint was filed. But they are afraid of giving written complaint to Police. Moreover they have to give up a working day and remuneration and also they fear it may cause shame to their family later.

- ▶ Mobile phones are affecting the life of their children especially their sons' very badly. Misuse of mobile and information technologies have to be tackled.

- ▶ Bus conductors and auto-rickshaw drivers are very uncooperative and have a negative attitude towards women. Those who have night shifts face various problems like reluctance by auto-drivers to take them to their destinations; men in the street very often make obscene comments etc.

- ▶ Lack of public resting spaces.

- ▶ Men also have fear and face safety problems in the city, but they accept that the dimension is different from what women



- ▶ Usually the blind do not get the seat reserved for them in public transports. Conductors also are reluctant to help them. Deliberately harassed and exploited knowing that they are blind.

- ▶ The perpetrators have many excuses for exploiting girls that the bus is too crowded to stand untouched or they are enjoying being touched.

- ▶ Students generally respond to harassments if they are with friends but if with a family member they keep silent.

- ▶ Usually family members discourage girls from raising their voice loudly in a public space especially in matters like sexual harassments.

## Women Safety Audits

Two safety audits were conducted in Trivandrum city and one at Kozhikode, based on the information received through the survey about the most unsafe places. Following are the places chosen for safety audit, based on different parameters.

Safety audit was done during day time and after dark. Thiruvananthapuram audit was done by a 12 member trained team and Kozhikode by a 9 member team. Streets, bus stops, market places and public toilets were observed to discover new aspects of safety other than the usual notion of women's safety at public places. Since most of the issues observed are common to the three areas, it is

consolidated as follows:

### Streets, market place and bus stops:

- ▶ The design as well as maintenance of both cities are very poor.
- ▶ At Trivandrum Medical College area the width of pavement is insufficient. Therefore the pedestrians avoid footpaths and use roads.
- ▶ Open space urination by men at East Fort in front of Karimpanal arcade is a shame for all. Salesmen of near

#### Different parameters

Social Audit Areas	Parameters
East Fort, Thiruvananthapuram	<ul style="list-style-type: none"> <li>▶ The central bus depot for the city bus services run by the Kerala State Road Transport Corporation (KSRTC) is situated here.</li> <li>▶ The city's Central railway station, as well as the Central Bus Stand (for long distance buses) are both a few minutes walk from East Fort.</li> <li>▶ One of the biggest commercial hubs of Trivandrum city.</li> <li>▶ Gandhi Park is situated here, which is famous for hosting socio-political gatherings.</li> </ul>
Medical College Thiruvananthapuram	<ul style="list-style-type: none"> <li>▶ The Thiruvananthapuram Medical College, a most modern medical care center, is situated in the city limits.</li> <li>▶ Sri Chithra Medical Center is another important medical center located here.</li> </ul>
S.M street, Kozhikode	<ul style="list-style-type: none"> <li>▶ It is in the heart of the city where all kinds of trading takes place and also it is near to the Mananchira square, the recreation center. Therefore, a large number of people from all walks of life frequent here for different purposes.</li> </ul>

by book shop reported that exhibitionism is yet another nuisance. Many of the interviewed complained the presence of beverage outlets and nuisance by drunkards.

- ▶ Generally these areas are crowded with both men and women; but as soon as darkness set in, the number of women dwindles. However at Medical College junction during dark, many women were walking through the streets, waiting for bus, shopping etc. Scene of group of sales girls in their uniforms rushing towards buses were seen.
- ▶ Condition of the footpaths for pedestrians was very bad. They were broken or encroached by street vendors or vehicles in the three audited areas.
- ▶ Zebra crossings are limited in numbers, in some areas not so visible.
- ▶ The street lights are insufficient. Street lights are there but the coverage of lighting is insufficient. Some were not burning as the corporation do not change fused bulbs in time. At the same time lights from the shops lit some areas well.
- ▶ Women street vendors reported harassments from men after darkness.
- ▶ Open drainage, dislocated slabs, wrecked pavements, hanging down wires, lack of sign boards, construction materials left after completion of work (empty telephone cable box, wires etc) were limiting the scope of safety in all areas where safety audit was done.
- ▶ Vehicles are parked in non parking areas. The sign boards are very rare and the few displayed are not so visible. Beverage shops are also located in the nearby streets in two of the three streets audited. The narrow roads are encroached by vendors.
- ▶ KSRTC's enquiry booths with officials are located in both the areas.
- ▶ Bus stops were located here and there without shelter facility. Absence of seating amenity, no signage to show route maps, lack of lights, lack of cleanliness as well as lack of timely maintenance etc. were adding up the issue in both areas. The people who were interviewed reported the occurrence of sexual harassment irrespective of time. Many






























of them complained the problems created by drunkards at bus stops and buses.

