Adolescent Girls' Views on Safety in Cities

Findings from the Because I am a Girl: Urban Programme Study in Cairo, Delhi, Hanoi, Kampala and Lima

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Acronyms

BIAAG: Because I am a Girl
BIAAG Urban Programme: Because I am a Girl Urban Programme
CBO: Community Based Organisation
CDA: Community Development Association
CEDAW: UN Convention on the Elimination of all Forms of Discrimination against Women
CRC: UN Convention on the Rights of the Child
DOLISA: Central Hanoi Department of Labour, Invalids, and Social Affairs
EGM: Expert Group Meeting
FGM/C: Female Genital Mutilation/Circumcision
GBV: Gender Based Violence
GOS: Girls' Opportunity Star for Safe and Inclusive Cities
GSW: Girls' Safety Walk
INGO: International Non-Governmental Organisation
KCCA: Kampala Capital City Authority
KPDP: Kampala Physical Development Plan
KII: Key Informant Interviews
METRAC: Metropolitan Action Committee on Violence against Women and Children
MOLH & UD: Ministry of Lands, Housing and Urban Development in Kampala
NCPRC: National Commission for the Protection of Rights of Children in India
NGO: Non-Governmental Organisation
Plan CO: Plan Country Offices
Plan IH: Plan International Headquarters
PLANIG: The National Plan for Gender Equality in Peru
RSA: Rapid Situational Assessment
SPP: Stakeholder, Programme, and Policy Mapping
UGEL : Local Education Management Unit in Lima
UNDP: United Nations Development Programme
UNESCO: United Nations Educational, Scientific and Cultural Organisation
UN-HABITAT: United Nations Human Settlements Programme
UNICEF: United Nations Children's Fund
UN Women: United Nations Entity for Gender Equality and the Empowerment of Women
WHO: World Health Organisation
WICI: Women in Cities International

Foreword

My name is Huyen, and I am 16 years old and live in Hanoi. Like many of my friends, I go to school by bus. I do not like to travel by bus as I get car sickness and I do not feel safe. I have observed theft on buses and most of the victims are girls and women. My only choice is to travel by bus as this is the only means of public transportation in Hanoi. My only free time is in the evenings, however I cannot go outside as there are no street lights in my neighbourhood. I am scared of being teased or robbed. And there is no public space with recreational facilities for girls in my area to go to. Thus, my only choice is to stay at home in order to be safe.

In December 2012, I was invited by Plan Vietnam to take part in the Because I am a Girl Urban Programme. I was invited to participate in Plan's rapid situational assessment on making cities safer with and for adolescent girls. My friends and I discussed how safe and inclusive Hanoi was and we brainstormed with others on how to make Hanoi a safer more ideal city. As part of the study, my friends and I conducted a safety walk in my neighbourhood. During the safety walk, we noticed that there were no street lights or security personnel, and we witnessed people gambling and using drugs. In addition to sharing these results from the safety walk with Plan and other girls, I was also invited to present these findings to the local authorities in Hanoi as well as speak about the programme in New York during the 57th UN Commission on the Status of Women. This is the first time that I have ever been asked about my safety concerns in public spaces in my city. I am really happy to be able to share my thoughts and participate in making my city a safer, more inclusive city, and I am also pleased that I can share these concerns amongst discussion makers and represent millions of adolescent girls my age. I feel more confident, knowledgeable, and empowered to speak out about these issues because of my participation in the study.

Along with many other girls, I dream of living in a safe and inclusive city for girls and for all community members. We wish to see more public spaces with recreational facilities for girls; more security personnel or police officers patrolling public spaces; more street lights; more sidewalks for pedestrians to walk safely; more safe buses and stations; more public facilities, including toilets and clean water; and more training centers for adolescent girls and boys to build their life skills and knowledge.

Lastly, I would like to thank by brothers and sisters at Plan International. They have listened to me and given me a chance, encouraged me to speak and share my views, and helped to build my confidence. I will keep sharing what I learn with my friends, parents, teachers, and community members in my neighbourhood. I hope that my dream of turning Hanoi into a safer and inclusive city for adolescent girls will one day come true. Thank you very much.

Huyen, Vietnam

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Chapter 1: Introduction

Setting the Context: Adolescent Girls in Cities

For the first time in history, there are more people living in cities than in rural areas. Each month, five million people are added to the cities of the developing world, and more than one billion children live in urban settings.[1] It is estimated that by 2030, approximately 1.5 billion girls will live in urban areas.[2]

While there has been much global debate on gender and equality over the last decades, and statistics are increasingly collected about women and children, there is very little information available about girls and young women. In particular, academic and development institutions alike have largely ignored the intersection between gender, age, safety and urbanisation, and girls tend to be overlooked in programming either aimed at 'youth' or 'women.' Namely, many urban safety and crime prevention initiatives prioritise young men, while many women's safety initiatives tend to focus on adult women and exclusively on the domestic sphere.[3] Plan believes programmes are therefore needed to engage adolescent girls in urban environments to think critically about the challenges they face in public spaces, and how to improve their situations.

The case of the recent gang-rape and murder of the 23-year-old woman on a bus in Delhi in December 2012 highlights the urgency of the safety situation for girls in public urban spaces. This incident brought the plight of women's safety to both national and global attention. We are now at a crucial juncture where the passions of people are ignited like never before to end violence against women and girls and make cities safer and more inclusive for themselves and for everyone.

Because I am a Girl Urban Programme

The **Because I am a Girl Urban Programme (BIAAG Urban Programme)** is a joint programme developed in partnership between Plan International, Women in Cities International (WICI), and the United Nations Human Settlements Programme (UN-HABITAT). The overarching goal of the programme is to build safe, accountable, and inclusive cities *with* and *for* adolescent girls in all their diversity. The programme seeks to engage girls in cities around the world to explore questions around gender inclusion, the right to the city, and safe public spaces in cities for girls.

Girls in cities contend with the duality of increased risks and increased opportunities. On the one hand, they face sexual harassment, exploitation, and insecurity as they navigate the urban environment, while on the other hand they are more likely to be educated and less likely to be married at an early age.

Whilst of course it is acknowledged that girls face multiple risks and vulnerabilities in the private sphere, including domestic violence in their homes, the BIAAG Urban Programme focuses on enhancing girls' safety in public spaces. One of the premises for this approach is that as public and private spheres are interconnected, creating safer public spaces will enable girls to access the services they require to help protect themselves from unsafe situations at home.

"I want to give my opinion to make changes in the future." Girl, Cairo

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[1] UN-HABITAT (2010). State of the World's Cities 2008/2009. United Nations; and UNICEF (2012). The State of the World's Children. Children in an Urban World. New York.
[2] UN-HABITAT (2010). State of the World's Cities 2008/2009. United Nations.
[3] See, for example, UN Women's Virtual Knowledge Centre to End Violence against Women, Safe Cities Module http://www.endvawnow.org/en/modules/view/ 12-safe-cities.html; International Centre for the Prevention of Crime (2010) Youth Resource Guide: Participate in Safer Cities! United Nations; UN General Assembly Resolution 65/228 'Strengthening Crime Prevention and Criminal Justice Responses to Violence against Women', adopted 31 March 2011; UNFPA (2009) Programming to Address Violence against Women. United Nations; UN-HABITAT (2008) Global Assessment on Women's Safety.

8-Point Call to Action on Girls' Rights in the City

All girls should have the right to:

1 Access safe education in the city.

2 Be free from violence in the city.

3 Secure and decent housing.

4 Move safely in the city.

5 Affordable and accessible services in the city.

6 Age-appropriate and decent work in a healthy urban environment.

7 Safe spaces in the city.

8 Participate in making cities safer, more inclusive, and more accessible.

Source: Plan International (2010). *Because I am a Girl. The State of the World's Girls 2010. Digital and Urban Frontiers: Girls in a Changing Landscape.* Woking, UK.

The BIAAG Urban Programme builds on Plan International's **8-Point Call to Action on Girls' Rights in the City** and was developed to put into action the policy and programme recommendations from Plan International's *Because I am a Girl State of the World's Girls Report on Urban and Digital Frontiers: Girls in a Changing Landscape (2010)* (see **Annex 1** for further details about the history of the development of the programme).

The programme is also linked to Plan International's Because I am a Girl (BIAAG) global campaign to empower girls, promote gender equality, and remove barriers that girls face in achieving their rights.

Plan International's report titled *Because I am a Girl State of the World's Girls Report on Learning for Life (2012)* argues that girls who obtain a quality primary and secondary education are more likely to "live longer, healthier, happier lives."[4] Presently, around 75 million school-aged girls around the world are not in school.[5] These girls "face a number of barriers, including poverty, gender discrimination

and violence", and "beyond economic barriers, girls are more likely to experience violence and sexual abuse both in the classroom and on the way to school."[6]

The BIAAG Urban Programme hopes to contribute to the objective of enrolling and retaining girls in school by creating an atmosphere of safety in the city to ensure a safe commute for them to and from school, which includes improving the level of safety in public spaces as well as on public transportation systems. Additionally, strengthening the quality of basic services, such as access to water and adequate sanitation, will allow girls to focus on attending school if their basic needs are better taken care of, and emergency services will allow them an outlet to turn to should they face any difficulties in attending school or issues of insecurity. From another perspective, if a girl is educated, she will be able to participate more actively and meaningfully in urban development and governance to make decisions that affect her feelings of safety in her city. As such, urban safety and education form a reciprocal link and reinforce each other in a way that leads to a rise in their overall well-being and empowerment.

The planned **outcomes** of the BIAAG Urban Programme are:[7]

1 **Increased girls' safety and access to public spaces.**

2 **Increased active and meaningful participation of girls in urban development and governance.**

3 **Increased girls' autonomous mobility in the city.**

"We must all work together because nothing will happen if we don't have unity."

Girl, India

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[4] Plan International (2012). *Because I am a Girl. The State of the World's Girls. Learning for Life.* Woking, UK

[5] Ibid.

[6] Ibid.

[7] Prior to the rapid situational assessment, the BIAAG Urban Programme had four outcomes, including increased girls' access to quality city services such as basic and emergency services. After the RSA and during the programme development phase, it was decided to merge this outcome into the first outcome (increased girls' safety and access to public spaces) and have only three outcomes in total for the programme.

The programme will work across **all three levels of change agents** to ensure gender transformative programming and girls' empowerment, including working with (i) government and institutions, (ii) communities and families, and (iii) girls and boys themselves (see **Figures 1 and 2** as well as **Annex 2**: Theory of Change for further details).

The programme has been developed in a participatory manner and has consistently been validated by adolescent girls along the way.

Figure 1: Plan Works at Three Levels of Change

Institutions (Private and State) as Moral and Principal Duty Bearers
- Supporting them in the adoption and implementation of laws, policies and programmes that create a supportive environment for gender justice and are explicit in promoting girls and women's strategic interests.

Families and Communities as Moral Duty Bearers
- Building a supportive environment for gender justice.
- Challenging norms, attitudes and behaviours that undervalue girls and women and discriminate against them.

Individuals as Rights-Holders
- Empowering girls and women.
- Building the capacity of girls and boys, women and men to organise and advocate for gender justice.

Figure 2: Sustainable Girls' Empowerment

Girls' empowerment is only sustainable when it is supported by simultaneous change in agency, relationships and structures.

STRUCTURES

EMPOWERMENT

AGENCY

RELATIONS

- Changes here are easily reversed and/or have unintended consequences.
- Changes are stronger but incomplete.
- Changes here are most likely to lead to durable empowerment.
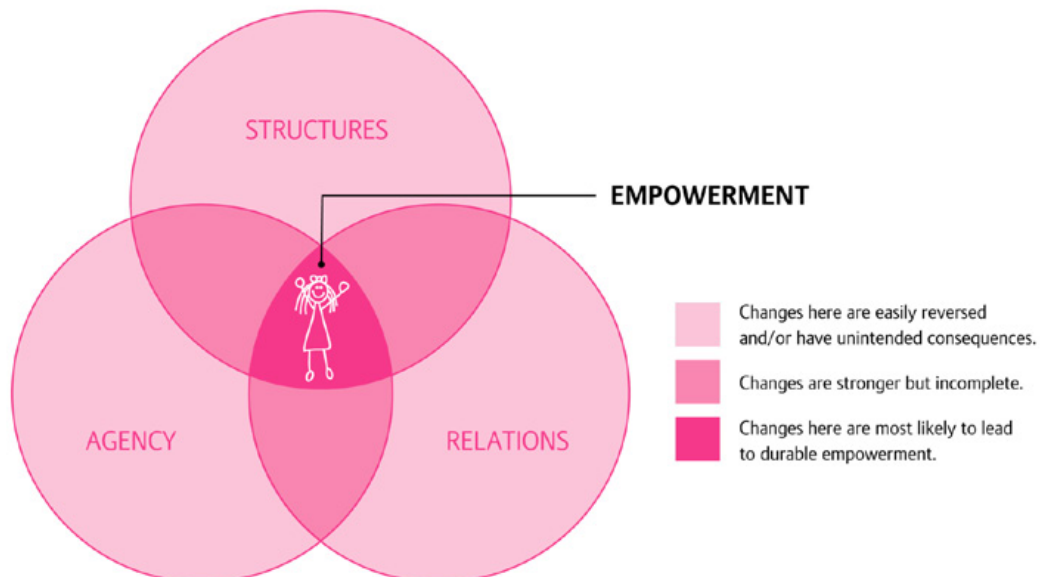
Factors That Influence a Girl's Sense of Safety

Plan's BIAAG Urban Programme seeks to address girls' 'actual' as well as 'perceived' safety and inclusion. This design is based on a theoretical framework which highlights the need to assess actual statistics at points in time as well as to review girls' subjective perceptions of insecurity and exclusion potentially through experiences of fear and anxiety. While the perceived level of safety may not always correspond with recorded levels of actual safety,[8] both categories must be taken into account in programming and the perceived dimension must not be ignored. Crime statistics, while relevant, may not be necessarily valid in all circumstances and may not be the determining factor of girls' sense of safety.[9]

Women's and girls' fear of crime has sometimes been considered unfounded, irrational, or trivial. However, fear of crime has serious consequences for what women and girls are and are not able to do in the city. Too often, the insecurity experienced by women and girls in urban spaces limits their mobility and acts as a barrier to their participation in city life.[10] At some point in their lives, many women and girls will face incidents of sexual harassment, abuse and violence in urban settings, simply due to gender inequality and unequal power relations.

A person's sense of safety is very subjective and can change from one city to the next, from one period to the next, yet all feelings are valid, even if they are not shared across contexts.[11] The fact that women are often socialised since childhood to identify public spaces as potentially dangerous also contributes to this perception. The perception of a lack of safety and early socialisation are both factors that entail continuous control and self-control of women and girls' behaviours, or the need to walk and move about accompanied. This then creates limitations to perceptions of the city as a space where they belong, and where they can move about independently.[12]

Consequently, the actual and perceived levels of safety can have similar consequences, and programming must focus on both. The situation analysis used in this study therefore captures how the built environment (infrastruc-tural elements such as lighting, maintenance of spaces, signage, presence of alleyways, etc.), the social environment (how people use the space, the kinds of people using the space, sense of community in the area, presence of cultural activities), and girls' own experience and perceptions all come together to make up a girl's sense of safety (see **Figure 3**).

Figure 3: Factors that Influence a Girls' Sense of Safety

Innovative Research

In 2012, a study to understand how safe and inclusive cities were for adolescent girls was carried out in Cairo, Delhi, Hanoi, Kampala, and Lima. The research is among the first of its kind. Examining the unique position of adolescent girls in urban environments in an active and participatory way from a broad range of stakeholders is an innovative approach to delving into a new area of research.

Once the research was complete for each of the cities, a detailed Report on the Findings of the Because I am a Girl: Urban Programme Study was prepared by each of the five cities. This global report aims to capture the main findings of this study, taking into consideration the unique findings from each of the five cities, drawing comparisons between the cities, and providing further insights into what aspects of the built and social environments contribute to or hinder a girls' sense of safety. The study provides a snapshot of how safe and inclusive cities are for adolescent girls, and the findings have been analysed to develop a programmatic response that addresses these issues – a response that is globally led, locally implemented.

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[8] Foster, Sarah and Giles-Corti, Billie (2008) "The Built Environment, Neighborhood Crime and Constrained Physical Activity: An Exploration of Inconsistent Findings" in Preventive Medicine (impact factor: 3.22). 05/2008; 47(3):241-51; and Potter, Gary W. and Kappeler, Victor E. (2006) *Constructing Crime: Perspectives on Making News and Social Problems* (2nd ed). Prospect Heights: Waveland Press.

[9] Mosher, C. J., Miethe, T. D., & Hart, T. C. (2011). The Mismeasure of Crime, 2nd ed. Thousand Oaks, California: SAGE Publications; and Tarling, Roger and Morris, Katie (2010) "Reporting Crime to the Police", in *British Journal of Criminology*, Volume 50, Number 3, 8 May 2010 , pp. 474-490(17). Oxford University Press.

[10] Travers, Kathryn and Chayer, Karine (2010) *Together for Women's Safety*. Montreal: WICI.

[11] Travers, Kathryn (2011). *Practices and Approaches to Inspire Safe City Project Design with Women and Girls*. UN Women (on file with author).

[12] Ibid.

Chapter 2: Methodology

Data Collection in Five Cities

The BIAAG Urban Programme will be carried out in **five cities** around the world: Cairo, Egypt; Delhi, India; Hanoi, Vietnam; Kampala, Uganda; and Lima, Peru. These cities were chosen for their geographical diversity and the substantive issues facing girls in these city contexts. The situational assessment carried out in these cities was designed to provide a 'snapshot' of each city's current situation. This was done to inform future programming, as well as to build the capacity of adolescent girls to speak out on these issues and offer solutions for making improvements.

This **Rapid Situational Assessment (RSA)** used five data collection tools to gain an understanding of adolescent girls' safety and inclusion. The study was carried out locally in each city and aimed to contextualise the global programme to the local situation of each of the cities. The specific research questions addressed as part of the study were:

1. How do adolescent girls perceive their current city in terms of its safety and inclusivity?
2. How are girls' perspectives different from the views of other stakeholders in the community?
3. How do the five cities compare to each other, and what are the global trends that emerge?
4. What steps should be taken by the BIAAG Urban Programme to improve the situation for adolescent girls in each city?

A toolkit made up of five complementary tools was used by Plan's Country Offices (Plan COs) to carry out the study. Expert feedback and guidance was offered from the global and local teams to ensure that the tools could in fact be carried out effectively in the five different cities.[13]

Objectives of the Study

This assessment was not designed to be a comprehensive and methodologically exact research endeavour; rather the purpose was to provide a rapid "snapshot" of the current situation for adolescent girls in each of the five cities to feed into future planning of Plan's BIAAG Urban Programme. Specifically, the study aimed to:

- Identify key opportunities and challenges for the BIAAG Urban Programme in each city.
- Explore the perceptions of adolescent girls' safety among multiple stakeholders, and identify similarities and inconsistencies in these perceptions.
- Build the capacities of adolescent girls and boys to speak about and act on issues of safety and inclusion.
- Identify key stakeholders and build relationships with various partners in support of the BIAAG Urban Programme.

