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FREE TO BE

LIMA

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EXECUTIVE SUMMARY

Based on Plan International's extensive experience of working with girls and young women in cities, including through our Safer Cities programme, this research sought to understand more about the experiences of girls and young women. *Free to Be* is a crowd-mapping website that enables young women to identify and share the location of public spaces that make them feel uneasy and scared or happy and safe, implemented in Madrid in April-May 2018. It was designed in collaboration with Crowdsport, Monash University XYX Lab and young women within the city. As well as Lima, *Free to Be* has been implemented in Delhi, Kampala, Madrid, Melbourne and Sydney.

The *Free to Be* tool comprised an interactive map of the city and a survey which allowed girls and young women to drop 'pins' on the map – good or bad - and answer questions about their experiences there, as well as leave comments. A group of young women in Lima input into the design and promotion of the tool, as well as having an opportunity to reflect on the findings to support analysis.

In total, 2,037 valid pins were dropped on the Lima map, of which 89% were bad (1,821), and just 11% were good (216).

Lima had a very high percentage of pins deemed bad compared to other cities. The threat of sexual harassment with and without physical contact was the main issue for the participants of *Free to Be* Lima. 84% of comments on bad pins noted sexual harassment of some kind and 55% of all bad pins identified gender-based discrimination as a factor in their experience of a place as bad.

On the street was considered to be the most likely place for such experiences. Users often ticked *on the street* alongside *to/from work or school* and *public transport*, and strong negative clusters especially formed around train stations and bus interchanges. All this data demonstrates the compromised freedom for young women and girls moving around their city.

Sexual harassment was not the only factor contributing to the bad places of Lima, theft or risk of theft was also a common threat, noted in 12% of the comments on bad pins.

Girls and young women react to negative experiences by changing their behaviour: 39% of participants who dropped a bad pin responded that they now avoid the area if they are on their own, and 14% never went back to the location. 29 participants stopped studying or working because of their experiences, suggesting a severe impact on young women and girls in their ability to access their city. More than a third of all participants who dropped a bad pin responded that they were resigned to the fact that such incidents are so frequent that they are used to it. 10% of young women and girls said they had reported the incident to officials, but of those, in 82% of cases the authorities did nothing. There was a distrust of the authorities because of a perception that they would not do much if incidents were reported, and this affected many of the young women and girls and contributed to a sense of resignation.

Positive pins were mostly associated with places that had a presence of security and/ or police, or that had a strong community environment or was a known local neighbourhood. Interestingly, clusters of good pins tend to be within a location – such as a shopping centre or park – but surrounded by bad pins, highlighting the challenges young women and girls have in moving around their city and getting from place to place.

Based on these findings, young women recommend:

1. **Improved security:** including training on issues of harassment, imposing sanctions on those that commit these acts, and ensuring security personnel act with respect towards women and girls
2. **Educating wider society:** Sharing information and experiences of women to men, boys and wider society; providing information on women's rights and laws which protect them
3. **Women and girls take a stand:** Young women and girls should share stories, learn to recognise and report incidents of harassment, and advocate for change.

1. INTRODUCTION

1.1 Introducing Free to Be

Plan International has extensive experience of working with girls and young women in cities, including through our Safer Cities programme.¹

Prior research has shown that cities around the world are unfit for girls: cities tend to be designed by older people, often men, who do not understand, take interest in or experience the realities of girls moving around cities.² Physical environments contribute to how safe or unsafe girls and young women feel, and fear and experience of harassment or other negative experience can contribute to girls' confidence, ability to carry out daily activities, and freedom to participate. Plan International puts the voices of young women and girls at the centre of its strategy, and through this research sought to better understand their experiences and enable them to participate in decision-making and policy development processes.

The aim of this research was to collect comparable data to tell a story about how young women and girls are experiencing their cities, and their feelings of safety or risk in relation to their physical environment, examining how harassment and violence against girls can act as both a product of unhealthy gender norms and a cause, creating and maintaining acceptability and normalisation of violence and harassment in public spaces. The intention was to develop data which listened directly to the experiences of girls and young women in a number of cities where Plan International works, to inform discussions with key decision makers, such as city councils and transport providers, so that the city can be made safer for girls and young women.