### Public Toilet:

There is no public toilet in Trivandrum Medical College area. East Fort has one at the back side of the bus stop. The passage to the public toilet is dark and fully occupied by men mostly smokers. Men are using women's public toilet even though it has two side separate entry for gents and ladies. There is no dust bins inside and could see remains of cigarettes inside the toilet. A rope with fire hanged in front of women's toilet to lit cigarette was a shocking scene. The male caretaker of the public toilet pointed out that since women are not using it, it is utilized by men. The only toilet seen in Kozhikode city is the one located on the way to L.I.C corner which is meant for both men and women. But in effect it is used only by men. It is littered with cigarette pieces, match sticks and other filthy things so the women are unable to use it.

# KEYS

	Unpaved Area		Telephone Booth
	Parking Area		Building
	Open Drainage		Non Working Telephone Booth
	Broken Pavement		Street Vendor
	Bus-stop		Petrol Pump
	KSRTC Office		Waste Bin
	Watchman		Tree
	Shops		Street Light
	School		Man
	Public Toilet		woman
	Non Working Signal Light		Zebra Crossing
	Working light signal		
	scooters		
	Car		
	bicycle		
	Auto Stand		





Sree Padmanabha Theatre

Central Theatre

Ajantha Theatre

Putharikandam Ground

East Fort Bus Stand

Chalai Bazar

Padmanabha Theater

Govt Central School

Salem-Kanyakumari Road

Gandhi Park

ni Road

Mahathma Gandhi Road

Trivandrum Vizhnam Road

Malabar Gold

Pazhavangadi Ganapathi Temple

supply co super market

Govt. Homeopathic Hospital

Sree Ramachandran Textiles

East Fort


























Karimpanal Arcade

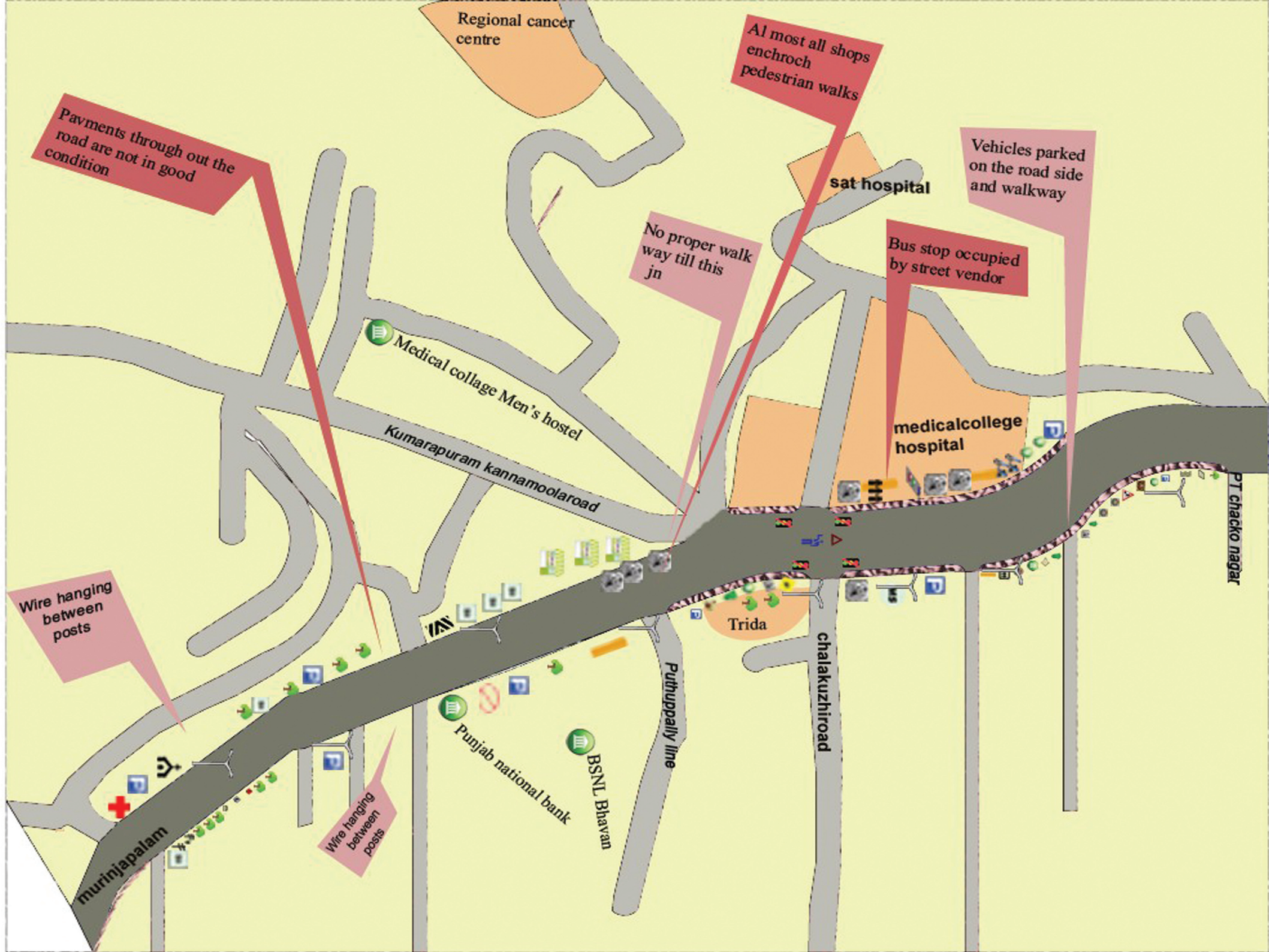
Shri Karthika thirunal theatre

Attukal Shopping Complex

men use this place for urinating

# KEYS

	Parking Area		Building
	Metal accumulated on road		Hospital
	Broken Pavement		Street Vendor
	Bus-stop		church
	KSRTC Office		Waste Bin
	Traffic police		Tree
	Shopes		Street Light
	police		Man
	Non Working Signal Light		woman
	Working light signal		Zebra Crossing
	scooters		Electric post
	Car		
	Non space area		
	Auto Stand		