BIAAG Urban Programme Research Process

Five complementary tools were developed for the BIAAG Urban Programme study. Together, the tools were intended to generate information about the current status of girls' safety and inclusion in the five cities, identify potential challenges and opportunities for programming on these issues, and inform the next steps for the programme. The five tools used were:

1. **Stakeholder, Programme, and Policy Mapping**
2. **Key Informant Interviews**
3. **Social Cartography**
4. **Girls' Opportunity Star**
5. **Girls' Safety Walk**

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[13] WICI led the development of the tools, which were then validated by UN-HABITAT, Plan International as well as Plan Country Offices who would ultimately apply them in the five cities.

The cities were encouraged to follow a proposed sequencing for the tools that would allow one tool to logically feed into the next. To begin, information generated by the Stakeholder, Programme, and Policy Mapping – the first tool – provides the backdrop for the rest of the tools. Specifically, it helps to identify key partners to engage with in support of the programme, and key informants to interview as part of the second tool, Key Informant Interviews. The interviews can be used to identify opportunities for the BIAAG Urban Programme and provide insight into the perspectives of various stakeholders to complement the views of adolescent girls that would be captured in the final three participatory tools. Further, the Social Cartography tool helps to identify what areas are suitable for the Girls' Safety Walk (fifth tool), and the Girls' Opportunity Star provides qualitative and quantitative data that informs the other tools.

WICI delivered training on the tools in the fall of 2012, and Plan Country Office teams in each of the cities carried out the study using the tools between October 2012 and January 2013.

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Inclusion of Broader Social Groups

While the BIAAG Urban Programme defines 'adolescence' as being 13-18 years of age,[14] this definition did not always reflect local age bracket distinctions so the actual age range of participants in the study is 11 to 23 years.

In all of the cities, school-going girls participated in the study; however each of the cities also made particular efforts to engage with girls who were most excluded from urban processes, reaching out-of-school girls, working girls, and differently-abled girls (see **Figure 4**). From young migrant workers in Hanoi to sex workers in Kampala, the diversity of participants was vast.

The tools also captured the perspectives of adolescent boys through the Social Cartography exercises which offered the information necessary to begin to understand both how their experiences and use of city spaces differed from that of girls and how their visions for an ideal city were also distinct. While adolescent boys also experience issues of insecurity and exclusion in these cities, the primary objective of the BIAAG Urban Programme is to increase adolescent girls' safety and inclusion in cities and therefore the researchers only included boys in the Social Cartography exercise.[15] By involving boys in the process, a broader picture of safety and inclusion could be provided, as well as crucial information on the differences between the way boys and girls perceive, experience and use their city. In addition, a number of adult men and adolescent boys were interviewed as part of the Key Informant Interviews to ensure that a broad range of information was obtained from key stakeholders in the five cities (see **Figure 4**).

Figure 4: Priority Groups of Girls

Cairo	Delhi	Hanoi	Kampala	Lima
• Girls in school • Out-of-school girls • Adolescent girls working in the streets • Working girls (factories, workshops) • Differently-abled girls	• Girls in school • Out-of-school girls • Working girls • Street girls • Girls in minority religious communities (predominantly Muslim girls) • Differently-abled girls	• Girls in school • Out-of-school girls • Youth migrant girls aged 18 to 23 • Adolescent girls living in poor or disadvantaged families	• Girls in school • Out-of-school girls • Commercial working girls • Girls living in slums • Orphaned girls • Teenage mothers • Girls with special needs	• Girls in school • Out-of-school girls • Girls without access to health services • Differently-abled girls

[14] For further definitions, see **Annex 3**: Glossary of Terms.
[15] Plan Peru decided to also involve boys in the Opportunity Star exercise.

Ethical Considerations

As the study delved into sensitive material with youth, it was highly important to place great importance on ethical considerations and child protection policies.

In order for children to participate, parental consent was required, and each child had the ultimate right to decide whether or not to participate even if his or her parent consented. A consent form was developed for participants to complete at the start of each session. Among other things, it asked them to approve the use of recording before each session and again at the end of a session. If even one participant expressed discomfort with recording, the entire session was not recorded. This was the same process for different recording formats including audio, video and photographs.

Additionally, familiarising all facilitators with the ethical dimensions of researching violence against women and girls was necessary to safeguard against the chance of threats being directed to the safety of both researchers and research subjects. Several resources on child protection and research ethics were provided, and data collectors were asked to read Plan's Child Protection Policy prior to conducting research. Plan Country Offices were also asked to put together a list of local resources outlining support groups and community centres, etc. where girls could obtain additional information and guidance if necessary. Further, adult facilitators were also present during every exercise and were available if adolescent girls had concerns or questions about the activities.

Similar ethical measures were in place during the Key Informant Interviews. Researchers reviewed the consent form with the informant, highlighting what the information gathered would be used for, gaining their permission to record the interview, and asking informants if they would rather their participation be kept anonymous.

Detailed Description of Tools

Short descriptions of each of the five tools used for this research, as well as some pertinent points about how they were adapted to suit the local contexts of Cairo, Delhi, Hanoi, Kampala and Lima, is provided below.

1. Stakeholder, Programme, and Policy Mapping[16]

The first step in the study was completing desk research to identify existing stakeholders, programmes, and policies

(SPP) in each city to expose key opportunities and challenges that could arise in the implementation of the BIAAG Urban Programme. Research teams were also encouraged to note existing data as well as current gaps in research or accessibility of research that must be filled in order to gain a full picture of each city's local context.

City-specific data was firstly obtained to generate a demographic profile of the city as well as a profile of the cities' crime rates and trends, laws, and legislation.

Secondly, Plan Country Offices (Plan COs) were asked to identify key stakeholders for the programme in their city, including government departments, community groups, urban planners, as well as women, adolescent girls, and adolescent boys. They identified how these stakeholders could strategically contribute to the realisation of the project's goals.

Thirdly, Plan CO's gathered details about current and recent programmes that target girls' safety and inclusion. These could be government-led or community-led, and as simple as an informal discussion group to wide-scale funded projects involving multiple actors.

Finally, Plan CO's were asked to report on the current policy environment and how this could affect the project's goals. Data was collected about existing policies that the project has potential to change, the major cultural and ideological barriers that could prevent policies from changing in favour of the project's goals, and major events occurring in the next year which have the potential to influence policies.

2. Key Informant Interviews

The purpose of the Key Informant Interviews (KII) was to build upon the stakeholder mapping completed as part of the SPP tool. By conducting interviews with informants, Plan COs were able to gather qualitative data on how various stakeholders perceive adolescent girls' experiences of safety and inclusion in the city and they were able to gain an understanding of how informants see their own roles in building safer, more inclusive cities with and for adolescent girls.

The questions developed to guide the interviews pertained to perceptions of girls' safety in the city, girls' inclusion in the city, the future of adolescent girls' safety and inclusion, and how the situation could be improved. Between 19-45 interviews were conducted in each city with a wide range of stakeholders including community leaders, adolescent

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16 See **Annex 4** for further details on the existing national policies and programmes supporting safety for adolescent girls in the five focus cities.

boys, fathers and mothers of adolescent girls, government officials, city planners or urban experts, and representatives of NGOs (see **Figure 5**). All of the research teams interviewed government officials as well as representatives of women's groups and NGOs. For the remaining categories, the cities chose to distribute the informants they interviewed in different ways, emphasising certain profiles of informants over others.[17]

3. Social Cartography

The first of three participatory tools involving adolescent girls – the Social Cartography tool – gave girls a chance to freely express their thoughts on their city by creatively mapping their current use of space as well as their ideal vision of their own city. Adolescent boys were also involved in the process in order to be able to analyse patterns, identify collective experiences, and view the different ways adolescent girls and boys interact in their urban environments.

The Social Cartography tool is comprised of two activities: (i) the boys and girls individually map their use of the urban space; and (ii) the girls' group and the boys' group separately draw their ideal vision of their cities.

For the first exercise, the boys and girls were separated into two groups. Each participant was asked to draw an individual map showing the places they go to on a daily basis, marking significant landmarks and outlining how safe and unsafe they felt using colours and symbols on their maps. This produced qualitative data not only about their individual experiences of urban space and the routes they take, but also crucial data on the routes they avoid.

For the second collective exercise, the boys' group and girls' groups drew maps separately detailing their ideal vision for their city. Emphasis was placed on drawing an ideal portrayal of his or her own city, rather than another city or a fantasy city.

After completing each exercise, the groups of adolescent boys and girls first debriefed separately in their respective groups and then were brought together to share the results of their individual and ideal maps with each other. The similarities and differences between the two groups generated a reflection on the situation of the other.

Figure 5: Number of People Interviewed During the Key Informant Interviews (Male/Female)

	Cairo		Delhi		Hanoi		Kampala		Lima		
	M	F	M	F	M	F	M	F	M	F	TOTAL
Leaders of women, youth, indigenous or business communities	2	4	2	2	4	2	10	8	0	0	**34**
Family members of girls	4	2	1	2	0	3	2	8	0	0	**22**
Adult women[18]	0	0	0	6	0	0	0	0	0	7	**13**
Adolescent boys	0	0	1	0	3	0	0	0	0	0	**4**
Government officials[19]	4	0	2	2	3	7	5	9	4	6	**42**
City planners	8	0	0	0	3	1	1	0	0	0	**13**
Representatives of women's groups or NGOs	0	3	1	0	0	5	0	1	0	2	**12**
Others	0	1	0	0	2	3	0	1	0	0	**7**
TOTAL	**18**	**10**	**7**	**12**	**15**	**21**	**18**	**27**	**4**	**15**	**147**

[17] Interestingly, it was found in Cairo that informants from outside the community were more concerned with general safety issues within the community, including issues like ring roads, unpaved streets, lack of lighting, while informants from inside the community were more concerned with the day-to-day issues facing girls within the community.

[18] Of the seven adult women interviewed in Lima, one is the same as one of the two NGO representatives; and five were also government officials. This explains why the total number of informants shows a discrepancy of six.

[19] The government officials interviewed in each city include: In Delhi, 1 male from the sanitation department, 1 male from the health department, 1 female from the health department, and 1 female from the education department; In Hanoi, 2 males from the central Hanoi Department of Labour, Invalids, and Social Affairs (DOLISA), 1 male from the Hanoi Health Department, 3 females from the district-level DOLISA, and 4 females from the central Hanoi DOLISA ; In Lima, 1 male from the Office of Community Participation and Healthy Life, 1 male from UGEL (Local Education Management Unit), 1 male from the Municipal Omsbudsman's Office for Children and Adolescents in Ventanilla, 1 male from the Education, Culture, Sports, and Social Programmes of the Ancon Municipality, 1 female from the Family Area of Ancon Police Station, 2 females from the Municipal Ombudsman's Office for Children and Adolescents, 1 female from the Social Development department of Puente Piedra municipality, 1 female from the "Surenos de Puente Piedra" Micro Network, and 1 female from UGEL.

4. Girls' Opportunity Star

The Girls' Opportunity Star for Safe and Inclusive Cities (GOS) is an adaptation of Plan International's Girls' Opportunity Star for Empowerment. The GOS provides a more focused look at how girls perceive various elements of their safety and inclusion. It includes seven elements that were determined to be necessary for cities to be safe and inclusive for adolescent girls, as shown in **Figure 6**. The topics cover a wide variety of areas for girls' safety and inclusion that the researchers deemed essential.

The first part of the GOS involves girls' individually rating each of the elements on the star based on their own perceptions of their city. Specifically, each girl was given a handout of the starburst graphic in **Figure 6** and a chart with questions for each element to mark their ratings upon. Questions were developed and anchored in the local language whilst examples were used to prompt girl's understanding of the different elements of the star. Each element of the star was then rated by each girl according to a scale of 'never' to 'always'.

For the second part of this exercise, facilitators clustered the results of the individual stars on a large image of the starburst graphic, marking girls' most frequent responses on the star to prompt discussion. Facilitators led focus group discussions with the girls to probe the reasons why they rated elements the way they did. Girls discussed the low-rated points of the star ('never'), the high-rated points ('always'), and what would need to change in their city in order for the low-rated points to become high. The adolescent girls were asked what others could do as well as what they personally could do to improve the aspects in the city that were lacking. These final questions were used to gauge their personal sense of empowerment and what they consider to be others' responsibility to improve their situation.

A frequency-based scale was used as part of the data analysis. The girls' ratings were numerically converted to calculate an average response for each element of the star. This provided valuable quantitative data alongside the qualitative data of the girls' responses during the focus group discussions.

Figure 6: Girls' Opportunity Star for Safe and Inclusive Cities

1. Safety in public spaces and while walking
2. Safety when using public transportation
3. Access to emergency services
4. Access to basic services
5. Confidence and social support
6. Inclusion and decision-making
7. Other
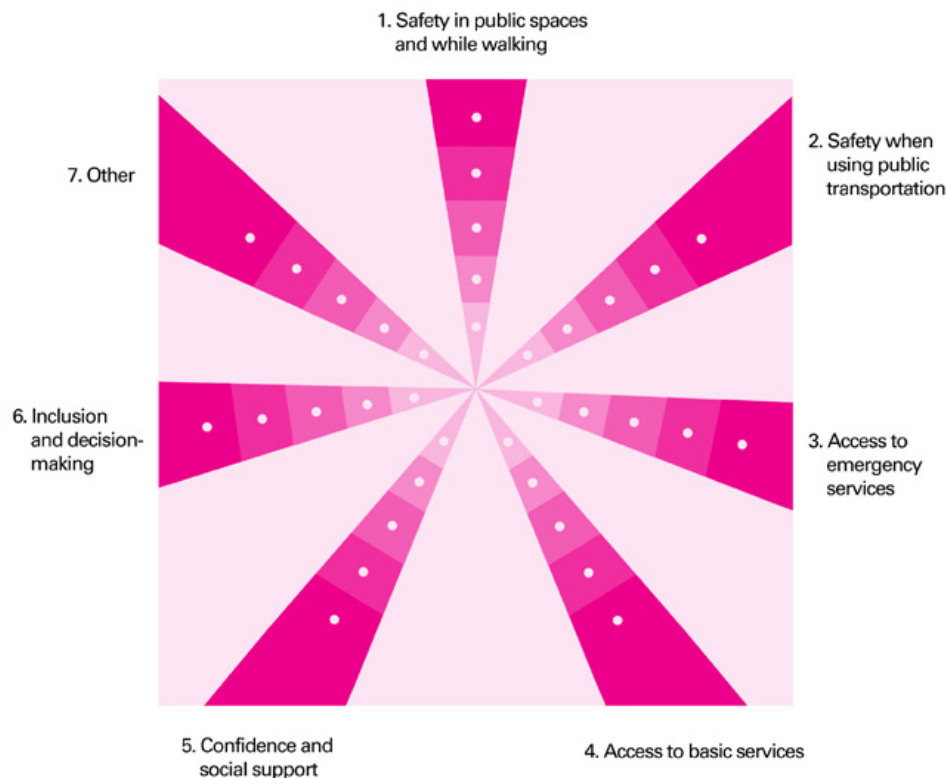
5. Girls' Safety Walk

The Girls' Safety Walk (GSW) tool was performed by girls through a familiar area of their city to help identify factors that make them feel safe and unsafe. It was adapted from the women's safety audit,[20] a popular tool that has been used by diverse groups of women to evaluate their city's safety. This was to document specific elements of the built and social environment identified by girls as contributing to or hindering their sense of safety, and to ask them to share their ideas for making improvements to their cities.

The safety walk was built around **seven principles of girls' safety**:[21]

1. See and be seen
2. Hear and be heard
3. Be able to get away and get help
4. Live in a clean and welcoming environment
5. Know where you are and where you are going
6. Working together
7. Inclusion

These principles were discussed with the girls prior to going on the walk, to ensure that they were understood since they would form the basis of the questions on the checklist. This then provided the girls with an idea of the type of observations to make. The route for the walk was chosen based on the spaces that girls showed they avoided during the Social Cartography exercise and/or on a general consensus of spaces they are wary of.

During the walk, the adolescent girls assumed the different roles of photographer and note-taker, etc. They filled out one group checklist where they noted down both their positive and negative observations, priorities, and the specific locations. For example, a girl would note 'street lamp broken at the corner of 1st and Red Street' or 'friendly play area on 8th Street'. The girls also marked their observations on a map, as they did in the individual Social Cartography exercises. A question list based around the seven principles of girls' safety was provided to guide the recordings they would make on their checklist.

After the walk, the girls debriefed with the facilitators and were asked to rate their individual feelings of safety and inclusion by answering a set of questions on a Girls' Safety Walk Report Card. These ratings were averaged once all groups were consolidated to provide quantitative data, together with the qualitative data from the girls' observations during the walk, on how girls view and experience their city. Finally, girls were asked to provide specific recommendations on how to fix their perceived problems.

The cities were encouraged to follow the proposed sequencing for the tools as listed above from one to five. This allowed one tool to logically feed into the next. It is important to note that this sequence was not mandatory and each tool was designed to generate valuable data on girls' safety and inclusion in cities and be effective as a stand alone tool. The number of adolescent girls and boys who participated in each exercise can be found in **Figure 7**.

Figure 7: Number of Adolescent Girls and Boys Who Participated in the Study

Summary of Girls and Boys who Participated in the Study				
	Social Cartography		**Girls' Opportunity Star**	**Girls' Safety Walk**
Cairo	12 boys	180 girls	195 girls	24 girls
Delhi	82 boys	117 girls	114 girls	156 girls
Hanoi	84 boys	108 girls	83 girls	36 girls
Kampala	44 boys	All the 156 girls participated in the three tools		
Lima	18 boys	62 girls	45 girls	30 boys	28 girls
TOTAL	240 boys	623 girls	593 girls	30 boys	400 girls

[20] Metropolitan Action Committee on Violence against Women and Children (METRAC) (2002, revised 2006). *Community Safety Audit: Group Facilitator Guide.* Toronto, Canada.
[21] The seven principles of girls' safety are adapted from the six principles of women's safety, found in: Ville de Montréal (coordonnatrice : Anne Michaud). (1993). *Guide d'enquête sur la sécurité des femmes en ville. Montréal : Femmes et ville, Ville de Montréal.*

Key Local Adaptations

Since the tools were developed at the global level for local implementation, it was crucial for research teams to adapt them to ensure local ownership of the process and relevance to each of the five cities. This process began during the on-site training workshops of the tools delivered by WICI where research teams were able to pilot and adapt the tools. The amount of adaptations made varied from one city to the next and from one tool to the next. The most important adaptations are high-lighted below.

- In Cairo, the team adapted the Social Cartography tool to make it more suitable for girls with disabilities by shortening and simplifying the tools and giving the girls additional guidance to complete their maps.

- In Cairo, the team made three significant changes to the Girls' Opportunity Star for Safe and Inclusive Cities. They replaced the number scale of 1 to 5 with a verbal scale ranging from 'never' to 'always', which was easier for both the facilitators and the girls to understand. The other cities supported this change away from the numbered scale, explaining that the terms translated well into local languages making it easier for the girls to understand.

- Due to religious sensitivity, the research team in Cairo also modified the original visual representation of the GOS and changed it to a starburst graphic.

- In original star in the GOS had ten elements which were condensed into seven by the global coordinators of the study and included an 'other' point for cities to propose an element that was specific to the local context. There were two cities who did not follow these proposed changes specifically: the first was Cairo who further combined the points 'access to basic services' and 'access to emergency services', and the second was Kampala who used the GOS with its original ten points and numerical scale. These changes were taken into consideration when analysing the data from the five city reports.