Free to Be is a crowd-mapping website that enables young women to identify and share the location of public spaces that make them feel uneasy and scared or happy and safe. It was designed in collaboration with Crowdsport, Monash University XYX Lab and young women within the city. In addition to Lima, Free to Be has implemented in the following cities: Delhi, Kampala, Madrid, Melbourne and Sydney.³

Anonymity is the great advantage of crowd-mapping for the target participants. Free to Be allows those young women and girls who have experienced or fear harassment to disclose the location and context of their experience "in their own words, without the restrictions on a narrative form associated with the traditional justice system."⁴ As the #metoo movement has highlighted, women may be reluctant to detail harassment because their concerns are frequently dismissed, but also because there can be negative consequences for them. The anonymity of Free to Be means this reluctance can be overcome and multiple stories that indicate the type and prevalence of harassment can be collected and studied. It allows girls and young women to make their views and stories public if they wish to do so.

The research was a collaboration between Plan International Headquarters, Plan International Australia and Plan International Spain, Monash University XYX Lab, and Crowdsport digital consultancy. Further details about each can be found on page 19. This report provides an analysis of the data generated in Lima.

1.2 Lima city context

Lima is the capital and largest city in the Republic of Peru located near the mid-west coast of South America and bordering on the Pacific Ocean. It is the 16th most populous city in the world, home to

¹ For more information about our Safer Cities programme, visit <https://plan-international.org/ending-violence/safer-cities-girls>

² Beebejaun, Y (2016) Gender, urban space, and the right to everyday life, <http://www.tandfonline.com/doi/full/10.1080/07352166.2016.1255526>

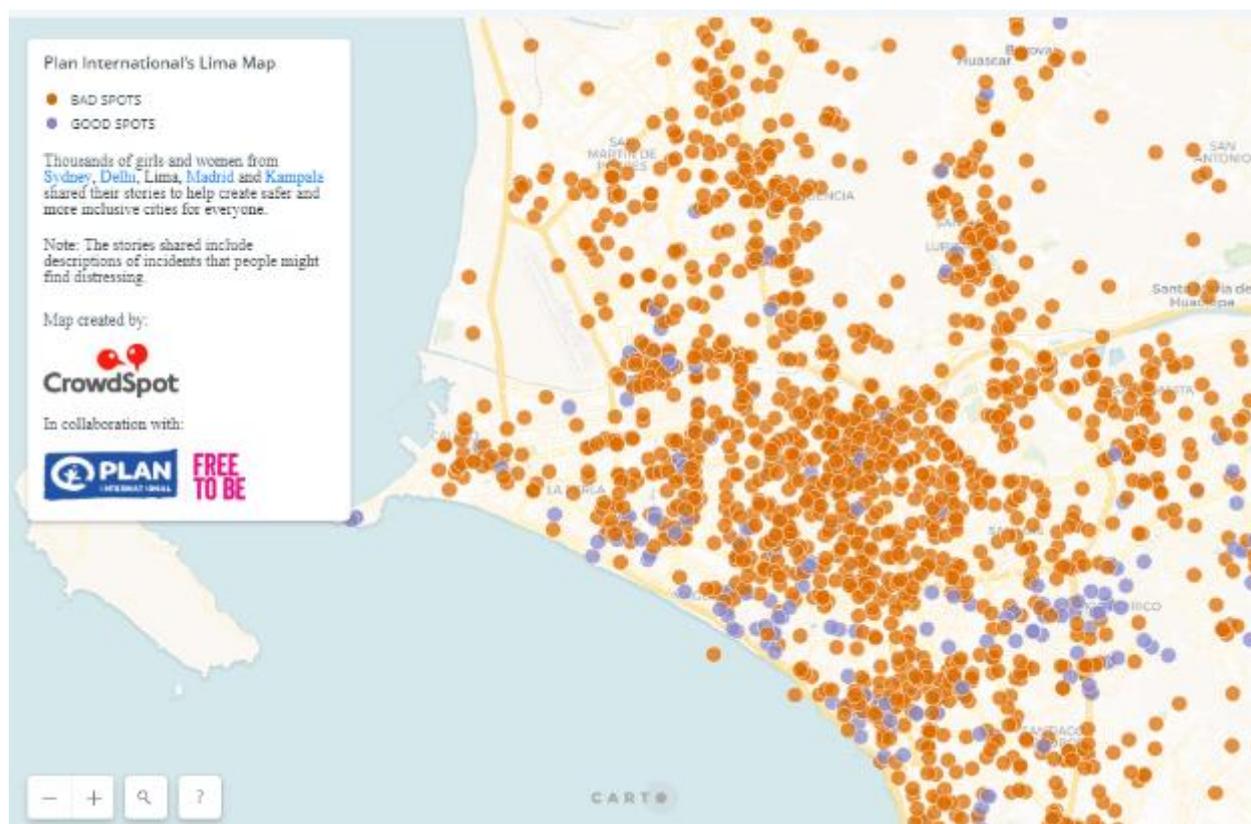
³ Reports for other cities are available here: <https://plan-international.org/publications/free-to-be>. A cross-city summary of findings is including in <https://plan-international.org/unsafeinthecity>. Note that the Melbourne pilot project was completed in 2017 and was not part of the latest data collection and analysis process.