Payments through out the road are not in good condition

Regional cancer centre

Al most all shops enchroch pedestrian walks

Vehicles parked on the road side and walkway

sat hospital

No proper walk way till this jn

Bus stop occupied by street vendor

Medical collage Men's hostel  
Kumarapuram kannamoolaroad

medicalcollege hospital

PT chacko nagar

Wire hanging between posts

Trida

chalakuzhiroad

Puthuppally line

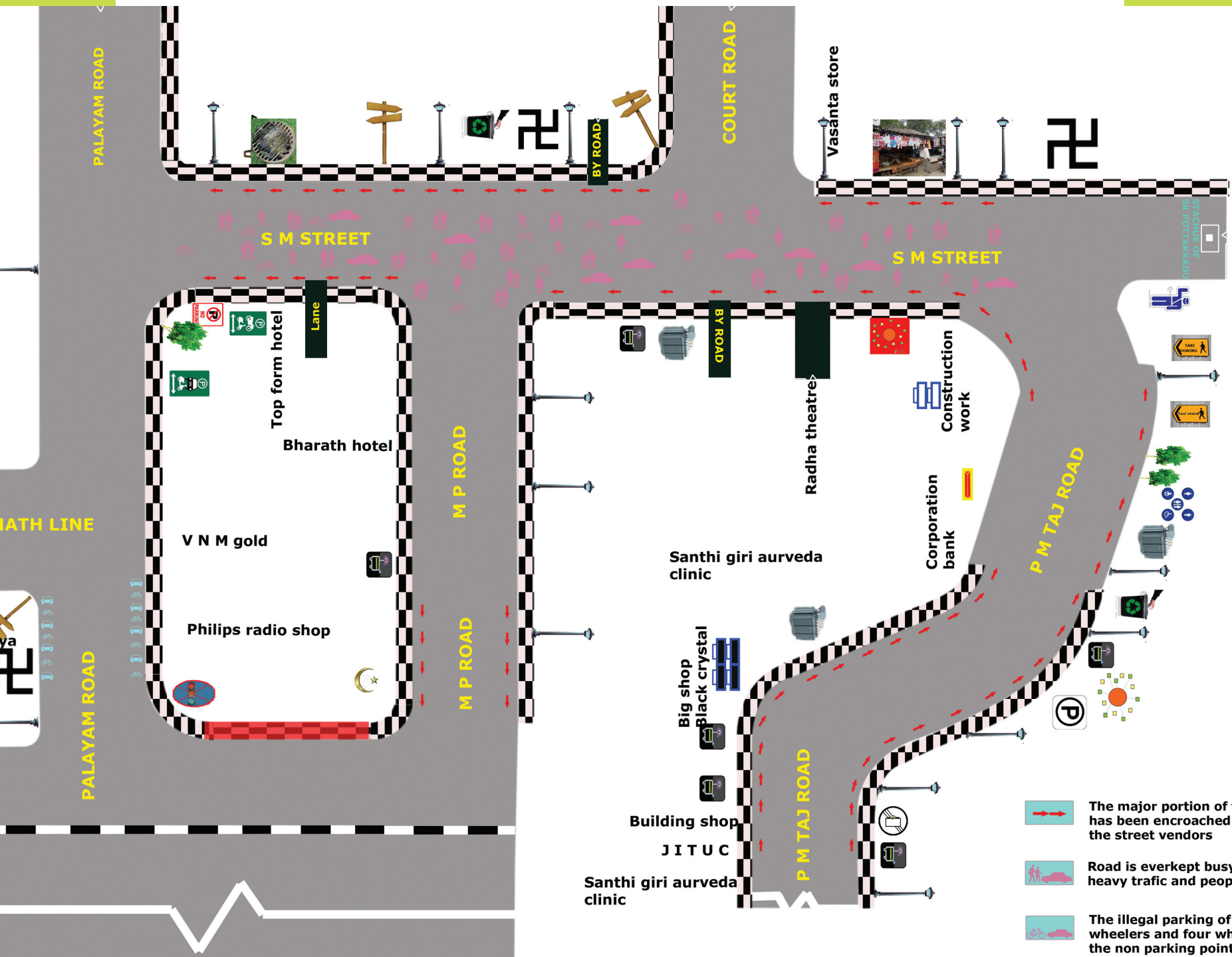
Punjab national bank  
BSNL Bhavan




Wire hanging between posts

murinjapalam

	<b>Street light</b>		<b>Parking two wheelers</b>
	<b>Street vendor</b>		<b>No parking</b>
	<b>Encroachment area</b>		<b>Parking 2 &amp; 4 wheelers</b>
	<b>Parking</b>		<b>Non working traffic light</b>
	<b>Shopping complex</b>		<b>Masjidh</b>
	<b>Garbage</b>		<b>Shops uncrossed foot path</b>
	<b>Transformer</b>		<b>Foot path</b>
	<b>Toilet</b>		<b>Broken foot path</b>
	<b>Tree</b>		<b>The major portion of the road has been encroached upon by the street vendors</b>
	<b>Taxi booking</b>		<b>Road is everkept busy with heavy traffic and people</b>
	<b>Taxi stand</b>		<b>Shop encroached to foot path</b>
	<b>Police man</b>		<b>Sign board</b>
	<b>Temple</b>		<b>Open sewage</b>
	<b>Shop encroached to foot path</b>		<b>The illegal parking of the two wheelers and four wheelers at the non parking points</b>
	<b>Sign board</b>		
	<b>Open sewage</b>		





-  The major portion of the road has been encroached upon by the street vendors
-  Road is everkept busy with heavy traffic and people
-  The illegal parking of the two wheelers and four wheelers at the non parking points

## Capacity Gap Analysis

Capacity gap analysis was undertaken to understand and to analyze the policies, programmes and budgets put in place by governments to address safety and security of women in the public places and to counter violence experienced by them. It aims to look at awareness about various types of violence faced by women, the available data, the existing legislations, budget allocations and various institutional mechanisms to address violence against women.

Through the last 15 years, unlike the rural local self government institutions which succeeded to develop strong gender component through many years work, urban bodies are still encountering problem in addressing the needs of women. Urban women are a diverse group-working women, elderly, women living in areas with minimum basic facilities like the coastal areas, women who come to city for various purposes. Their needs are also diverse. When urban Local Government's plan city development, do they think of these women? Do they ever think that these women too have specific needs and expectations? Urban planning in India is done by men for men and women hardly matters. The analysis of the JNNURM City development Plans(CDP) and the development plans under decentralization points to this

- ▶ Infrastructure development especially of roads gets top priority and greater funds. This is mainly for maintaining existing roads and building new roads. A good and safe road with proper street lights and proper pavement is