- Following the pilot-testing of the GSW in Kampala, the checklist was adapted based on feedback from girls who indicated that is was difficult to use. The check list was therefore adapted and reformatted to general guidelines rather than questions (with prompts to remind girls of when to undertake an action). This made it possible for girls to comment on certain attributes (i.e. street lighting) across different locations on the walk. Though the adaptation began in Kampala, it was shared with the other cities who also opted to use this revised version.

Reporting on the Tools

Each of the participatory tools included an individual reporting template to record the results of the individual sessions with participants. This was then used to inform a consolidated reporting template that grouped together information from all of the sessions with the partici-pants. After the cities completed each tool with all the different groups, the data from all tools in each city was pulled into a city-level report on the results of the study. The results of all the cities' data were then used to inform this global report, as illustrated in **Figure 8**.

Figure 8: Stages of Reporting

Individual tool report
(after each session)

Consolidated tool reports
(after all sessions of tools are complete)

City reports
(results from all five tools for each city)

Global report
(compiling and analysing findings
from five city-level reports)

Chapter 3:
Key Research Findings and Analysis

The five cities involved in the BIAAG Urban Programme are incredibly diverse places in terms of geography, history, politics, and culture and produced some diverging results. Despite their diversity, certain similarities and trends also emerged across the cities including girls' shared experiences and common ideas for making cities safer, more inclusive places. This chapter aims to highlight emerging trends and provide a global high-level snapshot of how safe and included adolescent girls feel across the five cities.

Adolescent girls are considered to be the most important stakeholders in the BIAAG Urban Programme, and it is their individual and collective perspectives that are crucial in shaping the programme's design. The three participatory tools used for this study – the Social Cartography, Girls' Opportunity Star for Safe and Inclusive Cities, and the Girls' Safety Walk – form the bulk of this analysis, augmented with the views of key stakeholders in the Key Informant Interviews.

The participatory tools provided a wealth of information about girls' ideas and perceptions but they also served to empower and build the capacities of participants to be able to speak out and take action about issues of their safety and inclusion. For many girls, this was the first time that they were being asked about their thoughts on these issues and this is the first time they were able to offer their input on what should change for them to feel more comfortable and included. It is hoped that the girls involved will go on to use the knowledge gained to continue working to make their cities a safer place for themselves and their peers.

Focus Areas in Each City

Particular parts of each of the cities have been identified as being important areas for the BIAAG Urban Programme to engage with. These areas, referred to here as 'focus areas' range from covering several parts of the city (e.g. Kampala) to a few districts in one part of the city (e.g. Lima). In all cases, the focus areas were identified for being low-income areas or informal settlements, and where the priority groups of girls could be reached. Importantly, by focusing on particularly marginalised areas, the teams anticipate being able to reach the adolescent girls who are considered most excluded from urban processes in their city. A short description of the focus areas for each of the cities as well as a brief summary of what girls from those areas are saying about their city's focus areas is presented below.[22]

Cairo

Description of Focus Area

The Greater Metropolitan Area of Cairo consists of 14.9 million people (6.8 million people live in the core city).[23] Cairo has a large youth population – 27.6% of the population is between 15-29 years old.[24] The focus area for the BIAAG Urban Programme in Cairo is Ezbet Khirallah, which is one of the largest informal settlements in Cairo. There are 650,000 people residing there, of which 55% are women.[25] The area includes dangerous cliffs and heavy sewage pollution. The ring road that splits the area in two, which is the only connection between Ezbet Khirallah and the rest of Cairo, is highly accident prone, and poorly lit and maintained. The population residing here has a high level of illiteracy, unemployment, and crime.[26]

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[22] The information in this section was taken by the reports developed by the five Plan Country Offices involved in this programme.
[23] Egypt State Information Service (2011).
[24] Plan Egypt (2013). Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo. *(unpublished)*.
[25] According to the survey conducted by the Peace and Plenty Association in Egypt. Source: Plan Egypt (2013): Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo. *(unpublished)*
[26] These issues have been reported by NGOs operating in this area, however specific data on these issues are unavailable. Source: Plan Egypt (2013). Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo. *(unpublished)*.

What Girls Are Saying

Girls in Cairo were reported to be quite vocal about their experiences of safety in their city. Their worlds tended to revolve mainly around their families, especially their mothers and friends, and the places they go are usually limited to their homes, school or work, market places, and mosques. Girls identified the ring road that splits the focus area, Ezbet Khirallah, into two areas as the highest risk for their safety. The only link between Ezbet Khirallah and outer Cairo is the road itself and tunnels built under it, which pose high risks for community members. The road poses a constant risk of accidents for girls who have to use transportation for going to school or work. The tunnels that run under the road that link girls to schools and other areas in the community are poorly lit, long, have sewage floods, and are poorly maintained, putting girls at risk of sexual harassment when having to use them.

During the application of the Girls' Opportunity Star tool in Cairo, the majority of girls responded that they never felt safe when using public transportation, were never able to access basic or emergency services, never felt that they were confident to speak to others' or that they had a social support system, and never felt included in decision-making processes. This highlights the serious problem of safety and inclusion for adolescent girls in Cairo. Adolescent girls in Cairo also considered the kinds of businesses in the area that they passed on the way to their schools, workplaces, or markets to be a source for their feelings of insecurity. They noted that there are clusters of workshops, including carpentry and steel melting industries. Girls reported feeling harassed by workers and harmed from pollution.

In Cairo, over 39% of girls reported never feeling safe when using public transportation, and 44% felt that they never had access to emergency and/or basic services.

Delhi

Description of Focus Areas

Delhi has a dense population with over 16 million people living in the city (the population for the national capital region is 21.7 million).[27] Delhi has the highest rate of rape in Delhi (2.7 per 100,000) and accounts for 13.3% of crimes against women in mega cities in India.[28] The focus areas of the BIAAG Urban Programme in Delhi are resettlement areas, including Uttamnagar Dwarka, Mangolpuri, Holambi Kalan, Rangpuri Pahadi, Ambedkar Nagar, New Seelampur, Janta Colony, Sarai Kale Khan, Madanpur Khadar. Most people living here have been given plots by the government (as per the relocation policy) however they are living in rented one room accommodations.[29] Streets and houses are small and congested, and water and sanitation facilities are limited, which negatively affects women and girls' safety.[30]

What Girls Are Saying

The results of the study show that girls across all the neighbourhoods experienced fear, violence, and discrimination in different ways. The public places where girls most frequently went were the community taps to collect water for drinking and cooking, market places, and bus stops. Public transportation, especially buses, was counted as among the most unsafe spaces, where girls had to regularly contend with sexual harassment. The participants in the study identified a range of factors including physical infrastructure and the usage of spaces that lead to fear and insecurity of their city. Girls indicated issues in the built environment such as street lighting, lack of proper public toilets, and garbage on the roads. The issue of clean and accessible public toilets was extremely important to girls and the data collected revealed that the city has an acute shortage of public toilets, and if they existed, they were poorly maintained. Girls also complained that a lack of signboards and street signs made them feel uneasy. The presence of liquor shops and the drunken conglomerations of people (usually men) loitering outside them caused great unease in girls who often have to deliberately alter their routes to avoid them.

Only 3.3% of girls reported always feeling safe when using public transportation in Delhi.

[27] Census of India (2011).
[28] National Crime Records Bureau, Delhi (2011).
[29] Plan India (2013). Report on the Findings of the Because I am a Girl: Urban Programme study in Delhi *(unpublished)*
[30] Women in Cities International and Jagori (2011). *Gender and Essential Services in Low-Income Communities.*

Hanoi

Description of Focus Areas

There are 6.5 million people living in Hanoi, and children below the age of 16 make up 24% of Hanoi's total population.[31] The focus areas for Hanoi are the Kim Chung commune in Dong Anh district, Phuc Xa ward in the Ba Dinh district, Phuc Tan ward in the Hoan Kiem district, and Nhanh Chinh ward in the Thanh Xuan district. Each area has large migrant populations and populations with a low socio-economic status, and the government has committed to taking forward the programme in these areas.

What Girls Are Saying

Concerns over being able to use city parks emerged as a common theme from the girls who participated in the Hanoi study. They explained that concerns over personal and infrastructural safety limit the number of people who use the space, especially adolescent girls. Girls explained that in the period immediately before and after the workday, the parks get crowded with local people doing their daily exercise, but aside from these select times, the parks are largely empty. They went on to say that they feared being robbed or raped in the parks, and this was the source of their insecurity. Girls reported feeling safe when in public spaces near their home and in residential parks, which are located in densely popu-lated areas and accessed freely by local people. Semi-public spaces, such as temples and cultural houses, were also considered to be fairly safe, given the presence of security guards, however they claimed that they would typically only use these spaces during cultural or community activities.

Kampala

Description of Focus Areas

There are 3.15 million people living in Kampala, and the average age of the population is 24 years.[32] The focus areas for the BIAAG Urban Programme in Kampala cover all five divisions of Kampala city. Two parishes per division were selected purposively to focus on girls living in slums. The specific locations are Bwaise III and Kisowera in Kawempe division; Banda and Kitintale in Nakawa; Namuwongo/Soweto zone, Gaba; Kamwokya and Kisenyi III in the Central area; and Kabowa and Kasubi in Rubaga. These areas are all slum localities designed without formal organisation. They all have a lack of facilities and are generally located in flood prone lower valley areas and in some wetlands.

What Girls Are Saying

In Kampala, 80% of girls reported feeling 'very unsafe' or 'unsafe' in public spaces. Girls outlined that they feel particularly unsafe in markets, roads, recreational centres, and other urban spaces due to high incidents of rape and theft. Girls felt unsafe when they were moving through the city – when using public transportation, when walking, and when using passenger taxis and motorcycles *(boda-boda)*.

The research findings demonstrated that many adolescent girls share a general sense of exclusion. Others still pointed out that slum areas, where many of the participants lived, had many drug addicts who could not be trusted to help out if a dangerous situation arose. Additionally, some girls also commented that they were negatively affected by their parents' behaviour or reputation in the community.

In Hanoi, girls reported that they 'seldom' (36%) or 'rarely' (23%) had access to emergency services – notably the police.

In Kampala, 80% of girls do not feel safe.

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[31] General Statistics Office of Vietnam (2011); Hanoi Statistics Office (2011).
[32] Plan Uganda (2013): Report on the Findings of the Because I am a Girl: Urban Programme study in Kampala (unpublished)

Lima

Description of Focus Areas

Lima's population is 8.4 million (9.3 million in the Metropolitan area), and 17.5% of people live in poverty.[33] The focus areas for the BIAAG Urban Programme in Lima are the districts of Carabayllo, Ancon, Puente Piedra, and Ventanilla, all located in North Lima. The projected target population of the four districts is 1.2 million (in 2015). There are large numbers of migrant populations in these districts and a large youth population.

What Girls Are Saying

Through the participatory tools, it became clear that adolescent girls perceive Lima as a dangerous city. Girls feel insecure to walk on the streets, and are greatly concerned with the high level of crimes in Lima. Only 2.2% of girls reported always feeling safe when using public transportation. Objects obstructing their vision in streets, poorly lit areas, stray dogs, uncollected garbage and debris, and lack of signage are additional elements that make girls feel unsafe in urban spaces.

Girls in Lima connected public and private expressions of violence against women and girls, explaining that high levels of domestic violence negatively affect their sense of safety in public spaces as well.

In Lima, only 2.2% of girls reported always feeling safe when walking in public spaces.

Conclusion

The five cities share commonalities that are true of urban areas everywhere. They are quickly developing, rapidly industrialising, and they are attractive targets of migration for populations seeking a life of greater ease and upward mobility. However, in the midst of these changes, the cities are facing problems of a lack of infrastructure and services for citizens, extreme income inequality, and rising crime rates. Adolescent girls across these cities face similar challenges, yet contend with the unique set of difficulties and opportunities that each city presents.

Analysis by Programme Outcomes

The findings of the study have been analysed across the four areas in the urban programme: increased girls' safety and access to public spaces; increased girls' meaningful participation in urban development and governance; increased girls' autonomous mobility in the city; and increased girls' access to quality city services. Through this high-level analysis, we can begin to understand the elements in the built and social environment that either contribute to or hinder girls' sense of safety.

Girls' Safety and Access to Public Spaces

The Built Environment

The Girls' Safety Walk tool was very useful for honing in on the particular elements in the physical space that hinder adolescent girls' sense of safety. Common issues that emerged being problematic include: inadequate lighting, dark corners or spaces where someone can hide, and piles of garbage on the streets.

The issue of lighting clearly emerged as the most tangible element of the built environment that has an important impact on how safe adolescent girls feel in different spaces. Girls knew the streets or alleys that were well-lit and those that lacked lighting, which then influenced the paths they try to avoid at night. In addition to lighting, other important findings emerged around the girls' safety principle number one – see and be seen. In Kampala and in Lima, girls shared that when their vision was obstructed they felt that it made the spaces more unsafe for them. The most frequently mentioned blockage mentioned was piled garbage, as girls cannot see what is behind it and they could be hiding spots for aggressors. Furthermore, in Kampala girls were also fearful of dark corners or spaces where someone could hide. Girls in Delhi felt safer in areas where they could be seen easily, and they felt very unsafe when street lighting was insufficient. This was a common feeling amongst girls in all the cities.

The absence of lights in parks and other public places is a big problem."

Girl, Delhi

[33] INEI (Instituto Nacional de Estadistica e Informatica) (2011).

The cities are all reported to be crowded and claustrophobic, lacking in open green spaces. However, the mere creation of space does not mean that the girls will use it. For example, in Vietnam there is a national policy to create more recreation areas for children, however the girls complained that they experience gender exclusion in these recreational spaces as boys dominate the areas. "There is no place for us to go in our commune except the football [grounds]… however, it is for boys," explained a 15 year-old girl.[34] Girls in Cairo, Lima and Hanoi also complained that they were afraid of the stray dogs that roamed around their communities.

The Social Environment

The social use of space was recorded as significantly affecting girl's feelings of safety and inclusion. Girls involved in the study expressed that both deserted spaces and overcrowded spaces made them feel unsafe. For example, in residential areas of Delhi, girls avoid going out in the afternoons and late at night, as spaces are usually empty during these hours leaving the girls to feel less at ease. On the other hand, girls in Kampala mentioned that the paths and lanes in their community were particularly crowded in the evening, causing girls to feel unsafe. Without exception, adolescent girls in all five cities highlighted that the presence of people abusing drugs or alcohol caused them to feel unsafe. In Delhi, girls explained that the presence of liquor shops and the groups of people who have been drinking (usually men) and loitering outside caused great unease. Girls often felt they had to intentionally alter their routes to avoid them. Girls in Cairo explained that adults and young men gathered at coffee shops where drug abuse was prevalent. This generated feelings of unease and discomfort in girls. Girls in Kampala pointed out that slum areas, where many of the participants live, had many drug addicts and the girls felt that these people could not be trusted to help out if need be. Additionally, one girl alleged that drug addicts in her community make her pay for water when it is supposed to be free.

In both Delhi and Hanoi, girls explained that they avoided going to public parks due to a lack of a sense of safety in these places. In Delhi, girls on the whole avoided public parks especially if used by a group of men to play cards. Similarly they felt threatened by a group of men hanging around an area. In Hanoi, the presence of groups of gambling and drug-addicted men exacerbates this fear. The girls here did point out that, exceptionally, the parks were also used during holidays or to celebrate the end of the school year. During these festivities, girls would go to the park with their friends or family and report that they feel safe when they are not alone.

Girls also noted that the social use of space changes at different times of day. It emerged that it was not only the actual users of a space that caused insecurity, but also the reputation of the space can have an effect on girls' sense of safety. It also affects the degree to which a girl feels that she can rely on others to help her if she needs it. Girls in Lima also reflected on how the presence of gangs negatively affected their feelings of safety in public spaces.

Girls' responses to the question on the Girls' Opportunity Star, "How safe do you feel when walking in public spaces?" revealed that there was a predominantly negative perception of city safety amongst the participating girls with under 14% of girls in all cities reporting that they 'always' felt safe (see **Figure 9**).

Figure 9: Girls' Safety in Public Spaces[35]

% of girls who reported feeling safe when walking in public spaces

Legend: Always, Often, Sometimes, Seldom, Never

Cities: Cairo, Delhi, Hanoi, Kampala, Lima
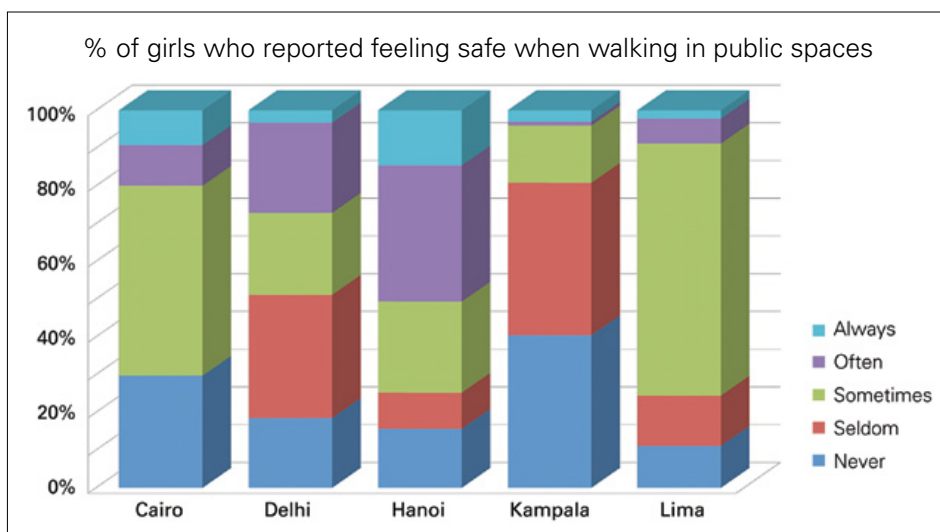
"The roads are dark and large, if we call for help, no one can help us."   Girl, Hanoi

[34] Plan Vietnam (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Hanoi (unpublished)
[35] Note on the data: Cairo did not include the response of 'seldom' as an option for the girls, and data for Kampala was taken from the average ratings for each parish. For further details on the statistical data used to compile these charts, please see **Annex 5**: Data Source.

Girls' Access to Quality City Services

Girls being able to access a well-planned, well-maintained city, as well as basic and emergency services is paramount to their feelings of safety. Informal or slum communities often develop through organic growth, rather than through thought-out strategic urban plans. In some cases, these communities are considered to be illegal or are not formally recognised by the government, which has severe repercussions on the people living there. When organic growth occurs, there is no thought put into how lanes and alleys will be developed, no public spaces such as parks are built into plans, and public basic services are often limited, leaving the communities to find alternatives. For example, in Delhi the girls outlined that the absence of well-maintained public toilets was a major area of concern, because often in slum areas personal toilets are unavailable. This often forces girls to use open spaces, increasing their vulnerability and risk of sexual harassment and assault. Key stakeholders in Hanoi mentioned that public toilets used to be available throughout the city, but are now scarce as they were frequented by drug users and subsequently destroyed. In Cairo, girls reported that the streets were unpaved, full of holes, and piles of rocks were everywhere, claiming that whatever is broken stays broken. Girls consider these certain areas to be ignored by the government and by the community as a whole, and thus, feel even more ignored as individuals.

"Garbage is not picked off the roads after cleaning the drains and it spills on the road making it dirty. Nobody picks it up after complaining also. Because they charge money for the toilets, people sometimes defecate outside the complex itself. The complex is also very unclean from inside and smells badly. The door hinges are often broken and we have to hold them while going."