⁴ Bianca Fileborn, "Special report," *Griffith Report Law and Violence 2*, no. 1 (2014): 45.

10,419 million people. Lima's metropolitan area occupies 2,819 square kilometres generating an urban density population to an average of 9,100 residents per 3,500 per square kilometre.⁵

Internationally, Peru has a reputation for high crime rates, and street crime is a particular problem in Lima.⁶ In 2017, more than 1200 cases of sexual violence were reported in Lima, and 70% of the victims were girls under 18 years old.⁷

The Safer Cities for Girls Programme in Lima conducted a baseline study in Carabayllo (district of Northern Lima), where 98% of girls reported that adolescents are sexually harassed when travelling in public transportation and 97% do not feel safe when walking by the streets.⁸ According to a study completed by YouGov in 2014, Lima is included as one of the top five cities in the world for harassment on public transport, both physical and verbal forms.⁹



⁵ *Lima Easy*, Accessed June 4 2018, <http://www.limaeasy.com/lima-info/important-facts-and-figures-about-lima> .

⁶ OSAC (2016) "Peru 2016 Crime & Safety Report." <https://www.osac.gov/pages/ContentReportDetails.aspx?cid=19283>

⁷ Ministry of Women and Vulnerable Populations of Peru <https://www.mimp.gob.pe/contigo/contenidos/pncontigo-articulos.php?codigo=33>

⁸ Data supplied by Lima office of Plan International Peru.

⁹ "Most dangerous transport systems for women," Thomas Reuters Foundation News, 31 October 2014, <http://news.trust.org/spotlight/most-dangerous-transport-systems-for-women/>.

2. METHODOLOGY

The Free to Be project was conceptualised and piloted in Melbourne, Australia, in 2016, developed by Plan International in collaboration with Crowdsplot and Monash University's XYX Lab. The pilot was highly successful, with more than ten thousand people visiting the website and over a thousand dropping a pin. The data was used to advocate with key decision-makers at the city level. The Free to Be online map-based social survey tool was further developed before being rolled out in five other global cities in 2018.

2.1 Design

The Free to Be comprises an interactive map of the city and a survey which allowed girls and women to drop 'pins' on the map – good or bad – on places they love, avoid, feel safe in and think can be improved, and answer a small number of questions about their experiences there, as well as leave comments.

In March 2018, workshops were held with young women from Plan International's activist programme in the five participating cities to allow for their input into the tool, as well as ease of use and targeted information. Consultation included adaptations for appropriate language and options for the Lima context. The map, survey tool and text on the website were translated into Spanish prior to start of data collection.