an important requirement for enhancing mobility of women. Lack of understanding on issues of women as commuters or users of public roads and transport are major gaps.

- ▶ Housing schemes are given high priority. High price and non-availability of land within the city limit is a major problem in this sector. Slum development is a major concern. Importance of women's ownership over land and house is not taken into consideration while giving assistance.
- ▶ Projects for childcare sector are unevenly focused on building and providing other facilities. Trainings for anganawadi workers and improvement of learning environment are not addressed effectively.
- ▶ Both the cities have a rich heritage of culture and women are always active in the cultural life. But in the development plan of the city no mention is made about women's role, participation and relevance in the cultural life. A striking gap is identified in vision on improving spatial and programmatic aspects of the cultural life.
- ▶ Development plan has clear vision on environmentally safe city with greener areas and innovative energy efficient projects.
- ▶ Planning process is done without the basic minimum understanding or data on women's occupation, skills and nature of unemployment. Many activities related to the projects in local economic growth are directly linked to women's labour but they do not have a gender focus. In Thiruvananthapuram, women fish vendors are a major category but their specific needs of market spaces in different

locations is not given due importance

- ▶ Lack of concern over specific women's health issues and public sanitation facilities are a striking gap in the gender component and outlook adopted by the decentralization programme in Kerala. Recently a women's organization, 'Penkootu' (Women's Friendship) in Kozhikode staged a strong agitation 'Right to pee' by organizing sales girls in the city demanding public toilets in the shopping complexes, markets and other public places in the city. Sanitation is given high priority in local planning from the beginning of decentralization process in the state. Yet in the Cities, safer and cleaner public toilet for men and women is a major issue.
- ▶ Many projects under WCP can easily be included under other sectors. Toilets for girl students are a basic infrastructural requirement to be addressed either from education or from infrastructure sector. Lack of vision on women's practical needs and its linkages with basic physical planning is a clear gap identified regarding the capacity for quality planning of the city.
- ▶ Lack of awareness to adopt technically supported advanced waste management methods without harming the health of women is a gap to be bridged.
- ▶ Physical planning of the city at present is not considering the gender specific aspects or needs of the special groups like children, aged and disabled.
- ▶ There is a comparable positive shift seen in approach of designing WCP projects in the last year. An attempt to address gender specific needs in work and prevention of violence against women were made.