Girl, Delhi

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Figure 10: Girls' Access to Basic Services

% of girls who reported having access to basic services, including water and sanitation

Legend: Always, Often, Sometimes, Seldom, Never (cities: Cairo, Delhi, Hanoi, Kampala, Lima)
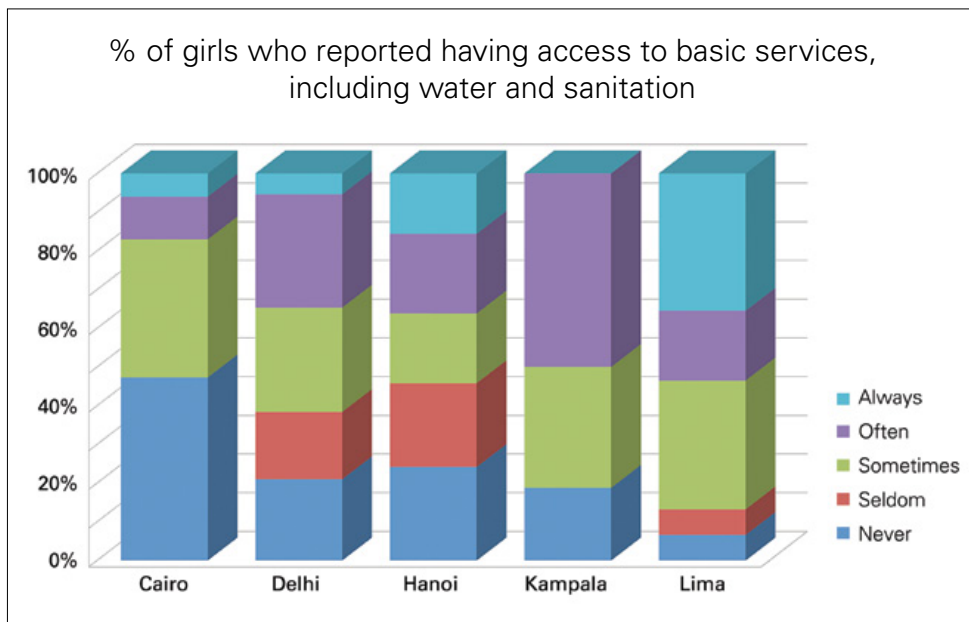
Girls' Safety and Basic Services

Lack of proper and adequate basic services, such as drainage systems and garbage collection, can limit walking paths and cause girls to feel unsafe. Girls in Kampala, Cairo, Delhi and Lima all commented on how piles of garbage can block their paths or cause drains to overflow, limiting the space they have to move through. The girls explained that they felt vulnerable in such situations since men and boys take advantage of them by pressing themselves against them, groping them or sexually harassing them as they passed by. This is also connected to girls being able to escape and get help – the third principle of girls' safety – since alternate routes are limited. Additionally, basic services such as access to water and sanitation facilities, health services, education, and electricity were highlighted by girls as indicative of inequality within their communities. For example, a girl in Lima simply said, "some have them, and some don't".[36]

As **Figure 10** illustrates, the responses for basic services varied from city to city. Most cities had 'always' as the lowest response category, with the notable exception of Lima whose responses for 'always' and 'often' together added up to 53.5%. Cairo had the largest majority of girls reporting 'never' (44.1%) indicating that it this is a major priority area for them.

In Cairo, the recent revolution and accompanying unrest has increased the level of thuggery. The number of violent fights has increased drastically over the last years. The power frequently cuts off and girls say this encourages more fights. As one girl reflected, "fights happen when there is no electricity, and when [the] electricity comes back, we find that people died in the fight."[37] While this threat is general and not only specific to girls, it nevertheless detracts from girls' feelings of safety.

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[36] Plan Peru (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Lima (unpublished)
[37] Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo (unpublished)

Girls' Safety and Emergency Services

The percentage of adolescent girls who reported 'always' having access to emergency services during the study was extremely low – under 10% in all cities with the exception of Lima (see **Figure 11**). Girls in all the five cities questioned whether it would be worth reaching out to the police for help as it often would take too long for the police to arrive if they even arrived at all. Girls in most of the cities commented on the lack of formal policing or security guards in their communities. Since the BIAAG Urban Programme aims to give voice to those who are most excluded, many of the girls who participated live in slum communities that are not in the centre of the city. For these girls, not only was there little in terms of access to emergency services, but they also pointed out that the distance of their communities from the police stations meant that the time it takes emergency responders, including the police, to reach their communities is considerable. In Cairo, girls and stakeholders also noted that the streets are very narrow and unpaved, making it difficult for emergency responders including ambulances to get through. One stakeholder noted that in order to make hospitals more accessible to girls, it is imperative to improve the streets rather than to simply build more hospitals nearby. In Kampala, key stakeholders noted that the lack of reproductive health services, particularly for adolescent girls, is a major gap in the city's services.

Only 20% of girls in Lima reported always having access to emergency services. A girl in Lima expressed that police often did not consider situations that made girls uncomfortable to be a real priority for them, saying "I called the police once because there was a man who was causing a commotion, he was drunk … but the police said no, is he breaking windows, is he destroying homes? If he is not doing that you cannot call them because they won't do anything."[38] When asked if she trusted the police, one girl in Lima said "sometimes yes, sometimes not because it sometimes turns out that some policemen are corrupt."[39] Girls in Delhi noted that people in the community often fail to help out in certain cases because they fear the police. Similarly, in Kampala, girls commented that in areas with security guards and police, they could not always trust them because they sometimes cause harm to girls, and they sometimes report to duty intoxicated.

Conversely, an adolescent girl in Hanoi felt that the presence of police enhanced the safety of the space, saying "I know that police and security men [are] over there and I can run across the road and get their help."[40] Girls from Cairo and Lima supported this, going on to explain that when an area lacked the presence of the police or security services they did not feel comfortable there.

Figure 11: Girls' Access to Emergency Services

% of girls who reported having access to emergency services, including the police

Legend: Always, Often, Sometimes, Seldom, Never

Cities: Cairo, Delhi, Hanoi, Kampala, Lima

"In public spaces and in the street, the city is very dangerous. There are gangs, robberies, assaults; you can be kidnapped, followed, sexually harassed, [and] raped. Walking in the streets is dangerous, especially in desolate areas; it is more dangerous at night when there is low light."
Girl, Lima

38 Plan Peru (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Lima (unpublished)
39 Ibid.
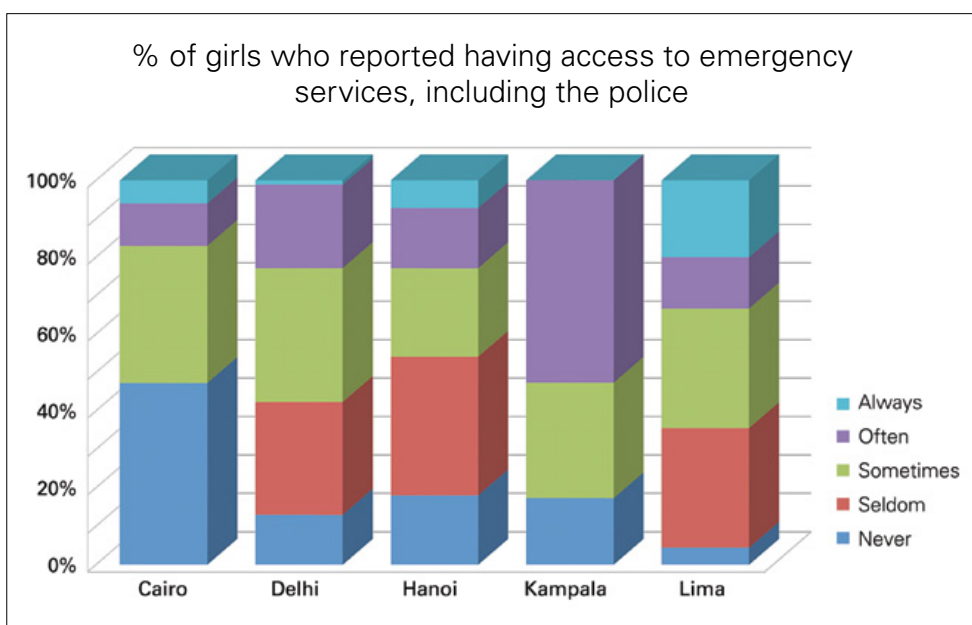40 Plan Vietnam (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Hanoi (unpublished)

Increasing Girls' Active and Meaningful Participation in Urban Development and Governance

This issue of decision-making and inclusion were often highlighted by girls in all five cities. In Cairo for example, they were mentioned as frequently as safety issues and incidences of sexual harassment. Girls placed a great deal of emphasis on their 'inclusion and decision-making', in particular during the Girls' Opportunity Star exercise. They often spoke of feeling under-appreciated and that their opinions were overlooked and disregarded.

Elevating girls as engaged citizens able to participate meaningfully in decisions that impact their lives is of paramount importance for their safety and inclusion. Often because of no fault of their own, in each of the cities girls are relegated to passive observers or beneficiaries of the system rather than being consulted and valued as the agents of change.

Girls' Sense of Confidence and Social Support

Girls' confidence and social support is a key enabler for their ability to participate in urban development and governance. Girls in Kampala for example considered their sense of social support in relation to their sense of community. Some girls posited that "the sense of community has been eroded by the challenges of living in an urban area without sufficient means for survival".[41] Several girls across the cities also pointed to the apathy or unwillingness on the part of community members to intervene if something were to happen as a key factor that contributed to their feeling excluded. Key stakeholders in Kampala also mentioned that most people do not care about their neighbours, and said that the saying "I came alone to the city" is a guiding philosophy for most people.[42] Girls in Cairo share this sentiment of the erosion of a sense of community and felt that they could not count on others. They shared that the whole community lacks cooperation with each other. As one girl in Cairo poignantly pointed out, "there is no cooperation with others in the community."[43] No one loves us or helps us. People don't love one another in this community." In Lima, only 28% of participating girls said that they feel like an important part of their community.

Some groups of girls in some of the cities did not share these sentiments and instead said that they felt part of a community in which they felt supported. For example, the adolescent girls from Kisenyi in Kampala felt that their social support systems were strong and that they had many different people who they could turn to for help and support if needed. These girls explained that they "needed to support each other and also needed the support of their communities",[44] so this element was very important for a girls' sense of safety and inclusion. Similarly, the majority of adolescent girls who participated in the study in Hanoi reported high levels of confidence (40.8% reporting 'often' or 'always' feeling confident) and high degrees of social support (58% reporting 'often' and 'always' feeling supported). Unfortunately, opportunities for the participation of youth are limited at best in Hanoi, and girls are particularly excluded from these processes except for once every two years when they can speak out at the Children's Forum.[45]

> "We even have youth committees in Kalungu that we as girls head. The girls from my community are given a listening ear and therefore that is why most of us from that area have a very high self-esteem."
>
> Girl, Kampala

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41 Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala *(unpublished)*
42 Plan Uganda (2012): Validation of City Findings from the RSA Research in Kampala. *(unpublished)*
43 Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo(unpublished)
44 Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala (unpublished)
45 In Hanoi, there is no official government mechanism for obtaining inputs from adolescent girls and boys, so every few years the government organises a Children's Forum in order to obtain children's views on issues affecting them.

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Girls' Sense of Inclusion

Adolescent girls across the cities expressed wanting to participate and feel more included in their communities and cities. In Delhi, "girls shared that inclusion within the school, community, and governing systems are a distant reality for them when they don't feel included within their own families. The majority of them felt that their brothers were prioritised before them".[46] In Cairo, this same sense of exclusion from their own families was similarly felt. Girls here sometimes reported their inability to confide in family members when facing problems, in particular sexual harassment. Their reasons were fear of people blaming them, fear of being prevented from leaving home, fear of fights, and fear of damaging their family's reputation. Sometimes, though, they were often afraid not *of* their families, but *for* their families – they were afraid their fathers and brothers would try to fight the harasser and end up getting hurt.

Girls' Decision-Making Potential

In all of the cities, girls said that they did not feel included in decision-making processes at home or in the community at large (see **Figure 12**). Girls in Kampala mentioned not having a voice in the decisions that affect them, citing examples of parents who decided to take them out of school. Young women who were married went on to explain that this attitude towards them continues in their marriage where they felt they had to obey the decisions taken by their husbands without question. Adolescent girls in Cairo felt that they were never consulted in decisions that affect them or their communities. They pointed to one exception involving their participation in Community Development Associations (CDAs). However, unfortunately, due to cultural constraints, activities within CDAs are often separated by sex, leading the girls to experience some exclusion even in this setting.

Figure 12: Girls Included in Decision-Making[50]
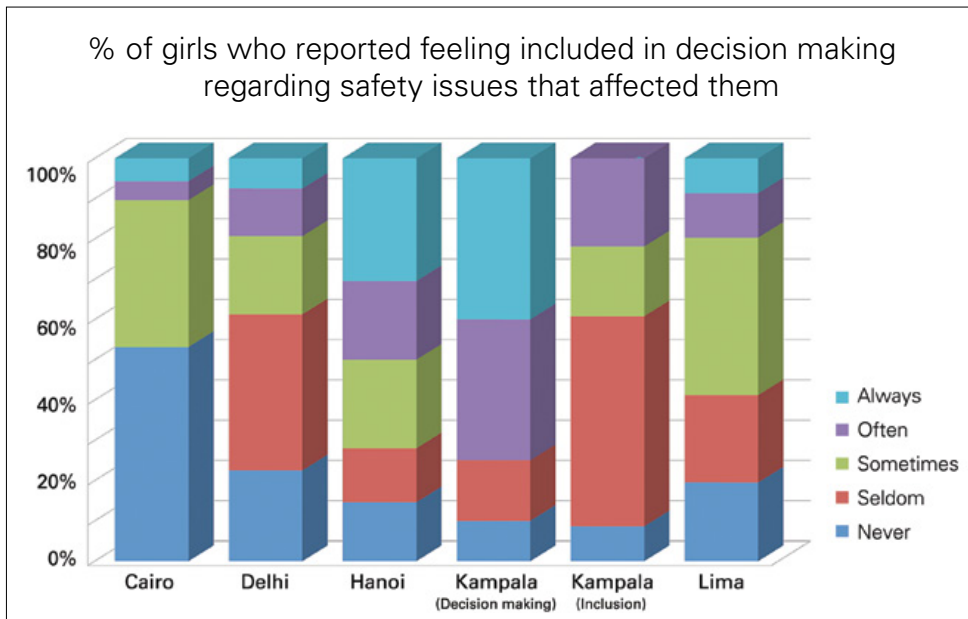
% of girls who reported feeling included in decision making regarding safety issues that affected them

Legend: Always, Often, Sometimes, Seldom, Never

X-axis: Cairo, Delhi, Hanoi, Kampala (Decision making), Kampala (Inclusion), Lima

Girls revealed that their participation in this study was the first time that they were being asked about their experiences and ideas for their cities.

"No one cares about us."
Girl Cairo

[46] Plan India (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Delhi *(unpublished)*
[47] The Kampala team collected data on the issues of 'decision-making' and 'inclusion', while the other cities combined these two indicators.

Research shows that over 41% of girls in Lima never or seldom participate in decisions that affect them. In Kampala, adolescent girls in the district of Kasubi were not a part of any decision making process in their families or their communities. "They were not consulted to find out their views on issues that affected them or on any other issues of public interest. This, to them, created a sense of uncertainty because all decisions were made for them and this made them feel unsafe."[48] This lack of decision making capacity could also be partially attributed to, as one key stakeholder in Kampala mentioned, the "denial of education to the girl child by parents and guardians."[49] Without an education, the capacity of girls' to become a part of decision-making processes is limited.

Some of the most disturbing results came out of the discussions that followed. When asked about why they thought they were excluded from decision-making, the girls across the cities said that because they are young, female and poor, they felt that people did not value their opinions in the same way other people's opinions were valued in the community. To illustrate, several girls in Kampala posited that the general sense of exclusion felt by girls was because, as adolescent girls, they had a low social status further aggravated by the fact that they also had little to no income which "made them insignificant."[49] In several cities, girls revealed that their participation in this study was the first time that they were being asked about their experiences and ideas for their cities.

Girls' Autonomous Mobility in the City

Girls across the cities reported feeling uncomfortable, unsafe, and disrespected while travelling through the city. Girls often pointed to the general inaction and apathy of the public in reacting upon witnessing clear harassment, which contributed to their unease. Girls consciously and regularly plan their mobility in their own neighbourhoods, and pointed to specific manifestations of sexual harassment to illustrate their discomfort while on their commutes. For example, in Kampala girl's reported: "verbal insults, vulgar comments about their bodies, inappropriate and unwelcome touches by touts and boda-boda riders and insults from pedestrians and passengers", and girls also expressed "fear of robbers who targeted their handbags and jewellery."[51]

It is important to note that the language used by girls participating in the study was often euphemistic in nature. Words like 'assault' and 'harassment' were replaced in favour of terms such as 'eve-teasing' (in Delhi) and 'inappropriate touches' (in Cairo). This suggests that with these watered-down terms girls might be unwilling to make strong claims against the perpetrators of this harassment. This could be due to a fear of speaking out against them, or a fear of people blaming them for the harassment and saying that they brought it upon themselves, leading to their re-victimisation.

[48] Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala *(unpublished)*
[49] Plan Uganda (2013): Validation of City Findings from the RSA Research in Kampala *(unpublished)*
[50] Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala *(unpublished)*
[51] Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala *(unpublished)*

What Girls Need In Order to Move Around the City

It could be assumed that a lack of signage, building numbers, and landmarks would make it harder for girl's to safely navigate their cities. However, this did not prove to be highly important for the majority of girls across the five cities.[52] In slums and informal settlements, the lanes and alleys rarely have names. In fact, when discussing this during the training sessions, one girl in Cairo sarcastically said "what, you expect all the streets to have names?" and proceeded to laugh.[53] This demonstrates that adequate signage is not considered to be a realistic objective to be achieved in Cairo. In Kampala, Lima, and Delhi, however, some girls did allude that lack of signage inhibited their sense of safety and impeded their ability to know where they are going and how to safely reach their destination. This was highlighted by the results of the Girls' Safety Walk exercise.

"When you pay the collector [on a bus] he touches you from behind." Girl, Lima

Public Transportation

Lack of public transportation systems conducive to safe travelling is one of the greatest barriers to girl's autonomous mobility across all of the cities. The majority of participants in the study indicated that they are harassed on buses. Harassment is perpetrated not only by other passengers, but also by conductors and ticket sellers, who often engage in improper conduct, such as touching girls inappropriately as they board the bus. This was particularly highlighted in Delhi and Hanoi. Adolescent girls complained of overcrowding, groping, sexual harassment and theft as being important safety issues affecting them on public buses. They said that they would feel far safer if people who witnessed improper conduct on the bus would let others know.

When girls were asked "*how safe do you feel while using public transportation?*", girls' responses were most frequently never and seldom , with minimal responses in 'always' with each city's results below 10% (see **Figure 13**).

Figure 13: Girls' Safety When Using Public Transportation

% of girls who reported feeling safe when using public transportation

Legend: Always, Often, Sometimes, Seldom, Never
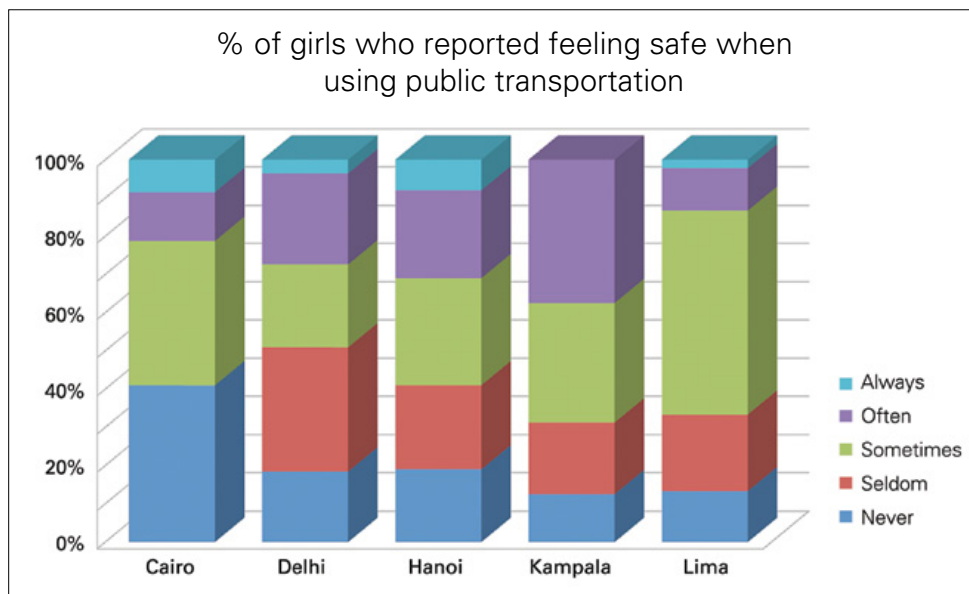
"Theft [and] sexual harassment happens [on] the bus. I was sexually touched intentionally and we could not trust the ticket seller too." Girl, Hanoi

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[52] This could be because some of the girls participating were illiterate in the different cities. In Cairo, some of the girls were visually-challenged, so they may not have connected with this aspect of their safety.
[53] Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo *(unpublished)*

Girls' Restricted Mobility

Girls in Delhi reported that they avoid being alone, especially after dark, in a number of public areas, including community toilets, around schools, markets, parks, and shops. To make them feel safer, girls in Hanoi for example asked their friends or family members to accompany them in order to increase their sense of security. Girls indicated feeling safer in areas where they could be seen by others and easily get help.

Girls in the study occasionally reported that they felt safe in public spaces simply because they were never allowed to go to these spaces alone at anytime. This lack of independent movement means girls are not being granted permission from their families to move through the city or be out in public alone. In particular, mothers interviewed in Cairo as part of the Key Informant Interviews stated that they do not let their girls out alone and have to accompany them everywhere because they associate public places with a sense of danger. Thus, girls do not report feeling unsafe in public spaces because they are always in the presence of someone else who is taking care of them.

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How Adolescent Girls' Urban Experiences are Unique

The study aimed to analyse how adolescent girls' experiences of safety and inclusion in urban public spaces are distinct from their male and adult counterparts. Their unique perspective and role within the fabric of their societies shines through in a similar way across all the cities.

Adolescent Girls compared to Adolescent Boys

In addition to the gender exclusion described above, sense of safety also has an important gender element to it. This is specifically due to the fact that the verbal and physical harassment experienced in public spaces is overwhelmingly done by men and boys to women and girls. This affects girls' mobility and consequently their ability to access urban opportunities, since, as aptly explained in the Delhi research report, "access to specific places is shaped by fear and incidents of gender-based violence."[54] Further, the study in Cairo exposed that there are various places within the community that girls could not frequent alone or at all, either for safety reasons (like tunnels), or because only boys use them (such as internet cafes and video games outlets), effectively restricting their mobility.

Girls felt that their age, gender and socio-economic status were responsible, at least in part, for the exclusion they experience in their cities and communities. The adolescent boys who took part in the exercises validated this in part, when they shared that their age and socio-economic status made them feel marginalised or excluded. However, the Delhi report further states "the added dimension of gender discrimination, often overrode the exclusion and discrimination of class and neighbourhood",[55] which makes gender the greatest determinant of one's sense of inclusion.

Lima was the only city where the Girls' Opportunity Star was conducted with both boys and girls (boys were only meant to be engaged in the Social Cartography exercise across the cities to ensure that the focus remained on girls). The results were telling and showed that girls in Lima feel neglected and not included in various aspects of their life. Where girls 'sometimes' feel safe to talk with others about their safety concerns, boys 'always' feel safe to do so. They claim that they are not listened to because they are girls. The girls' general feeling is that this frequent disregard for their opinion makes them feel "ashamed, sad, and lowers their self-esteem".[56] The girls feel as though they are

[54] Plan India (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Delhi *(unpublished)*
[55] Ibid.
[56] Plan Peru (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Lima (unpublished)

members of the community when they participate in group activities, sports, workshops, crafts, dance, and public speaking in the area where they live. However, they sometimes do not feel important even within these circles and they experience difficulties with boys telling them they cannot have access to a certain place. This is reflected in the results of the study that show that where girls rated themselves as 'sometimes' feeling like an important part of their community and city, boys feel that they are 'always' considered.

The Social Cartography exercises were conducted with both adolescent girls and boys to compare what spaces boys use versus girls, and what their ideas are for an ideal city. The maps showed that boys placed greater emphasis on having places to go for leisure purposes, consistent with studies on adults that show that women's use of public spaces tends to be more utilitarian than men.[57] For example, boys' maps in Kampala, Hanoi and Lima included such things as clubs, malls, entertainment areas, football fields and arcades, largely absent from girls' maps. The girls' maps in Hanoi and Kampala included greater police presence than on the boys' maps. When asked about this, the adolescent boys in Kampala pointed to a different form of gender discrimination and explained that they felt that the police often unnecessarily targeted them, so for them, the police represented a source of insecurity and they chose to remove police posts from their ideal city maps. Girls' maps also focused a lot on infrastructure, ensuring, for example that hospitals, schools, markets, playgrounds and buses are easily accessible. In Kampala, the boys emphasised the need for factories for employment, whereas the girls mentioned that they did not want factories anywhere near the city because they caused pollution.

Adolescence Compared to Adulthood

The participatory tools, which captured the viewpoints of the adolescent girls, can be compared with the Key Informant Interviews with adult women. This helps us to tease out some differences between adolescent girls' and adult women's priorities and suggestions. Reflections on this distinction emerged most strongly in Kampala. Here, the women who were interviewed identified a number of important issues and problems facing girls in Kampala that were not raised directly by the girls themselves, particularly around sexual abuse, including rape and defilement. Both the girls and adult women agree that girls in Kampala are

faced with a lot of pressure to have sex with boys and men. The Kampala report notes that this was due to an acceptance by society that girls are viewed as sexual objects who should be available for sex whenever they are desired by any man. This perspective is shared by the girls as well, but the women go further to connect it with the prevalence of prostitution, explaining that these attitudes make girls feel that they are only good for sex and they come to see this as a means to generate income for themselves.

In Delhi, it was found that girls differed from adult women in their responses about restrictions experienced both within the home and outside as well as how these impacted their mobility. Specifically, some girls spoke about discrimination within the home, as boys were given more freedom and opportunities outside of the household. Girls also spoke about the need for safe spaces within the community where they could speak openly and have discussions. These last concerns did not emerge from the exchanges with adult women.

In addition, some distinct ideas emerged about how issues of safety and inclusion facing adolescent girls should be addressed. For example, when making suggestions for addressing the issues facing girls, the women in Kampala emphasised the need for income-generating activities for girls that differed from the traditional ones, such as tailoring, since they believed that girls could no longer make a living this way. They also suggested the need for empowerment programmes for girls to boost their confidence and self-esteem. Finally, the women pointed to the need for reproductive health programmes (girls in Kampala and in the other cities did echo this last point). Not surprisingly, security personnel in Kampala emphasised the importance of law enforcement in making the city safer for girls and in preserving their dignity. In particular, they felt that sex offenders should be prosecuted and exposed in the media and argued that this was a means of changing societal attitudes towards women and girls.

Interestingly, the ideas expressed by city planners (both adult men and women) for making improvements to the city to make it safer and more inclusive were largely identical to the visions of girls through their ideal maps. Specifically, suggestions around better lighting, improved transit routes and availability of buses, better road plans, and accessibility features for people who are differently-abled. These parallels were most pronounced in Kampala.

[57] Shilpa Phadke, Sameera Khan and Shilpa Ranade (2011) *Why Loiter: Women and Risk on Mumbai Streets*. Penguin

"Adolescent girls" are not a Homogenous Category

Grouping adolescent girls into an undifferentiated whole is counterproductive and fails to accurately represent their situation. Throughout the cities, the intersectionality of different groups of adolescent girls is emphasised, and strengthens the programme's resolve to approach improving safety and inclusion in cities in a holistic way that appreciates the full diversity of girls. Additionally, as described earlier, particular efforts have been made in each of the cities to include the voices of girls who typically face the greatest exclusion in order to begin to gain an understanding of how their urban experiences are unique.

In Cairo, there were fundamental differences between different groups of girls. For example, the definition and conceptualisation of safety differed between girls at school, girls who work, girls who stay at home, and street girls. Girls who stay at home usually have more limited freedom and are not allowed to leave home as frequently as girls who go to school or work. Girls who go to school took longer paths that often went outside the community and have to use transportation daily. This makes their safety issues not limited to areas around their house, but spreading further and covering more ground. For example, harassment was found to be a more common problem outside participating girls' schools than around their workplaces or homes.

While many of the results of the study in Kampala were consistent across the parishes and among different groups of girls who participated in the study, there were some differences noted as well. Decision-making was deemed to be high among a few girls from Banda parish who lived alone (i.e. without parents, boyfriends or husbands), unlike their counterparts described above who submit to the control of their parents and partners. Adolescent girls who were 18 years old also reported feeling that they retained more decision-making abilities than their younger counterparts. Regardless, these girls still felt that their decision-making potential in the community was limited since they continued to be excluded from community processes.

Girls with low-incomes and low levels of education said that other people looked down upon them, undermining their confidence and making them feel more excluded. In Kampala, the information from the city report suggests that adolescent girls' opportunities for participating in decision making on issues that affect them positively correlates with her income level, even when they live in the same parish. In Hanoi, a group of migrant girls in the Kim Chung commune explain how such services are harder to access given their high price when compared with the earnings of migrant workers.

Concluding Thoughts on Findings and Analysis

This study provided a 'snapshot' of the current situation of adolescent girls' safety and inclusion in Cairo, Delhi, Hanoi, Kampala and Lima. The results are not representative of the views of adolescent girls in cities all over the world or even within those five cities, however the findings do point to some interesting shared experiences and ideas that are important to know in order to successfully build cities that better respond to adolescent girls' needs.

In each of the cities, girls shared experiences of insecurity, of sexual harassment and of feelings of exclusion. They shared visions of future cities that are well-lit and well-planned and where they were given space to participate. It is arguably the consistency of the vision expressed by the girls for the city they want – both within and across cities – that is the most intriguing.

Specific priority areas for different cities were highlighted which must be kept in mind throughout the programme implementation phase. While all outcomes are important, some of the outcomes will be more important for some cities than others. For example, girls indicated the need for improved basic services more strongly in Cairo than Lima, and in Hanoi 'inclusion in decision-making' was not as pressing an issue for girls as it was in Delhi.

Adolescent girls are uniquely and significantly different from adolescent boys and adult women. There needs to be a strong emphasis on developing programmes that prioritise them, rather than blanket programmes that would further their exclusion and alienation from their societies.

Chapter 4: Key Challenges and Opportunities for Creating Safer Cities for Adolescent Girls

The research conducted as part of the Stakeholder, Programme, and Policy Mapping tool, as well as the Key Informant Interviews, was intended to provide the global partners with information about the challenges and opportunities facing future programming on adolescent girls' safety and inclusion. Additionally, it aimed to demonstrate what has already been accomplished at the city-level in terms of increasing women's and girls' safety in public spaces. This study highlighted potential barriers, as well as several optimistic trends, which can be used to inform activities and programmes for adolescent girls in the coming years.

Key Challenges to Making Changes to Girls' Safety in Cities

In order to make an initial assessment of girls' safety and inclusion, each of the city teams identified whether the information they gathered about the city – from local stakeholders, existing policies, ongoing grassroots initiatives, etc. – represented a challenge or an opportunity for the programme. This revealed that there are important challenges for making changes to girls' safety and inclusion in each of the cities. While some of these challenges can be overcome or planned for, others represent bigger unpredictable challenges that cannot be controlled.

Political Instability

The current political climate in Cairo falls into the key challenges category. The study in Cairo took place in the context of the "constantly changing political and economic situation in the country,"[58] and this could affect interventions for girl' safety. Furthermore, the team in Cairo indicate that there has been a notable increase and spread of conservative ideologies that could potentially negatively impact safety efforts. Such ideologies were noted to have had a particular impact on local communities, but they are also reinforced and perpetuated by the current regime. These ideologies shape the political priorities and unfortunately do not prioritise adolescent girls' safety. Specifically, the Cairo team reports, "the ideologies and priorities of the current regime poses a risk for the project. With increased public displays of thuggery, harassment, and unrest, there is an equal increase of media statements from the governing party and partners that indicate that a woman's place is in the house, presiding over family matters and not in the public sphere, as well as denial of any occurrences of public displays of sexual violence."[59]

Gaps in Data and in Policy

Many of the city reports commented on the difficulty they had in finding information that specifically considered adolescent girls. Consistent with earlier findings in the literature,[60] this current assessment revealed that adolescent girls in these five cities are rarely counted in statistical data, which is also seldom disaggregated by age or gender. Instead girls are grouped with their male counterparts as 'youth' or 'children', or with 'women'. The team in Hanoi notes that while government documents may refer to the "protection of children," reliable information on different groups of children is lacking, and this is particularly the case for adolescent girls. In Kampala, specific data on girls is generally not available nor is it currently collected by government or by NGOs and community based organisations (CBOs).

58 Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo *(unpublished)*
59 Ibid.
60 Plan, WICI, UN-HABITAT (2011). Background Guide *(EGM)*.

This challenge in terms of lack of information is particularly acute when wanting to engage with the most marginalised group, such as girls living on the streets or migrant girls. For example, the team in Delhi report that "a significant portion of slums are not listed in official records and therefore remain outside the purview of public services,"[61] noting further that new relocation areas are the worst off. These are areas where children are most neglected and have no opportunities to participate and be heard. The research teams in both Hanoi and Lima highlighted that there are many migrant girls who come to their cities. Some of these girls and their families are not legally allowed to be living and working there and so they are not counted, nor are they able to access city services. An additional challenge noted by the Lima team is that some of the migrant girls only come to the city for a few short months so it is difficult to reach them and programming becomes hard to sustain.

The lack of data on adolescent girls described above indicates that this is not a priority group for governments. In Cairo, for example, the study showed that while there are general policies on public safety, there are no current policies specifically for women and girls' safety in public spaces. Further, with the change in government, "it remains unclear as to whether or not the Penal Code and amendments existing under the old regime will still be used or if they will be re-written."[62]

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Spotlight: Where are Girls in Kampala's Development Plans?

The main document addressing urban planning and governance in Kampala is the Kampala Physical Development Plan (KPDP) (2012-2040), which has been adopted by the Kampala Capital City Authority (KCCA) and the Ministry of Lands, Housing and Urban Development (MOLH&UD). This document however does not specifically address the needs of girls and has been critiqued on these grounds by urban planners and activists. From a women's safety or gender inclusion point of view, the Master Plan neither uses disaggregated data to indicate which areas are particularly significant for women or girls, nor does it make any recommendations vis-à-vis urban design, services or infrastructure which could make the city more women- and girl-friendly and safe.

Excerpt from Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala

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Inadequate Implementation and Service Provision

Some of the Plan Country Office reports pointed to lack of resources as being a potential challenge for programming for girls' safety and inclusion. Some cities also noted that while some pertinent policies or programmes may exist in the city, there are gaps in terms of implementation. For example, most adolescent girls in Hanoi say that they do not have ready access to basic city services, such as accessing water, sanitation services, and health services. In fact, over 45% of girls reported that they 'never' or 'seldom' access basic services in their communities, citing that such services either do not exist, are too expensive, or not user-friendly. The report also concludes that city services were not planned with adolescent girls in mind as users. In Kampala, the research report draws similar conclusions and states that the Kampala Physical Development Plan (KPDP) "did not specifically consider and include special measures to make the urban environment safer for girls."[63]

While the lack of consideration of girls' needs poses a challenge, it could also create opportunities for collaboration in the amendment of policies and programmes. In Lima, for example, the city report found that official public transportation was insufficient and so girls relied on informal transit options, such as motorcycle taxis or collective taxis. These informal transit options were found to be spaces were adolescent girls faced harassment, molestation and rape. The Lima team could work with the municipal authority to improve transit options for adolescent girls.

In Cairo, Delhi and Hanoi, the research findings demonstrated that safety and security services were deemed inadequate for adolescent girls. The Hanoi and Cairo reports point to gaps or lack of quality safety services, including law enforcement, which has negatively impacted girls' safety in urban environments. Likewise, the Delhi report revealed that adolescent girls living in industrial areas face particular safety challenges, since there are no security guards or sign boards with information about access to emergency services, such as help lines. These industrial areas are sites of greater vulnerability for girls since they are very crowded and male dominated, so while their access to emergency services is more marginal than other areas, it should arguably be greater in order to mitigate the increased risks.

[61] Plan India (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Delhi (unpublished)
[62] Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo (unpublished)
[63] Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala (unpublished)

Lack of Interest, Political Will and Leadership

Mobilising key stakeholders from various sectors and at different levels is essential for the success of programming for adolescent girls' safety. For instance, the Hanoi team highlighted that there was currently no focal point government agency in charge of adolescence, and further clarification was required as to what government department was responsible for this group. The Kampala report highlights "Government, KCCA and police initiatives have not been too successful in addressing the concerns of violence against girls/women and safety in a concerted manner."[64] The Kampala research report continues to say that while there are some institutional mechanisms and laws in place to confront these issues, the real problem is that the "issue of violence against girls/women in public spaces has not been recognised as a serious problem that needs to be tackled."[65]
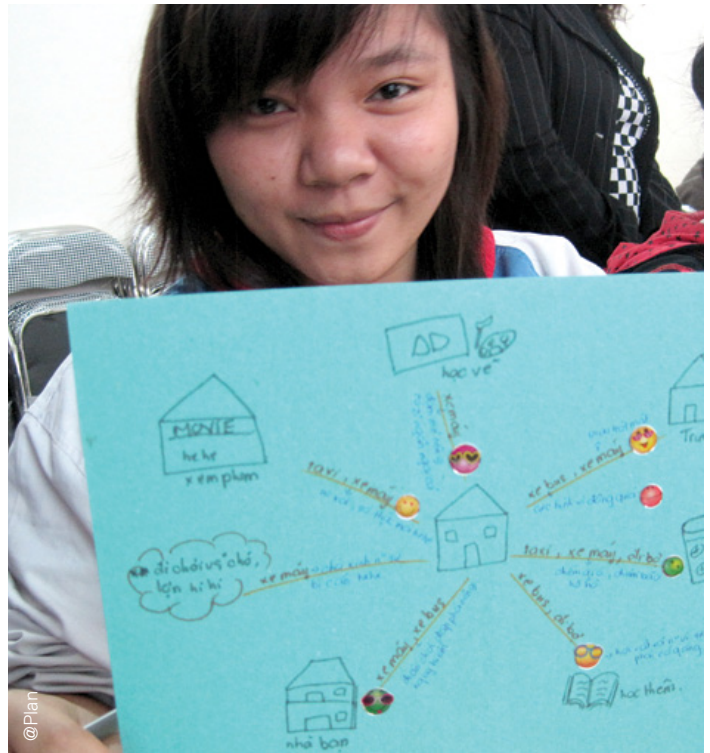
Spotlight: Programming Challenges in Cairo

The Cairo team is facing many compounding challenges in working on issues of adolescent girls' safety and inclusion in post-revolution Cairo. They point to a lack of political will in the city. For example, there is a lack of clarity about the roles and responsibilities of government leaders. There also seems to be a lack of presence of local administration and its representatives. During the Key Informant Interviews, most stakeholders focused on the central authorities for solving problems, however none mentioned the local administration which is incidentally the authority responsible for almost all of the problems mentioned. The local administration has the capacities and resources to address some of the problems in Cairo, including garbage collection, etc. Overcoming the confusion surrounding the division of roles and responsibilities will be a challenge, but is essential for successful implementation programmes for adolescent girls' safety.