## Recommendations:

- Integrating gender mainstreaming in urban planning process is an important step towards working for safer cities for women and children. City planning should consider women residents and the women visiting the city for various purposes.
- ▶ Collect gender disaggregated data on the status of urban women, identify their needs in the urban environment for sound and gender inclusive urban planning



- ▶ Special care to ensure active participation of women in planning of projects and programmes (JNNURM,KSUDP,WCP etc) and wider consultations must be held with women from various sectors(organized and unorganized sector workers, women from different age groups) to identify women's specific needs.
- ▶ More efforts and money allocation to activate Jagratha samithis in all local governments, including urban bodies must be a priority. Various stakeholders like the police, health personnel etc need to collaborate with this initiative.
- ▶ The Kudumbasree movement in Kerala has great potential to make women conscious of their safety in public places and to work towards educating young women to learn self defense mechanisms
- ▶ The biggest lacuna is in addressing men. The attitudes, mindsets of men belonging to various categories and professions have to be addressed. Specific gender training be given to male professionals like doctors ,police, judiciary, transport employees (TTRs of trains, conductors in buses), urban planning officials etc
- ▶ More public toilets with safe and clean environment, sufficient water and lighting are to be built and made

available to women all the day in shopping complexes, markets, parks, bus stands, places of worship, beach and other public places.

- ▶ Sufficient restrooms (toilets, changing facilities, breastfeeding spaces wherever needed) for women in all public offices and educational institutions

- ▶ Ensuring safety of women and girls in public vehicles, in bus stands and railway stations and in public gathering places has to receive priority. Trained police personnel have to be deployed in trains.

- ▶ Physical planning of the city to be improved considering gender specific needs and needs of the special groups like aged and disabled. Pedestrians need to be given due importance while planning roads. Now many public buildings and structures deny or restrict accessibility to groups like physically challenged and senior citizens. Considering the fact that Kerala is fast 'graying' special care has to be given to such issues.

- ▶ Effective implementation of police help lines and gender sensitization of police and other implementing officers who have responsibility to protect women should receive utmost priority. The helpline numbers need to be widely disseminated.

- ▶ Special attention and more projects needed for single women and women headed households; joint ownership of titles should be made mandatory in all housing schemes to ensure women's right over property and residence.

- ▶ Ideas and plans for building maximum number of houses with the minimum available land needed. New patterns of dwelling and houses to be developed.

- ▶ Women commuters who are stranded in the cities at night be offered safe overnight accommodation. New bus stations being built by Kerala transport corporation

(KSRTC) should include this in their plans

- ▶ More attention needed to develop safe and quality learning environment for child care services. More programmes for adolescent girls to enhance their confidence, mobility, physical & nutritional profile and self esteem needed. Special focus and trainings to be given for the issues of women with disability.

- ▶ Multiple and combined issues of social security, disability, poverty and health of women are to be addressed in Planning. These aspects to be included in the trainings for planners.

- ▶ Care and support for terminally ill women is an urgent concern considering their lack of economic independence and property rights.

- ▶ An efficient waste management programme with improved technology and less drudgery to women cleaners is to be implemented.

- ▶ A detailed occupational profile of women has to be prepared to help effective planning in the local economic growth sector.

- ▶ Women's role as beneficiaries as well as care givers to be considered while planning the projects in health, social security and local economy.

- ▶ A comprehensive plan for disabled to be developed rather than distributing few support measures.

- ▶ Lack of database and understanding on people's skills and potential of the area makes a major gap in planning for local economic growth.

- ▶ Integration and linkage with major institutions (for example IIM and NIIT) and sectors to be developed. Gender specific planning to be initiated to involve more women and to enhance the working conditions of those who are already working.

## Way Forward:

### Towards Possible Interventions

A number of suggestions have been put forward by the 1500 respondents to make the city safe for women.

#### In Infrastructure development

1. Provide more public transport to reduce the rush in buses and ensure safety inside the bus.
2. Provide school bus to all areas
3. Stop the competitive race of vehicles' especially private buses.
4. Ensure the safety of children inside buses
5. Increase the number of ladies compartment in trains
6. Provide accommodation at bus and railway stations for women passengers; Build restrooms for women in major bus and railway stations
7. Establish pre paid auto system in major areas. More women taxi and auto drivers have to be encouraged. Local bodies can take initiative to bring in more such projects
8. Audio-Visual announcements/messages creating awareness among men should be shown at railway stations especially on TV.
9. Construction of sufficient, neat, safe and functional public toilets with sufficient amenities like clean water, light, bucket, mug, sanitary napkin disposal facility , doors which can be locked from inside, hooks or small shelves to keep

their handbags in public places. The design of public toilets should take into account the amount of privacy women need

10. Park exclusively for women, which can be used without any fear or questions like 'why are you here at this time?'
11. Proper, regular and timely functioning and maintenance of street lights is very crucial. Poorly lit areas pose a threat to the safety of women.
12. Proper and regular maintenance of public roads and waste disposal
13. Restrict beggars in public spaces, trains and also people who sleep in bus stands
14. Setting up of free public telephone services.
15. Install complaint boxes at major points in the city.
16. Remove wrong sign boards and vulgar posters
17. Place more CCTV.
18. Help line numbers need to be shown where it is visible to all

#### In Strengthening of Manpower

19. Police need to be more active and more gender sensitive. They should not humiliate women coming to Stations. They should take the complaints about sexual harassment seriously

20. Increase the number of women police and depute them in bus stops, schools, buses especially in the early morning between 6AM to 8AM.
21. There is need to strengthen shadow police Deployment of women police in plain clothes in public spaces will help to catch the culprits and bring them under law
22. Caretaker of ladies public toilet should be a woman.