Excerpts are from Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo (unpublished)

Key Opportunities for Making Cities Safer and More Inclusive for Adolescent Girls

This programme is being developed at a key strategic moment. While there is no precedent for this kind of programming, we are able to draw lessons from the safe cities for women's movement to inform this work. At the global level, there is increasing awareness about the particular safety issues women and girls in urban environments face every day, and increasing community and political support in favour of efforts to address these issues. The BIAAG Urban Programme seems to be just ahead of the proverbial curb in terms of programming, and there is much potential for sharing lessons with others since interest in scaling it up and bringing it to other cities has already been expressed. Further, as one of the focus areas of the 2013 United Nations Trust Fund to End Violence against Women is 'Addressing Violence against Adolescent and Young Girls', future programming on this topic can be expected. The potential for innovation, creativity and the generation of groundbreaking research on girls' safety and inclusion in cities is one of the greatest opportunities for this programme.

[64] Ibid.
[65] Ibid.

Mobilising around Issues of Women's and Girls' Safety

The study took place at a time when mobilisation around the importance of making changes to our cities in order to make them safer and more inclusive for women and girls was occurring at the global and local levels. Women and girls in cities around the world were getting ready to "strike, dance, rise" as part of the first One Billion Rising campaign on 14 February 2013. Ministers responsible for women and girls in their countries, states, provinces and cities went to New York City for the 57th Commission on the Status of Women meetings in March 2013 on the theme of 'Ending Violence against Women and Girls', resulting in Agreed Conclusions that affirm governments' commitments to this end. Preparations were made for the second Anti-Street Harassment Week in April 2013. While reports of harassment and sexual assault continue to make headlines everyday, so do reports of protests against violence against women and girls.[66]

Public displays of sexual violence in Cairo have captured the national and international media within the past year, which has in some ways acted as an enabling factor for the BIAAG Urban Programme. As the research team in Cairo states, "women and girls are more empowered to discuss these issues and their experience whereas previously they would have considered such experiences to be private and shameful."[67] In fact, violence against women and girls has become so linked to experiences of sexual harassment that it can be a challenge to think outside of this box to consider, for example, other forms of violence or how urban planning can have an impact on girls' sense of safety.

Responses to such harassment have also garnered much attention through both mainstream and social media. The attention paid to these mostly grassroots initiatives is important as it provides the Cairo team with an opportunity to overcome the challenge of apathy and lack of leadership, noted earlier in this report. Hopefully officials in Egypt will demonstrate the political will necessary to confront these important issues, as we are now seeing in Delhi.

In addition to the legislative pieces described above that support future programming for girls' safety, each of the five cities also identified key initiatives in their city that the programme could engage with to work in synergy. One of the approaches underpinning the programme is the importance of building local partnerships in support of building safer, more inclusive cities for adolescent girls. With no

Spotlight: Public Demonstrations for Women's and Girls' Safety in Delhi

The gang-rape of a young woman in Delhi (December 2012) triggered unprecedented global reaction against the unrelenting violence perpetrated against women and girls in cities, with Delhi at the epicentre. The Delhi research report states "the anger of the people has given a fillip (impetus) to addressing violence against women and safety in the country…this sets the context for any further work in the area."

There has been a heightened response by the government due to the nature and extent of protest by the civil society. All the key departments are currently under pressure to show action and response, including the police, transport, and education among others. This provides an opportunity for the team in Delhi to forge meaningful partnerships, pressurise key stakeholders, and provide their expertise.

In fact, one such process has already begun. The Department of Women and Child Development and the Department of Education have been in conversation with the NGO Jagori to implement a programme in schools. Because of the pressure after the recent incident, they have accelerated this process and have invited Plan India to be a key partner to deliver the programme in government schools.

Excerpts from Plan India (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Delhi (unpublished).

precedent set in terms of safe city initiatives targeting adolescent girls specifically, this study has a lot to contribute in terms of additional and complementary research and programming.

The research reports from the five cities also emphasised the collective strength that they possessed when they considered their local partners' contributions. For example, the Cairo team cited several programmes that they have been involved in, such as Aflatoun and Inclusion for Persons with Disabilities, where adolescent girls have been one of the priority populations.

Delhi has the longest established track record of working on safe cities for women out of all of the cities involved in the programme. In 2005, Jagori, a Delhi-based women's organisation and a long-standing partner of UN-HABITAT,

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[66] See **Annex 6** for further details on the global level efforts in support of adolescent girls' safety in cities.
[67] Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo (unpublished)

WICI, and now Plan, launched the Safe Delhi initiative. In 2009, Jagori launched the Safe Delhi Campaign with UN-HABITAT and UN Women. As part of these initiatives and more, much groundwork has been done to understand women's safety in Delhi, and partnerships with women's groups, NGO partners, local communities, and government have been well established. Plan India has the opportunity to contribute to this ongoing work by liaising with these actors, working together, and sharing information to increase the strength of the collective effort.

The research findings in Lima point to several initiatives, both governmental and civil society-led, that have similar approaches or objectives to the BIAAG Urban Programme and recommends that efforts be aligned. Specifically, the team notes, "several social organisations are developing strategies pertaining to the situation of girls and adolescents, such as the school for leaders, school municipalities, Children's Ombudsman Offices, among others"[68] and also mentions the existence of resources that can be used to support social programmes.Further, the Lima research report points to the "political availability of the central government to develop various social programmes to care for vulnerable populations"[69] which could be an opening for partnership with the central government for future work in this area.

In Cairo, aside from the UN Women Global Programme Free of Violence against Women and Girls, existing policies and programmes for girls tend to focus on specific issues such as early marriage, domestic violence, education, or female genital mutilation/circumcision (FGM/C). However, as discussed above, increasing reaction to publicised accounts of sexual harassment have given rise to activist- and youth-led anti-sexual harassment campaigns and movements. As a result, "building safer more inclusive and friendly cities within the larger context of girls' and women's rights has become a focus."[70]

In Kampala and Hanoi, programming for adolescent girls' safety and inclusion in urban areas is completely new so the teams in these cities are initiating new partnerships and mobilising local support for the programme. Key stakeholders in Hanoi, including local authorities, technical government agencies, and local NGOs, supported Plan Vietnam in their efforts to undertake this study to understand girls' safety and inclusion in the city.

Indeed, it is the multi-level and multi-sectoral foundation of the partnerships being established to support the BIAAG Urban Programme in each of the cities and at the global level that add to the potential strength and scope of the programme. In Delhi, the study revealed that "the majority of the key informants at the community and city level felt a need to address safety of adolescent girls and understood that it is an issue that needs multiple stakeholders to work together."[71]

The most important stakeholders for the programme, and the group who must be included in these partnership processes are adolescent girls themselves. As cited earlier, the overarching goal of the BIAAG Urban Programme is 'to build safe and inclusive cities with and for adolescent girls' which inherently implies active involvement and participation on the part of girls. The Lima team pointed to some existing programmes that create space for such participation, such as the Councils of Children and Adolescents. The team in Hanoi also identified an important opportunity for participation in their city, highlighting that every two years a Children's Forum is organised where girls and boys are encouraged to participate by raising their voices and sharing their concerns on the issues facing them – including those facing adolescents specifically. These spaces for participation will be important venues for adolescent girls participating in the programme to share their experiences, ideas and opinions for making their city a safer, more inclusive place.

Girls revealed that their participation in this study was the first time that they were being asked about their experiences and ideas for their cities.

[68] Plan Lima (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Peru *(unpublished)*
[69] Ibid
[70] Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo *(unpublished)*
[71] Plan India (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Delhi *(unpublished)*

Final Reflections on the Challenges and Opportunities Facing Future Programming for Adolescent Girls

The study revealed that there are some potential challenges facing future programming for adolescent girls' safety in each of the cities. While some of these challenges are unique to a particular city (e.g. the unstable political climate in Cairo), many common trends have emerged across the cities as well (e.g. lack of disaggregated data). Having knowledge about the potential challenges from the beginning of the programme is extremely important. This early knowledge will allow the team to develop strategies for overcoming these challenges in the next phase of programme implementation. Additionally, some of the

challenges identified in the city reports can serve to reinforce the importance of having such a programme. For example, one challenge cited by several cities was the lack of data about girls' experiences of safety in the city. Since the BIAAG Urban Programme is attempting to generate such data, the programme is essential in filling a current gap in knowledge that could help to make city programmes and policies more meaningful and effective.

It is just as important to identify existing or emerging opportunities for programming in each of the cities. Just as early knowledge of potential challenges allows the team to anticipate problems and work to mitigate them, early knowledge of opportunities allows the team to plan for them to ensure that they are harnessed in a way that allows the programme to achieve its objectives and positively impact the lives of adolescent girls in the most effective way.

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Chapter 5: Reflecting on the Process

The opinions from each city about the strengths and weaknesses of this study along with limitations of the study's findings and areas for future research are presented below. These lessons will be vital for future programming and it is hoped that other studies will also be able to draw upon these.

Strengths of the Process

Participatory Methods – A Process with and for Adolescent Girls

The cities mentioned that the process of the study included the "voices of many different and diverse people and was a participatory process."[72] Cities appreciated the "unconventional" and "innovative" approach that the research tools offered, in which adolescent girls were asked for their opinions on their city.[73] As the Cairo team stated, "the methods used were diversified, where one tool included an actual walk within the city, the other contained visual aids, while the third allowed for girls' own artistic skills and talents to be made use of."[74]

Empowering Girls

As previously stated, the goal of the study was in part designed to be an empowering process for participants in and of itself. The Hanoi team claimed that "through this process, we have been able to empower the girls on questioning the issues which affected them and challenge for changes" (sic).[75] As the team in Delhi added "the tools gave opportunities for the girls to reflect and speak at length about their experiences of safety and violence. This in itself can be an empowering process as defining it as a collective problem that all girls face, helps them to understand that they are not responsible or the cause of the lack of safety and violence."[76] The girls, through the discussions and exercises, realised that there "were issues of rights that they had not taken seriously or questioned. This, in a way, initiated a process of empowerment for the girls which the

programme should build on."[77] It is hoped that all of the participants involved (girls, boys, and various stakeholders alike) would use the study as a springboard to involve themselves further in changing the landscapes of each city to make it friendlier to adolescent girls.

Design of the Tools, Local Adaptation, and Local Ownership of the Process

In a short period of time, this study allowed for data to be collected across five cities and compared with each other. The Hanoi team added that the sequence of the tools was useful for collecting information that built upon each other in a useful way, yet all tools had individual strengths, such as the GOS "[enabling] girls to think [about] different issues they would not usually think about."[78] The multiple stakeholders involved was a clear strength. The Lima research team said that "it was important to hear the problems directly from the girls and adolescents, which have been corroborated by relevant opinions and information of experts and official sources."[79] The team in Kampala mentioned that the "variety of tools" was useful and "complemented each other."[80] Leaving the tools open to adaptation was another strength mentioned by the cities, as while the tools were globally constructed, they allowed great room for adaptation leading to a sense of local ownership of the tools.

Obstacles Encountered During the Study

The social, cultural, and political backdrops of the cities caused some challenges in carrying out the study. In Kampala, it was noted that building rapport and trust with people living in the slums was difficult, and participants were sometimes suspicious of the intentions of the assessment. Some even believed that the research assistants and consultants were independent and were spying on them.

[72] Reports on the Findings of the Because I am a Girl Urban Programme Study from the five cities
[73] Plan Egypt (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Cairo (unpublished)
[74] Ibid
[75] Plan Vietnam (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Hanoi (unpublished)
[76] Plan India (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Delhi (unpublished)
[77] Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala (unpublished)
[78] Plan Vietnam (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Hanoi (unpublished)
[79] Plan Peru (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Lima (unpublished)
[80] Plan Uganda (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Kampala (unpublished)

Additionally, the profiles of the facilitators and data collectors varied from Plan staff, to women in the community, to independent consultants. Given this, there was a discrepancy among facilitators' experience with the subject matter, knowledge of the topics, and capacity to implement the tools. For the Cairo team, many of the data collectors were women from the communities, which caused some difficulties in implementing the tools as they had not worked with research methods of this kind before. The Cairo team noted that each of the activities took a long time to implement, in particular the GOS, causing some girls anxiety and discomfort. They recommended splitting up the tools into more manageable sessions. They also added that the tools were often dense and heavy in their material, and thus lost some of the girls' attention in the process.

Another commonly mentioned challenge was making concepts clear for girls to understand. The Hanoi research team mentioned that a key challenge they encountered was making concepts such as 'inclusion', 'confidence', and 'decision-making' clear enough for girls to properly rate them. The team in Kampala also wrote of a similar difficulty of understanding concepts, especially with girls who were not educated and in some cases fully illiterate. In Lima, the concepts required the facilitators to explain them in great detail, which could have led to potentially biasing the participants to answer in a particular way. These challenges could all at least in part be attributed to the difficulty of translating concepts such as those listed above into various languages and retaining their intended meaning. There was an effort made to provide guidance for facilitators to help participants understand the concepts by providing local examples and asking key questions.

Limitations in the Study's Findings

Naturally, a short study could only provide a glimpse of the reality of the situation for girls in the cities. Activities like the Girls' Safety Walk were often only conducted in a few areas, so it is important not to generalise the findings of the individual tools too much to apply to the entire city, let alone the country. Each city included a different sample size and a different profile of girls in the study, thus limiting its statistical significance. A full baseline survey would still have to be completed in order to gain a complete picture of each of the cities. Additionally, facilitators and data collectors suggested that they would have benefited from additional time to test the tools and master their use; however this was not possible due to tight time constraints.

Areas for Future Research

Gaps in Data

The study revealed various existing gaps in information in the cities. The Stakeholder, Programme, and Policy mapping tool revealed that there was often no information available for the specific focus areas chosen or about adolescent girls specifically. For example, the Lima team mentioned that "precise official data" at the district level is unavailable at present.[81] The Cairo team mentioned that high levels of illiteracy, unemployment, crime, as well as a high prevalence of harmful traditional practices such as female genital mutilation and child marriage exist in their focus area of Ezbet Khirallah, however, most of the information about these issues is collected by NGOs. The Kampala team reported that literature reviewed to complete the desk research was very unreliable as only a fraction of the actual cases on violence against women and girls are reported. Most cities reported that significant information about migrant populations was difficult to come by. This was particularly apparent in Hanoi where migrant girls are one of the priority groups that Plan is trying to reach. Information is often not sex- or age-disaggregated, and thus adolescent girls tend to get lost in research aimed towards children and adults.

Research Topics to Explore

While this BIAAG Urban Programme study did shed light on many under-researched areas around girls' safety and inclusion in urban spaces, it also raised many questions that should be addressed by the programme and by others in subsequent phases. Some specific topics of interest include:

1. Understanding how boys' views on decision-making and inclusion differ from girls'. In the Lima report it was highlighted that boys' and girls' perceptions of this are quite different. In Kampala, the study showed that girls made a large distinction between the categories of inclusion and decision-making and responded quite differently.

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[81] Plan Peru (2013) Report on the Findings of the Because I am a Girl Urban Programme Study in Lima (unpublished)

2. Understanding more about and comparing how different girls experience the city. This would help to highlight that adolescent girls have multiple identities and to help avoid analysing adolescent girls simply as one group. This could include comparisons between rich girls vs. poor girls, able-bodied girls vs. differently-abled girls, migrant girls vs. settled girls, etc., for example.

3. Understanding why girls feel excluded in certain spaces and how to encourage girls to use different spaces that are available to them. For example, in Cairo, girls mentioned feeling excluded in places such as video-game parlours and Internet cafes, and in Hanoi girls complained that they could not use the male-dominated recreational spaces, even though they exist. It would be useful to learn if these spaces respond to girls' needs or if girls want different spaces, and why. It could also be interesting to explore what would be needed for girls to use these spaces and feel safe in doing so.

Conclusion

The study conducted as part of the BIAAG Urban Programme is among the first of its kind. Examining the unique position of adolescent girls in urban environments in an active and participatory way from the perspective of a broad range of stakeholders is an innovative approach to delving into a fairly new area of research. The research tools are unique and inviting, and have the potential to be scaled up in further phases of the programme to move beyond a rapid analysis into more in-depth, comprehensive research.

Naturally, the process came with its challenges and limitations. The difficulty of a global programme implemented across vastly different governing institutions, physical landscapes, societal structures, cultures, religions, and ideologies is stark. However, with an emphasis on local adaptation and effective research, it is the hope that the BIAAG Urban Programme will continue to be relevant to each city while retaining a global character that unites the cities and allows them to learn and grow from each other.

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Chapter 6:
Looking Ahead and Recommendations

During the BIAAG Urban Programme study, the girls, boys, and key stakeholders involved all presented various ideas as to what needs to be done to make cities safer and more inclusive for girls. They provided several recommendations that are presented at the end of this chapter and linked to the three outcomes of the BIAAG Urban Programme. These recommendations will orient the future of the programme, and help transform research into action. Some good practices and tools are included in this chapter to inspire action around each of the three priority outcomes.

What Does an Ideal City Look Like for Girls?

Girls and boys participating in the Social Cartography exercises were asked to draw maps of what their ideal city looks like. This is a creative way for girls to express their hopes and desires for their city, and their visions were all strikingly similar across the cities. An ideal city for them was not a paradise or imaginary land with amusement parks and candy stores – it was a clean, comfortable, properly maintained city offering them the necessary services to feel that they inhabit a friendly, safe environment where they can live and grow to their full potential. The resulting maps were noticeably alike across the five cities. Some commonly recurring items represented on their maps include:

- **Access to emergency services**: hospitals, health centres and clinics, including provision of reproductive health services; security in the area, more police stations, female police officers;

- **Access to basic services**: public toilets, clean water made available through the installation of taps in public spaces and throughout the community, water tanks;

- **Spaces for play and leisure**: playground areas including flower gardens; small, clean parks with trees, grass, benches; cultural spaces; libraries; movie theatres, gyms; bookstores; bakeries; swimming pools;

- **Road infrastructure**: traffic lights in residential areas, sidewalks for pedestrians (free of vendors and loiterers), wide roads, walkways, traffic lights, flyovers, zebra crossings and street crossing for differently-abled people;

- **Markets and shopping areas**: with reasonable prices for poor people, big malls;

- **Schools**: a school system for all levels in their communities;

- **Transit routes**: bus stations in their communities; authorised bus stops;

- **Cleanliness**: waste baskets at every corner of the street;

- **Housing**: organised (unlike the slums where many of them live), with planned roads, proper lighting; and

- **Religious institutions**: temples, mosques, and churches.

Some examples of the points illustrated above include girls in Kampala who expressed a desire for a life-skills training centre, and girls in Delhi who wanted security cameras on every corner. In Lima, *serenazgo* (surveillance) booths were emphasised. In Hanoi, girls drew hospitals that specialised in reproductive health, and a group of girls who were migrant workers drew a job-finding resource centre on their map. In Cairo, girls drew certain 'situations' on their maps, such as a policeman catching a thief, and two girls standing together peacefully and holding a rose.

Working Across Levels and Sectors to Build Ideal Cities

In order to close the gaps between the cities' current state and the girls' and boys' ideal visions, the adolescent girls and boys who participated in the study, as well as key stakeholders, were able to clearly identify a wide range of actors they felt needed to play a role. Girls suggested a multilevel, multi-sectoral approach to solving problems in their city. Girls identified various actors within government as having a stake in building an ideal city. They frequently used the term "President" as a proxy for government,

holding him or her responsible for making any changes needed. Occasionally, girls mentioned parliament members as the persons responsible for making changes in the area. In Delhi, girls proposed advocacy with the education department, sanitation department, with the community, as well as discussions with city councillors and Members of Legislative Assemblies. In Lima, participants identified the district level governing bodies of Ancon, Carabayllo, Puente Piedra, and Ventanilla as having roles to play in making the districts safer for adolescent girls. At the national government level, the participants identified the Ministry of Women and Vulnerable Populations, Ministry of Education, Ministry of Health, and the Home Office (National Police) as important actors.

Importantly, the girls also identified the general community as having the responsibility for changing their views in order to make cities safer and more inclusive for them. They argued that the popular notion that women and girls are responsible for inducing sexual violence or assault should be challenged. This is crucial in order to both prevent sexual assault, so that girls will not fear blame, as well as to become more comfortable with reporting incidences if they do happen. They urged for there to be a push forward to put girls' safety on the national agenda to mobilise both resources as well as rally public attitudes towards the cause.

NGOs and Community Development Associations (CDAs) were also identified as important actors for making changes in the community. Girls in Delhi noted *Mahila Mandals* (voluntary service organisations that work for women's development under the Ministry of Women and Child Development) as key agents for change and emphasised the need to form a joint front uniting NGOs for the cause. Additionally, NGOs that engage with boys and men were mentioned to help develop their understanding of issues of girls' safety. Most agreed that involving men and boys in various activities is essential for change.

In addition to stating various actors responsible for creating change, girls felt empowered to emphasise their own role in taking action. In Cairo, girls suggested using their allowances to help other people who need it, participating in community work and CDA activities, and educated girls teaching other girls to read and write. In Lima, girls' saw their role through having the opportunity to communicate their opinions on how they feel in their city, organising themselves together to get their views heard and known, and proposing various solutions to make their city better. They hoped this could be achieved through greater and more inclusive dialogue with municipal authorities and community based organisations.

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Moving Forward: Recommendations to Make Cities Safer and More Inclusive

This assessment process has led to a set of recommendations on how to make cities more safe, inclusive, and accountable for adolescent girls and communities as a whole. Recommendations at the international level address how international systems and mechanisms can be strengthened to enhance girls' safety in urban spaces. At the local and national level, recommendations provide specific suggestions about how to enhance national and local systems according to the various priority issues identified by girls, namely safety in public spaces, independent movement, access to quality city services, and participation in urban development and governance.

The following recommendations have been grouped according to the three outcomes of the BIAAG Urban Programme. These outcomes will have an effect on all three levels of change necessary to make a real impact on girls' lives, notably amongst (i) governments and institutions, (ii) families and communities, and (iii) girls and boys themselves. Together, these recommendations will increase government and institutions' effectiveness and responsiveness to girls' needs, increase the community's awareness of issues of girls' safety and community mobilisation around the issue, and improve the lives of adolescent girls and boys to reclaim their access to a safe, clean, welcoming city and be empowered to make changes in their society.

Recommendations for Increasing Girls' Safety and Access to Public Spaces

The lack of available and reliable information on girls' experiences of safety and inclusion in urban environments has resulted in girls' needs being neglected in related policies, programmes, and in urban development plans, amongst other things. This has resulted in significant gender exclusion and lack of a sense of safety on the part of girls living in the cities. More research is needed to understand girls' experiences of safety and access to public spaces.

It is thus recommended that:
- UN agencies, INGOs, and academic institutions are called upon to fund and undertake research to fully understand the scope of the issue and how to address it.
- Results from research on girls' safety and access to public spaces must be widely disseminated.
- Statistics are more comprehensively collected and disaggregated to fill existing gaps and better expose the situation of girls in cities.

The physical infrastructure plays an important role in shaping girls' sense of safety in public spaces. As such, it is recommended that:
- National and municipal governments invest adequate funding to make improvements to city infrastructure. In particular, emphasis must be placed on ensuring adequate provision of street lights in cities, since the study showed that this had a direct correlation with how safe girls' feel in public spaces.
- National and municipal governments address over-crowding in cities through planning and the creation of more open green spaces. In particular, governments must ensure that parks are well-lit, clean, safe, and more accessible for and inclusive of adolescent girls.
- Municipal governments, NGOs, communities, and adolescent girls themselves should ensure proper maintenance of particular areas, such as construction sites and community gardens.

National and municipal governments have an important role to play in ensuring that legislation as well as policies and strategies in their respective territories support the afore-mentioned global instruments. Girls pointed to the government as being a key actor to make strict rules, protect women and girls. It is therefore recommended that:

- Criminal justice and legal systems be strengthened to better support girls' safety.
- Research be undertaken to assess the effectiveness of existing policies, programmes and laws, with particular emphasis on ensuring that adolescent girls' needs in terms of safety are considered explicitly.
- Where appropriate, revisions to laws are introduced for these to be responsive to the particular safety needs of adolescent girls.

Partnerships and collaboration across sectors and across levels is necessary in order to effectively improve adolescent girls' safety in public spaces. It is thus recommended that:

- Key stakeholders, including government departments and community businesses, should be engaged to address girls' safety in public spaces.
- More partnerships with the private sector, including corporate social responsibility outreach programmes, should be developed.
- Coordination with different government bodies in each city should be formalised to develop girl-centred programmes and enforce policies to protect girls' safety in public spaces and in public transportation.
- Coordination with school management should be established to put child protection systems into place and enhance safety in and around schools.
- Coordination with various government departments, including security, environment, and health services should be established to improve girls' safety in public spaces.

In order for public spaces to be safe for adolescent girls, significant attitudinal and behavioural change is needed, in particular on the part of men and boys. It is essential that they be actively engaged in efforts to make cities safer for girls so that they become sensitised to the issues girls face and can embody the change. Girls participating in the study supported this idea and noted that it was critical to engage men and boys in efforts to improve girls' safety in public spaces. It is thus recommended that:

- Boys' be sensitised at the school-level on gender issues.
- Men and boys should be involved in safe cities for girls programming.

Practices and Tools that can Inspire Action to Increase Girls' Safety and Access to Public Spaces

• **Women's safety audits** have been used by diverse groups around the world to document the elements of the built and social environment which affect women's sense of safety. This is an empowering participatory tool that has resulted in diverse outcomes, including naming streets in Tanzania, urban regeneration of a park in Canada, and the reclaiming of public space through the painting of a mural in Argentina. See http://www.femmesetvilles.org/images/Publications/tackling_gender_exclusion_2013.pdf to read about how women's safety audits were conducted in Argentina, India, Russia, and Tanzania; see http://www.femmesetvilles.org/images/Publications/together%20for%20womens%20safety%20en.pdf to consult the methodology and how it was adapted and piloted by four groups of women in Canada who live particular exclusions.

• **Street surveys** can be an effective means of reaching a large number of people quickly to gather data about girls' safety in public spaces. They can typically be completed fast and can generate powerful statistics about how girls experience the city. They can provide important information about what places girls fear the most and the ways they engage with different public spaces. See http://www.femmesetvilles.org/images/Publications/tools%20for%20gathering%20information%20en.pdf to consult the methodology and to learn more about how it can be applied.

• **Using the media to promote change**: The Soul City Institute for Health and Development Communication is a non-governmental organisation established in South Africa in 1992 that uses an education-via-entertainment ('edutainment') approach to raising awareness around different issues, including violence against women and girls. See www.soulcity.org.za/ should be great for more information about the Soul City initiative.

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Recommendations for Improving Girls' Access to Quality City Services, Including Emergency and Basic Services

The study revealed some important links between girls' sense of safety and inclusion and their ability to access quality city services. These services must be safe, affordable and accessible for girls to be able to benefit from them. Girls and stakeholders alike felt that the government should pay more attention to informal areas, particularly when it came to access to city services.

Very little work has been done to understand the links between gender, safety and city services, particularly when it comes to adolescent girls. It is thus recommended that:

- Governments, INGOs, NGOs, and academic institutions undertake research to better understand how girls' access to quality city services, or lack thereof, affects their personal sense of safety.

- Participatory research should be undertaken to understand how city services can be changed to better respond to girls' needs.

- Gender responsive budgeting should be used by academics, INGOs, and NGOs as a tool to document government spending on city services, taking particular interest in understanding where funding is prioritised, and how funds are invested to respond specifically to the needs of adolescent girls in informal settlements.

The study shed light on the link between basic services, including water, sanitation, drainage and garbage collection, and girls' sense of safety and inclusion. Girls across the cities revealed the different ways in which they were negatively affected by the absence of quality basic services, which resulted in time poverty and increased vulnerability to harassment. It is thus recommended that:

- Governments build clean, free, safe, and accessible public toilets that respond to the particular needs of women and girls. They must also ensure that these facilitates are well-lit and maintained.

- Municipal governments ensure regular and organised garbage collection in all areas of the city, including informal settlements.

- Governments ensure that all communities have regular and affordable access to clean water.

@ Tariq and Stan Thekaekara

The study pointed to current gaps in terms of access to emergency services. Adolescent girls pointed out that their communities are located far from the police stations resulting in police taking too long to reach their neighbourhoods if called upon. Girls also highlighted distrust between the police and the members of the community, including girls. It is thus recommended that:

- Governments should promote community and problem-oriented policing, building trust between the police and communities, and therefore also with girls.

- Governments should improve the quality and increase the quantity of policing and security measures in all urban spaces, including peri-urban neighbourhoods and slum communities.

- Governments to ensure that residents in all communities, including informal settlements, have access to emergency services, including the police and health services.

- Governments and NGOs should provide funding and support to build the capacities of service providers to be responsive to adolescent girls' needs.

- Service providers, in particular police officers and government officials, receive training on gender issues. This training should enable emergency service personnel to respond quickly and be familiar with the needs of adolescent girls.

- More female police officers should be hired to work in cities and particularly in poor urban neighbourhoods.

- NGOs and local governments to establish better and more effective help lines for adolescent girls in need.

- NGOs introduce self-defence programmes for girls in local community centres.

- Municipal governments and NGOs ensure that girls can

Practices and Tools that can Inspire Action to Improve Girls' Access to Quality City Services, Including Emergency and Basic Services

- **Gender budgets** have been widely used to understand the impact of budgeting on men and women, and how it affects them differently. They have proved to be important tools to understand government priorities and lobby for change. Gender budgets have been used to track and understand government spending on basic services. See http://www.femmesetvilles.org/images/Publications/gender%20and%20essential%20services%20en.pdf to consult the methodology and results of a gender budget analysis on water and sanitation in Delhi.

- **Women's safety audits** for basic services: the women's safety audit methodology was adapted to explore the links between gender, safety, and access to essential services in low-income communities. The adapted methodology was successfully applied in Delhi. See http://www.femmesetvilles.org/images/Publications/handbook%20on%20wsas%20in%20low%20income%20neighbourhoods.pdf to consult a Handbook for information on how to apply the new methodology.

- **Strengthening the relationship between police and youth** is essential for improving girls' sense of safety in cities. When there are high levels of distrust in the police, efforts to build relations and increase confidence in the police have been highly effective. These efforts often include establishing connections with the youth through sports or music, so particular efforts are required to ensure that this is inclusive of girls. See http://www.crime-prevention-intl.org/fileadmin/user_upload/Publications/Crime_Prevention_and_Community_Safety_ANG.pdf for information about the Grupo Cultural Afroreggae in Rio de Janeiro, Brazil and on similar initiatives.

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Recommendations for Increasing Girls' Active and Meaningful Participation in Urban Development and Governance

This study pointed to clear recognition that girl's participation in urban development and governance processes was essential for making cities safer and more inclusive for them, yet these mechanisms had so far been overlooked. Girls' meaningful participation requires ensuring that they are given the space to analyse problems and speak out on the issues that affect them – including expressing their concerns. In addition to being provided with such a space, it is imperative that girls be able to influence decisions thereby ensuring that their concerns and recommendations are listened to and taken seriously.

It is thus recommended that:

- Governments of all levels, INGOs, UN agencies, and NGOs provide opportunities for adolescent girls to speak about their experiences and share concerns and include girls in decision-making processes at the municipal and national government levels, as well as municipal, national and international conferences.

- Governments are called upon to review their legal and policy frameworks around girls' safety and inclusion in the city, and to engage adolescent girls in reviewing these frameworks to ensure they consider and respond to their particular needs.

- INGOs and NGOs monitor governments, encouraging them to be transparent and promote good governance.

- NGOs participate in creating gender-integrated spaces for girls to participate in, including gender mixed youth activities, mixed youth leaders, sports for girls, etc., as well as girl-only space, as appropriate.

- NGOs continue to offer trainings and workshops on girls' rights and empowerment in order to build their capacity and confidence to participate.

- INGOs, NGOs and municipal governments support girl-led groups and organisations in order to enhance the sustainability of young people's actions, and strengthen the voices of young women and men as civil society leaders.

- Social accountability approaches should be undertaken to start to influence the attitudes of public officials and improve their acceptance of young people's right to access information, give feedback, and discuss public accountability.

- Local governments support the creation of girl councils that can give input to all policies, programmes, budget allocations, work plans etc. which may concern them directly.

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Practices and Tools that can Inspire Action to Increase Girls' Active and Meaningful Participation in Urban Development and Governance

- **Capacity assessments** can be used at the beginning of a project or programme to understand where capacity development is needed. Girls could identify what support they need to be able to meaningfully participate in their city and speak out on the safety issues they are facing. See http://www.undp.org/content/dam/aplaws/publication/en/publications/capacity-development/capacity-assessment-practice-note/Capacity%20Assessment%20Practice%20Note.pdf to consult UNDP's practice note on consulting capacity assessments.

- **Local-to-local dialogues** have been used by diverse grassroots women's organisations to engage with their municipal counterparts on issues facing their communities. They are locally designed strategies that can be used by groups of girls to initiate and engage in dialogues with local authorities on a range of issues that are important to them. The dialogues bring the different parties together to discuss the issues with the objective of influencing policies, plans and projects in ways that address girls' priorities, thereby creating space for meaningful participation. See http://www.huairou.org/local-local-dialogue for more information.

Recommendations for Increasing Girls' Autonomous Mobility in the City

A safe, affordable, accessible and reliable public transportation system is crucial to enabling girls' independent movement in the city. Buses, in particular, were seen by girls and stakeholders alike as being essential for adolescent girls. It is thus recommended that:

- The government transportation departments undertake efforts to make travel and commuting safe for adolescent girls and women.

- Public transportation systems be formalised, including having buses pick up and drop off passengers at authorised stops.

- Private providers of transport services should be regulated.

- Both formal and private transportation providers should have monitoring and policing systems put in place to enhance security and mitigate inebriated drivers.

- Clear obstacles to mobility are removed in order to enhance security (e.g. avoid having bus stops next to liquor shops).

- Governments and/or NGOs conduct gender-sensitive training for those involved in public transportation services.

Girls and stakeholders alike recognised that attitudinal and behavioural change on the part of community members was also needed to ensure girls' safe and autonomous mobility through the city. It is recommended that:

- NGOs lead awareness-raising sessions with men and adolescent boys on safety issues for adolescent girls.

- Public education strategies should be put in place to raise awareness of the prevalence of sexual harassment in urban public transportation, highlighting that this is an issue of concern for everybody, not just girls and women.

- Campaigns should be launched to encourage bystander interventions if one witnesses any form of harassment.

- In cities where it is not deemed appropriate for girls to be alone in public spaces, resulting in a complete lack of independent movement, information campaigns could be developed to promote girls' freedom to move through the city unaccompanied.

- Media should be utilised as an important and effective means to ensure that messaging reaches the public.

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Practices and Tools that can Inspire Action to Increase Girls' Autonomous Mobility in the City

- **Gender sensitivity training for bus drivers**. In 2007 and 2010, Delhi-based NGO Jagori held workshops with Delhi Transit Corporation (DTC) employees. The workshops were conducted on actual buses to enhance an understanding of the environment within which women and girls experience sexual harassment, or eve-teasing. Workshop topics included information on why myths about sexual harassment are untrue. DTC employees were also asked for their suggestions for dealing with incidences of sexual harassment on their buses/trains. See http://www.safedelhi.jagori.org for more information.

- **Engaging men and boys as champions of change**: the Secretary-General's Network of Men Leaders was established as part of the UN Secretary General's UNiTE Campaign. This initiative aims to mobilise men and boys around the issue of VAWG and to get them involved in breaking the cycle of violence. The advocacy efforts are also policy oriented and include specific recommended measures that can be taken at different levels to contribute to the fight against violence against women and girls. See http://www.un.org/en/women/endviolence/network.shtml for more information.

Conclusion

The use of innovative and participatory research methodology to gain information about adolescent girls' safety and inclusion in five cities – Cairo, Delhi, Hanoi, Kampala and Lima – has provided an important snapshot of the current situation of girls in urban environments. These tools provided girls with a space to speak out on the issues they are facing and to offer their own creative ideas for making improvements to their cities and communities. For many, this was the first time that they had been asked to share their experiences and ideas.

The findings from the study clearly show that there is a need for initiatives such as the BIAAG Urban Programme in cities around the world today. Adolescent girls are too often ignored or underrepresented in current policies and programming and are most excluded from urban development and governance processes. Their voices, now sidelined and silenced, must be brought forth and listened to in order to build cities that are inclusive of girls, that respond to their needs and priorities and where they feel safe to move freely. The BIAAG Urban Programme is working to incite this important shift in the five diverse cities.

This innovative initiative is a globally united, locally implemented programme that brings together several partners to achieve a common goal – putting adolescent girls at the centre of transforming cities to become places of inclusion, tolerance, and opportunity for everyone. By bringing city officials and adolescent girls together there is a real opportunity to create sustainable economic and social change within these societies that will benefit all citizens.

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Annex 1: History of the Development of the BIAAG Urban Programme

The process began with the development of a concept note about the BIAAG Urban Programme in each city. This included demographic information about the cities, information about key stakeholders, as well as priority groups and areas in the city. Plan Country Offices (Plan COs) began developing and strengthening local partnerships for the programme with the aid of a document called "Building Local Partnerships for Safer, More Inclusive Cities for Girls" developed by Women in Cities International (WICI).

From here, WICI took the lead in designing the five participatory tools that would be used by each of the cities to complete the study. UN-HABITAT, Plan International and each Plan CO then validated the tools and provided feedback at each stage of the tool development process prior to piloting them. The tools were distributed to both global and local partners, as well as the international advisory committee for feedback. The tools were finalised in October 2012 and shared with each of the cities. Workshops were then planned and presentations developed to provide cities with on-site training on using the tools.