### In Awareness Creation

23. Create and enhance awareness among the public, police and bus crews.
24. Provide gender awareness programme so that children can manage themselves
25. Women should be empowered to respond and take self care.
26. Women's help line numbers should be advertised effectively through big TV screens, bus tickets etc.
27. Empower all Women Police Constables and give them power to act.
28. Parents should build confidence in their children to deal issues positively.
29. Co-education for girls and boys, gender and sex education in school, promotion of mutual respect among children as human beings, children should be education on abuse etc.

### In Strengthening Institution Mechanisms

30. Strengthen Jaagaratha Samithi
31. Mechanism to control alcoholism and drugs consumption.
32. Fast settlement of cases and strict implementation of

- Law and severe punishment
33. Special institutional mechanism to settle bus related complaints.
34. Government, both local and state level need to take stern actions to ensure women safety.
35. Conductors should ensure reserved seats are occupied by women
36. Safe city committees under the Corporation or police should be formed which can give focus and legitimacy to safety in the city for all and develop a policy document to build strategies to prevent violence against women, girls and the marginalised.
37. Urban planning process need to integrate the idea of security and safety in their planning process. A new planning philosophy has to be developed, with high level of democracy as well as quality.
38. Institutional mechanisms have to be built through community development approaches with a range of activities which can reduce the harassments faced by women and girls.
39. Women's police cell has to be more active and given power to take independent decisions. Certain amount has to be allocated to make the women's help line and cell more effective. The personnel managing these also have to be well trained
40. A mobile women's court would encourage women to register complaints and make the process easier.
41. Programmes like Maithri police need to be strengthened.
42. Gender Budget: Ensure that budgets of governments earmark adequate budget for implementing safe cities for girls and women and other marginalized

## ACTION PLAN FOR SAFE CITY

### Detailed Action Plan

Sl.No:	What	Who	When	How	Sakhi's contribution
1.	Safe City Platform (See Annexure 1)		Urgent		
2.	Red Alert Areas (See Annexure 2)		Urgent		

#### The following detailed action plan has to be implemented by the Safe City Platform

3.	Special training to Police personnel especially those who manage 1091	Police Department, women activists	Short term	Awareness classes; discussions with victims, women activists	Make available the resource person
4.	Wide and proper publicity of 1091	Police Department, government agencies, NGOs, CBOs Women's Commission, Kudumbashree, mobile service providers, Media	Short term	<ul style="list-style-type: none"> <li>▶ Scroll the number in low floor buses and stencil it inside all the buses</li> <li>▶ Bulk sms</li> <li>▶ Scrolls during peak hours on TV</li> <li>▶ Slide shows in Cinema theatres</li> <li>▶ Hoardings and boards on road sides, pamphlets, bit notices etc.</li> </ul>	Develop publicity material both electronic and print
5.	Simplify the process of complaining	Police department, NGOs and CBOs	Short term	Make the complaint forms in inlands available in more places like RAA, bus stands, medical shops or mobile recharge shops at key places.	Will keep the forms in our office and distribute to more people.
6.	Auto rickshaws	Police department-traffic police	Short term	Display visibly the following information behind the driver seat. a) Police help line numbers (b) Photo, name, address and license number of the driver	Monitoring and reporting
7.	Set up support group in all police stations in the state.	Police Department; women activists	Mid term	Formation of support groups with Women social activists (Refer-'Special Cell for Women and Children' in Mumbai Police with support from Tata Institute of Social Sciences (TISS))	Make available women activists including lawyers

8.	Strengthen Janamaithri Police.	Police Department, Social Welfare Department, Corporation, Women's Commission Health Department; service providers Residents associations	Mid Term	Link the needy persons (old aged persons, single women, disabled persons. etc) with Janamaithri police. Provide free facilities like ambulance, mobile toll free number etc. during emergency.	Monitoring and reporting
9.	Safe City Campaign	Safe City Platform	Mid term	Make spots / documentaries/ print advertisements on violence against women in public places	Development of publicity materials Coordinating and organizing workshops, trainings ...etc
10.	Safe transportation	Police Department, traffic police, Corporation, KSRTC	Mid Term	Provide 24 hr prepaid auto, taxi services Provide facility for on the spot registration of complaints in KSRTC and private registration	Monitoring and reporting
11.	Strengthen State and district Women's Police Cells	Police Department, Women activists	Long Term	Policy level decision is needed. Provide more power to take independent actions. Give gender trainings	Make available the resource persons
12.	Short Stay Home facility	Planning Board; Social Welfare Department; Corporation; Police	Mid Term	Set up short stay homes for women who <ul style="list-style-type: none"> <li>▶ face violence at home</li> <li>▶ seek this facility to Police (like1091)</li> <li>▶ rescued by the police from different situations.</li> <li>▶ reaches the city alone at night.</li> </ul> Corporation has buildings unutilized in the city and can use some of these buildings for the purpose	Monitoring and reporting



13.	Victim compensation	Planning Board	Short Term	Budget allocation for The Section 357 (A) of The Criminal Procedure Code (Amendment) Act 2008.	
14.	Sensitise Judges and Lawyers on the issue	Judicial Academy, Planning board, KELSA, Bar Association	Short Term	Awareness programmes; discussions with victims, women activists	Make available the resource person
15.	New Law to protect women in public places	Law Department; Legislative assembly; KELSA; Bar association	Mid Term	Frame new Law (reference - Tamil Nadu Prohibition of Harassment of Women Act 2002) ; Awareness	Make available expert lawyers from Chennai to discuss the law in Tamil Nadu and to adapt and draft similar law in Kerala also.
16.	Separate court for Violence against women	Law Department	Long Term	Timely and speedy delivery of justice	Advocacy at different levels with other likeminded organizations and individuals
17.	Regular inspections to check buses stop at proper bus stops and after dark at places where women require	KSRTC	Short Term	Proper monitoring by the officials	Sakhi is willing to collaborate with KSRTC to undertake any study regarding safety of women in buses.
18.	Long distance buses halt at convenient places where rest rooms and good women friendly toilets are available	KSRTC	Short Term	Proper monitoring by the officials	
19.	Facility for on the spot registration of cases of harassment at buses	KSRTC Police Department	Short Term	Make available the complaint forms with the conductors; reach police on the next stop if they get a complaint call to help line number (including 1091) from a particular bus (by women) and take actions to register complaint.	

20.	Increase the number of public transport facility – buses – more low floor buses	KSRTC	Mid Term	Budget allocation; schemes like JNNURM	
21.	Safety measures in Buses	KSRTC Private bus operators/owners Association	Mid Term	Stencil the helpline numbers including 1091 inside the buses  Erect hidden cameras (make it known to the public)  Training to the crew on women's safety issues in buses and how to handle it	Make available the resource persons for trainings; Monitoring and reporting
22.	(a) Make two doors compulsory; (b) The front door must have proper handle in working condition which can be used by ladies to access the reservation seats easily; (c) All reservation seats must be in the same manner in all buses, that is in the front part; (d) Select seats from both sides for women's reservation and indicate the reservation seats on the outside of the bus (left side near the door)	KSRTC	Mid Term	Proper monitoring by the officials	Monitoring and reporting
23.	For the crew: separate rest rooms with good toilets for ladies and gents at main points; facility to manage occupational stress at central depot.	KSRTC; Corporation; Panchayats	Mid Term	Chain of toilets related to bus stops at main points with the help of local bodies; appoint a councilor at the central depot.	Monitoring and reporting
24.	Make public places women friendly	Corporation management of the public place,	Mid Term	Ensure rest rooms with feeding cubicles and women friendly toilets for staff and visitors in all public places like, Market, court, religious worship place, theatre, bus stand, library, park and beach	Monitoring and reporting

25.	Proper maintenance of roads, foot paths and bus shelters	Corporation; PWD; road fund board		<p>Make foot paths pedestrian friendly and ensure timely maintenance.</p> <p>Bus shelters must have seating facility which should be convenient for aged and physically disabled people.</p> <p>Bus shelters/stands must be a complex having feeding cubicles for lactating mothers, separate toilets for women and men. Ensure its proper maintenance</p>	Monitoring and reporting
26.	Strengthen JAGRATHA Samithis associated with local self governments	Corporation; Police; political parties; NGOs	Short Term	Take initiatives to Strengthen one of the best methods of redressal mechanism to counter violence against women by Local self governments (constitute the cell), Political parties (give support to the local body), Police (provide special order to all CI's/ SI's to be part of the cell and give support), KELSA, Bar Association (Legal support) NGOs (expertise), CBOs (support groups)	Trainings on Jaagratha Samithi
27.	Strengthen gender desk in schools	Education Department	Short Term	<p>A forum where students can share their problems.</p> <p>This is active in some schools as part of panchayat jaagratha samithi, spread it to all schools in the state.</p>	Training on Gender Desk
28.	Make life skill education and self defense course part of school curriculum	Education Department	Mid Term	Allot an hour in every week for this	Make available the resource person (Expert);

29.	Safety measures in trains	Railway; Railway police	Short term	Ladies compartments should be brought in three places of the train -the front, middle and back (not in the extreme back) with special colour on exterior and interior ; Appoint women police in Lady's compartments;  Give wider publicity to the railway helpline number and the sections 145 and 162 of Indian Railway act.	Monitoring and reporting
30.	Campaigns by social organizations	Social organisations	Short Term	Take 'safety in public places' as theme for March 8th campaign	Provide materials like posters, booklet, video on safe city etc.

## Annexure 1

### Formation of Safe City Platform

We propose the need to form a Safe City Platform in the major cities in Kerala under the leadership of DGP and the respective city police commissioners. Sakhi in Trivandrum, Anweshi in Kozhikode or other women NGO's will coordinate the Platform under the guidance of the DGP. The Platform can do timely review, monitor and facilitate actions which would make the city safer. The Platform has to constitute a panel with heads of the various departments, NGOs, legal experts...etc. The Police department, Planning Board, Women's Commission, KELSA, Kudumbashree, Town planning, Traffic police, Women Police Cell, Corporation, Education Department, KSRTC, PWD, KSEB, NGOs, Residents Associations can be part of the platform.