From October to December 2012, WICI led workshops with the Plan COs in all five cities to deliver training on the tools. Cities were reminded of the goals of the study and provided with specific guidance on carrying out the five tools. Workshop participants engaged in participatory activities such as going on a Girls' Safety Walk, and practicing exercises from the Girls' Opportunity Star and the Social Cartography tools. Cities also began making adaptations to the tools to ensure that they would be useful given the local context. Time was also planned during the workshops to meet with key stakeholders to seek their buy-in and support of the BIAAG Urban Programme and to pilot some of the tools – the Girls' Safety Walk in particular – with adolescent girls.

WICI led the consolidation and analysis of the data generated in Cairo, Delhi, Hanoi, Kampala and Lima and developed this global report on adolescent girls' safety and inclusion in five cities, with support from Plan International and UN-HABITAT. The global report drafts were then shared with the Plan COs who validated the findings along with key stakeholders in the communities to ensure that their cities were accurately represented.

WICI, UN-HABITAT and Plan International worked together prior to beginning the BIAAG Urban Programme to produce a research document that sought to begin to address some of the research gaps on adolescent girls' in urban areas. As part of the research, a fast-talk session was conducted, bringing together officials seeking policy development input with subject matter experts through a three stage consultation process. A parallel consultation process was conducted with

girls from diverse cities to corroborate the findings from the adult expert fast-talk. Together, this information was developed into a report entitled "Girls' Safety in Public Spaces" in 2011. This report served as a background document for an Expert Group Meeting (EGM) of the same name.

WICI, UN-HABITAT and Plan International, co-organised and participated in EGM held in Nairobi from April 6-8, 2011. The aim of this EGM was to share and validate the findings of the report and to strategise about how Plan International's 8-Point Call to Action on Girls' Rights in the City could become the foundation for a multi-city programme on safe cities for adolescent girls.

The meeting was organised in a multi-sectoral, multi-level fashion to incorporate the contributions and inputs of a multitude of stakeholders, including grassroots leaders, representatives from Plan COs, and different UN bodies, including UNICEF and UN Women. Recognising that it was crucial for the recommendations to be validated by adolescent girls themselves, girls from Nairobi and Delhi participated in the EGM.

Over the course of the meeting, an integrated programming framework for girls safety and well-being in urban areas was developed, which identified the gaps and priority focus areas for coordinated action in five cities around the world. It also identified key areas for interventions intended to build girls' capacities and opportunities for engaging with their communities to make their neighbourhoods safer and more inclusive.

From this, the BIAAG Urban Programme began to take form. Five pilot cities were identified and confirmed their commitment to the programme, and an international advisory committee was formed to support future programme development. On March 5-6, 2012 in New York City, WICI, Plan International, and UN-HABITAT organised a first partners meeting for the BIAAG Urban Programme. This was the first time that the global team, including representatives from each of the five cities, was brought together to discuss and strategise with one another. The global team also met with the advisory committee members who provided key expert feedback and advice on the programme.

Once Cairo, Delhi, Hanoi, Lima, and Kampala were confirmed as the pilot cities for the BIAAG Urban Programme, it was clear that there was a need to determine whether the global research and EGM findings reflected or were appropriate given their local context. The Rapid Situational Assessment (RSA), which this report details the results of, was designed to address this by providing information on local priorities, issues, and ideas on how to design a locally-led global programme.

Annex 2: Because I am a Girl Urban Programme Theory of Change

Impact

Girls have access to safe, accountable, and inclusive cities, and they are empowered to enjoy their rights to a safe city.

Utilise Opportunities

Existing Legal Frameworks, Policies, and Programmes
(political will, existing global, national, and local legal frameworks, policies, and programmes that support the programme, including CEDAW, CRC, 8-Point Call to Action)

Building on Existing Initiatives and Partnerships
(partnerships with key stakeholders, including government, community members, NGOs, women, men, girls and boys; alliances and networks)

Mobilising around Issues of Women's and Girls' Safety
(recent events, international conferences, global/national campaigns, etc.)

Girls' Assets
(existing assets of girls, including social, financial, personal, material)

BIAAG URBAN PROGRAMME THEORY OF CHANGE

Programme Outcomes

- Increased girls' autonomous mobility in the city
- Increased girls' active and meaningful participation in urban development and governance
- Increased girls' safety and access to public spaces

Target groups and dimensions of change

- Institutions (Principal Duty Bearers) (laws, policies, services)
- Communities and Families (Moral Duty Bearers) (social structures in which families and communities operate)
- Individuals (Rights Holders) (social position and condition of girls)

Approaches to Guide the BIAAG Urban Programme

- Actively engage and support the capacity development of civil society and local authorities in cities, promoting an integrated, multi-level and multi-stakeholder approach. Develop global training modules that are gender transformative.
- Undertake policy-based advocacy on girls' safety in cities.
- Promote critical dialogue between adolescent girls, urban communities and local authorities.
- Work in partnership with key stakeholders on issues of girls combining prevention and protection measures.
- Strengthen girls' capacity to claim their rights and hold duty bearers accountable for girls' safety and inclusion in cities.
- Actively engage boys and men as champions of change on girls' safety in cities.
- Build evidence-based programme models aligned with global guidelines on safe and child-friendly cities, gender equality, and participatory programming.
- Integrate a gender equality approach in all phases of programming: design, implementation and evaluation.
- Intentionally engage and respond to a diversity of girls in the city, with a focus on the most marginalized
- Use Information Communication Technology for Development (ICT4D) approaches in programming.

Overcome Barriers

Lack of Safety and Access to Public Spaces
(lack of street lights; limited access to parks, markets, schools; unlit or unsafe parks; crowded public spaces and streets; groups of loitering men/boys; sexual harassment/assault)

Lack of Active and Meaningful Participation
(not included in decision-making processes; undervalued or underappreciated; limited access to peer networks, i.e. girls clubs; lower socio-economic position in society)

Lack of Autonomous Mobility in the City
(unsafe and unreliable public transportation; informal public transportation systems; lack of gender-sensitive training for drivers; limited signage and street names)

Lack of Access to Quality City Services
(limited number of police/security; poor quality of emergency services, i.e. unresponsive or untrustworthy; lack of gender-sensitive training; (limited access to basic services; unsafe and poorly kept public toilets; limited access to safe sanitation; limited access to clean water, poor drainage systems; minimal garbage collection)

Annex 3: Glossary of Terms[82]

Adolescent Girl – A girl who is in the transitional phase between childhood and legally defined adulthood (13-18 years of age). The legal definition of an adult varies from country to country but is usually between 17 and 21.

Basic Services – Services delivered by the government, including water, sanitation, electricity, housing, and health services.

Built Environment – Human-made surroundings – buildings, roads, street lights, and other physical infrastructures.

Civil Society – Citizens or groups participating outside formal government institutions. This can be non-governmental organisations (NGOs), organisations in local and community life, union organisations, and business associations.

Decision-Making – The capacity of a person to participate in the process of making decisions that affect their lives.

Emergency Services – Organisations ensuring public safety and health emergencies, this includes police services, fire departments, and emergency medical services.

Empowerment – Power is the ability to shape one's life and one's environment. The lack of power is one of the main barriers that prevent girls and women from realising their rights and escaping cycles of poverty. This can be overcome by a strategy of empowerment. Gender-based empowerment involves building girls' assets (social, economic, political and personal), strengthening girls' ability to make choices about their future, and developing girls' sense of self worth and their belief in their own ability to control their lives.[83]

Inclusion – A sense of belonging, the feeling as though one is welcomed in an area without feeling threatened or uncomfortable.

Moral Duty Bearers – Families and communities; responsible for changing social structures.

Partnership – The coming together of different people, groups, and institutions for cooperation, coordination, resource exchange, and the joint solving of problems. They bring together institutional capabilities and human resources in the form of skills, experiences, and ideas to tackle common problems that are often beyond the capacity of a single organisation or group.

Public Space – Spaces that are open for public use. This includes streets, recreation areas, parks, community squares, etc.

Principal Duty Bearers – Governments and institutions; responsible for changing laws, policies, and services.

Right to the City – Right of all individuals living in cities to liberty, freedom, and the benefits of city life.[84]
This includes:
- Access to safe and healthy land and housing, prevention of homelessness and forced evictions;
- Access to essential services (water, sewage, waste disposal, roads, power);
- Access to other public services (health care, education, recreation, etc.);
- Ability to move around the city in safety;
- Access to safe and non-exploitative jobs and income; and
- Ability to live free from violence and fear.

Rights Holders – Individuals or groups claiming rights (i.e. adolescent girls).

Safety – Freedom from the occurrence or risk of injury, danger, or loss.

Safer Cities – UN Habitat defines safe cities as having four pillars. These are:
- Institutional (policing, criminal justice system, mainstreaming in local authorities, etc.)
- Social environment
- Physical/built environment
- Community (social cohesion)

Social Environment – Community use of the space, joint social practices in the area, different groups of people using the space.

Sexual Assault – Any form of sexual contact (up to and including rape) between two or more people without voluntary consent. Consent obtained through pressure, coercion, force, or threats of force is not voluntary consent.[85]

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[82] This glossary is meant to serve as a guide for reading the report, however please note that the definitions presented are dynamic and subject to change.
[83] Plan International (2011). Plan's Policy on Gender Equality: Building an Equal World for all Children. Woking, UK.
[84] Building inclusive cities: Womens' Safety and the Right to the City, p.5 (2012)
[85] Campbell, R. & Townsend, S M. (2011) Defining the scope of sexual violence against women p. 97. In Renzetti et al (Eds.) (2011). Sourcebook on violence against women. Los Angeles: SAGE.

Sexual Harassment – Unwelcome sexually determined behaviour, both physical and non-physical, whether by words or actions. Such conduct can be humiliating and may constitute a health and safety problem. Some examples of physical contact include sexual demand by action, such as touching a person's clothing, hair or body, hugging, kissing, groping, pushing or pulling, patting or stroking, standing close or brushing up against a person. Some examples of non-physical sexual harassment include sexual demand by words, sexually coloured remarks, showing pornography, staring ("eve teasing"), "cat calling", following, chasing, stalking, and exposing oneself.[86]

Stakeholder – The key individuals and groups that are invested in the project's goals. For the BIAAG Urban Programme, this includes government departments, community groups, urban planners, adult women, and boys and girls themselves.

Violence – The World Health Organisation (WHO) defines violence as: "The intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation."[87]

Violence Against Women and Girls – Any act of gender-based violence, that results in, or is likely to result 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 private life.[88]

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[86] "Glossary and Definitions of Key Terms." UN Women: Safe Cities Free of Violence Against Women and Girls. 2011.
[87] "World Report on Violence and Health." World Health Organisation. (2002)
[88] Building inclusive cities: Women's Safety and the Right to the City, p.3 (2012)

Annex 4: Existing National Policies and Programmes Supporting Safety for Adolescent Girls in the Five Focus Cities

Country	Policy/Programme	Pertinence to the BIAAG Urban Programme
Egypt	Child Law 126 (2008) that saw amendments added to Child Law 12 (1996)	In 2008, a comprehensive package of amendments to the 1996 Child Law was passed by Parliament. This included inclusive education; raising the age of marriage for both boys and girls from 16 to 18; criminalising female genital mutilation; increasing penalties for child abuse, exploitation, and trafficking; and establishing child protection committees in each governorate. Several of these amendments directly address issues of concern for adolescent girls in the city (e.g. early marriage).
India	12th Five Year Plan (2013)	The 12th Five Year Plan will guide all policy and programmes in the country. This document has incorporated concerns of women and girls in cities and has suggested gendering infrastructure development in the country.[89]
	National Commission for the Protection of Rights of Children (NCPRC) (2007)	The NCPRC was set up under the Commission for Protection of Child Rights Act (2005). It was established to ensure proper enforcement of child rights and effective implementation of laws and programmes relating to children.
Vietnam	Law on Hanoi Capital (2012)	The Law on Hanoi Capital states that girls and boys should be equal and not discriminated against. Article 20 states the rights of children in access to appropriate information and participation in social activities.
	Decision on Indicator of Child Friendly Communes/Wards (2010)	The Prime Minister issued the decision on an indicator of child friendly ward/communes to assess whether the communes or wards meet the child-friendly criteria. There are 25 indicators, including the commitment of local leaders to child protection, a decrease in violence against children cases, and having activities that allow for children's participation.
Uganda	National Development Plan (2010/11-2014/15)	Seeks to address GBV as a core strategy for achieving the goal of promoting gender equality and women's empowerment.
	Uganda Constitution (1995)	The Constitution provides the overall legal framework for addressing gender equality and women's empowerment. Article 32 also provides for affirmative action in favour of marginalised groups including girls and women.
	Children's Act (1996)	The Children's Act was set up to reform and consolidate the law relating to children. It outlines the responsibility of the local authority to safeguard and promote the welfare of children within its area, and to designate one of its members to be the person responsible for the welfare of children (this person is referred to as the Secretary for Children's Affairs).
Peru	National Plan for Gender Equality (PLANIG) (2012-2017)	The National Plan for Gender Equality (PLANIG) is a tool that aims to mainstream gender in Peru's public policies and across its three levels of government, ensuring equal and effective protection of human rights for women and men.
	National Plan to Address Violence Against Women (2009-2015)	This plan expresses the continuity of the state's policy on the eradication of various forms of violence against women, such as domestic violence, sexual violence, psychological violence, femicide, trafficking, and sexual harassment.
	Code #2737: Code for Children and Adolescents (2000, amended 2007)	This code establishes the civil, cultural, and economic rights and freedoms of girls, boys, and adolescents. It establishes policies and programmes for comprehensive attention, including parent educators and the justice administration.

[89] India Planning Commission, 12th Five Year Plan 2012-2017 Social Sectors. Vol III.

Annex 5: Data Tables

Below is the statistical data collected from the tool **Girls' Opportunity Star for Safe and Inclusive Cities** used to create Figures 8-12.

Figure 9: Girls' Safety in Public Spaces (% of girls who felt safe when in public spaces)

City	Never	Seldom	Sometimes	Often	Always
Cairo	29.7	0	50.3	10.8	9.2
Delhi	18.5	32.6	21.7	23.9	3.26
Hanoi	15.6	9.6	24.1	36.1	14.6
Kampala	40	40	15	1	3
Lima	11.1	13.3	66.7	6.6	2.2

Figure 10: Girls' Access to Basic Services (% of girls who claimed that they had access to basic services, including water and sanitation)

City	Never	Seldom	Sometimes	Often	Always
Cairo	44.1	0	33.3	10.3	5.6
Delhi	21	17.4	27	29.3	5.4
Hanoi	24.1	21.6	18	20.5	15.6
Kampala	18.75	0	31.25	50	0
Lima	6.6	6.6	33.3	18	35.5

Figure 11: Girls' Access to Emergency Services (% of girls who claimed to have access to emergency services)

City	Never	Seldom	Sometimes	Often	Always
Cairo	44.1	0	33.3	10.3	5.6
Delhi	13	29.3	34.8	21.7	1.1
Hanoi	18	36	23	15.6	7.2
Kampala	15.3	0	26.6	46.6	0
Lima	4.4	31.1	31.1	13.3	20

Figure 12: Girls Included in Decision-Making (% of girls who felt included in decision-making processes that affected their safety)

City	Never	Seldom	Sometimes	Often	Always
Cairo	52.3	0	35.9	4.6	5.6
Delhi	22.5	38.7	19.4	11.8	7.5
Hanoi (decision making)	14.6	13.4	22	19.5	30.5
Hanoi (inclusion)	15	14	22	15	34
Kampala (decision making)	10	15	0	35	40
Kampala (inclusion)	8.3	50	16.6	21	0
Lima	19.5	21.7	39.1	11	8.7

Figure 13: Girls' Safety When Using Public Transportation (% of girls who claimed that they felt safe when using public transportation)

City	Never	Seldom	Sometimes	Often	Always
Cairo	44.1	0	33.3	10.3	5.6
Delhi	13	29.3	34.8	21.7	1.1
Hanoi	18	36	23	15.6	7.2
Kampala	15.3	0	26.6	46.6	0
Lima	4.4	31.1	31.1	13.3	20

Annex 6: Global Level Efforts

Global Convention	Relevance to BIAAG Urban Programme
UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (1979)	CEDAW advocates for gender equality and the elimination of discrimination against women and girls. This includes having equal access to education, health, and employment as well as equal opportunities to participate in politics and public life. "The term "discrimination against women" shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field."[90]
Beijing Platform for Action (1995)	Calls for research on violence against girls and women in both the private and public spheres, and advocates for measures to be taken that address both the causes and consequences of violence. It acknowledges that "the fear of violence, including harassment, is a permanent constraint on the mobility of women and limits their access to resources and basic activities." The Platform states that "girls [should} be offered the same opportunities as boys to take part in the decision-making process." Governments are advised to "generate awareness of the disadvantaged situation of girls among policy makers, planners, administrators and implementers at all levels, as well as within households and communities."[91]
UN Convention on the Rights of the Child (CRC) (1989)	Advises that states should "respect and promote the right of the child to participate fully in cultural and artistic life." States should also "ensure that institutions, services, and facilities responsible for the care or protection of children shall conform with the standards established by competent authorities, particularly in the areas of safety [and] health".[92]
UNESCO and UN-HABITAT Right to the City (2005)	Calls for "city planning…to integrate the theme of urban security as an attribute of the public space" and for the "formulation and implementation of public policies [to] promote socially just and environmentally balanced uses of urban space…in conditions of security and gender equality."Additionally, "the primary missions of the security forces include respect for and protection of the rights of citizens" and cities should "create conditions for public security, peaceful coexistence, collective development, and the exercise of solidarity."[93]
Secretary General's UNiTE Campaign (2008)	Campaign calls on all "governments, civil society, women's organisations, men, young people, the private sector, the media and the entire UN system to join forces in addressing [violence against women]. The campaign is "working to mobilise individuals and communities…supporting the longstanding efforts of women's and civil society organisations…[as well as] actively engaging with men, young people, celebrities, private sector, etc."[94]
Plan's 8 Point Call to Action on Girls Rights to the City	The BIAAG Urban Programme builds on Plan International's 8-Point Call to Action on Girls' Rights in the City which supports that all gives have the right to: (1) Access safe education in the city; (2) Be free from violence in the city; (3) Secure and decent housing; (4) Move safely in the city; (5) Affordable and accessible services in the city; (6) Age-appropriate and decent work in a healthy urban environment; (7) Safe spaces in the city; and (8) Participate in making cities safer, more inclusive, and more accessible.[95]
The Montréal Declaration on Women's Safety (First International Seminar on Women's Safety, 2002), the Declaration of Bogotá Safe Cities for Women and Girls (Second International Conference on Safer Cities for Women and Girls, 2004), and the Delhi Declaration on Building Inclusive Cities (Third International Conference on Women's Safety, 2010).	These declarations all call for "inclusive cities…respectful of the diversity and dignity of all." "Communities where women and girls are central to the design and leadership of cities and are visible in all aspects of governance." They advocate for "inclusive cities that allow movement, day and night, to all parts of the city for all women and girls… so that they have equitable access to water, sanitation, transport, energy, secure tenure, and housing."[96]

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[90] CEDAW (1979). http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm#article1
[91] Beijing Platform for Action (1995). http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf
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