Functions of the Platform for a safe city:

- Support the police department to implement gender friendly programmes more effectively
- Coordination of various stakeholders
- Monitoring of 1091
- Giving recommendations to the Government
- Organizing workshops, campaigns, trainings
- Development of campaign materials (both electronic and print)

## Annexure 2

### Red Alert Areas (RAA)

As part of the safe city initiative under taken by Sakhi, four areas in Trivandrum namely Eastfort, Thampanor, Statue and Medical College have been identified as the most unsafe areas for women. We request the Police Department to consider these areas as Red Alert Areas (RAA). More attention and focused actions are needed to be taken. Suggested actions are;

1. Special help booths adjacent to the bus shelters.

2. Post more police force
3. Provide complaint box and forms
4. Display hoardings having helpline numbers and messages
5. Provide hidden cameras
6. Provide Pre paid auto rickshaws

## Annexure 3

### Understanding the concepts

Street harassment is something most women deal with year-round. The catcalls, leering, groping, stalking, public masturbation, and anti-woman comments are demeaning, annoying, and sometimes threatening and scary.

1. Street harassment occurs when one or more unfamiliar men accost one or more women in a public place, on one or more occasion, and intrude or attempt to intrude upon the woman's attention in a manner that is unwelcome to the woman, with language or action that is explicitly or implicitly sexual. It can be through looks, words, or gestures, the man asserts his right to intrude on the women's attention, defining her as a sexual object, and forcing her to interact with him.
2. Physical violence is the intentional use of physical force with the potential for causing death, disability, injury or harm.
3. Sexual violence can be divided into three categories  
Use of physical force to compel a person to engage in a sexual act against his or her will, whether or not the act is completed.  
An attempted or completed sex act involving a person who is unable to understand the nature or condition of the act, to decline participation, or to communicate unwillingness to engage in the sexual act.  
Abusive sexual contact that includes intentional touching directly, or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or buttocks of any person against his or her will, or of any person who is unable to understand the

nature or the condition of the act, to decline participation, or to communicate unwillingness to be touched.

5. Threat of physical or sexual violence, is the use of words, gestures or weapons to communicate the intent to cause death, disability, injury or physical harm.
6. Psychological or emotional abuse includes trauma to the victim caused by acts, threats of acts, or coercive tactics.
7. Psychological violence occurs when psychological or emotional abuse is accompanied by physical and/or sexual violence.
8. Economic violence is perpetrated usually by an intimate partner or family member and includes economic blackmail, control over money a woman earns, denial of access to education, health assistance or remunerated employment and denial of property rights.
9. Sexual harassment is intimidation, bullying or coercion of a sexual nature, or the unwelcome or inappropriate promise of rewards in exchange for sexual favours.
10. Intimidation (also called cowing) is intentional behaviour "which would cause a person of ordinary sensibilities" fear of injury or harm. It's not necessary to prove that the behaviour was so violent as to cause terror or that the victim was actually frightened.
11. Criminal threatening (or threatening behaviour) is the crime of intentionally or knowingly putting another person in fear of imminent bodily injury.
12. Sexual abuse, also referred to as molestation, is the forcing of undesired sexual behaviour by one person upon another. When that force is immediate, of short duration, or infrequent, it is called sexual assault. The offender is referred to as a sexual abuser or (often pejoratively) molester.
13. Assault means a violent physical or verbal attack.
14. Sexual assault is an assault of a sexual nature on another person. It may include rape, inappropriate touching, forced kissing, child sexual abuse, or the torture of the victim in a sexual manner. Also it can be verbal, visual, or anything that forces a person to join in unwanted sexual contact or attention.

Rape is a type of sexual assault usually involving sexual intercourse, including vaginal, anal, or oral penetration, which is initiated by one or more persons against another person without that person's consent.

15. Public harassment is that group of abuses, harrings, and annoyances characteristic of public places and uniquely facilitated by communication in public. Public harassment includes pinching, slapping, hitting, shouted remarks, vulgarity, insults, sly innuendo, ogling, and stalking.
16. Acid throwing (acid attack or vitriolage) is a form of violent assault.
17. Groping, when used in a sexual context, is touching or fondling another person in a sexual way using the hands, and generally has a negative connotation and considered molestation in most societies.
18. The term 'frotteurism' may be applied when a person rubs up against another person, typically using their sexual parts.
19. Flashing is indecent exposure. The exposure of one's body, especially one's genitals, in a public place and in a way considered offensive to established standards of decency.
20. Stalking is a criminal activity consisting of the repeated following and harassing of another person.

Reference: Heise, Pitanguay and Germain (1994). Violence Against Women: The Hidden Health Burden. World Bank Discussion Paper. Washington. D.C.: The World Bank.

The Centre for Diseases Control in the US  
Wikipedia



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