2.2 Sample

Sampling estimates were made for each city based on the population size and levels of mobile phone usage. In Lima, the target was set at 2,500-3,000. Crowdmapping is a means for gathering impressions and stories from a wide range of people, but is not a probability sample. This means that percentages included in this report are indicative, not representative. However, when many stories are gathered, common themes can be discerned. In addition, the early analysis identified trends in the data and further data did not change those trends. For example, the timing of incidents, 'anytime' was the most common response for good pins by a significant margin. This suggests that more data would not significantly shift the overall patterns. Therefore, although the target was not reached for Lima, the gathered stories still portray a clear picture of the Lima experienced by young women and girls.

Free to Be Lima recorded nearly 3,000 pins, of which 2037 were included in the final analysis. The final sample included women and girls and those who identified as trans, non-binary and other gender (in total 15 participants) up to the age of 30. The following were therefore excluded from the analysis:

- Men (295 pins)
- Women 31 years and older (249 pins)
- Posts which were identified as offence or false¹⁰ (478 pins)

The number of pins does not indicate the number of people who engaged with Free to Be as participants were able to place as many pins as they chose.

Some of the placed pins simply denote good or bad locations without any additional information, but 63% included comments detailing the reason for their good or bad pin, indicating that the young women and girls participating readily took up the option of sharing their stories offered by Free to Be. There was a higher rate of comments for the bad pins (66%) than good pins (38%). Participants were also able to 'support' an existing pin: over 265 posts supported existing pins.

2.3 Recruitment of research participants

The Free to Be online map-based social survey tool was launched on 23 April 2018 and remained open until 31 May 2018. Recruitment was ongoing throughout this time.

¹⁰ Pins identified as 'false' or troll pins, including those that were nonsensical, homophobic, racist, or where there were sexist remarks (typically negative and from males)

Plan International Peru used both online and offline campaigns to recruit participants. The extensive online campaign mainly utilised the social network of Facebook. Feminist activist networks supported the Facebook campaign. The promotional video distributed through the digital campaign had around 950,000 views and 131,579 reposts. This was then spread through mass media (radio, television and written press) with five interviews on national television, one on a cable channel, one on national radio, and several write-ups in the press.

The campaign had an official launch, including key spokespersons of the Ministry of Women and Vulnerable Populations: the Vice Minister and some Directors, among other stakeholders. Youth influencers have been engaged throughout the process, and will continue to support sharing the message and participating in making street harassment visible in public spaces.

There was also some direct recruitment mainly by young women and some young men from the city's Champions for Change clubs. They mainly used tablets and helped participants through the process of marking the points on the virtual map. There were also visits to 26 schools in the intervention areas of Plan International Peru. Another seven colleges or technological institutes in various districts where young women gather were also visited. A young women activist association, Paremos el Acoso Callejero (Stop Street Harassment), collaborated on visits to colleges and institutions.

2.4 Analysis

Following data collection, analysis was conducted on the location of pins, the responses to survey questions and the free text comments. Analysis of the data by Monash University XYX Lab considered:

- the stated demographic information of those who placed pins
- presence of hotspots (good and bad)
- a detailed breakdown of the kind of incidents and conditions that made for a good or bad location as provided by the comments

Comments were translated from Spanish to English and then coded by the research team, to allow emerging trends and patterns to be assessed quantitatively as well as qualitatively. Some coding categories were common from city to city (such as sexual harassment), other categories arose from the data for the specific city. For example, the frequency of comments around public masturbation in Madrid led to that becoming a coding category. Some comments were labelled with more than one code. For example, a comment might include notes about the physical conditions of the place as well as details about a particular incident that occurred. Nuances on coding trends have been highlighted throughout the report. Some pins recorded historic events or incidents and some described the ongoing 'feel' of a place. Comments included in the report identify (as far as possible) the age of the participant, the location of the pin, and the time of day referred to in their response (morning, afternoon, evening, late night, anytime).

9% of comments were second-hand reports: places or incidents which were not directly known or experienced by the person placing the pin. Such reports represent an area's reputation, which strongly affects whether young women and girls will venture into an area. Second-hand reports were therefore considered relevant information, analysed and included in the final count.

To enhance analysis and action planning, a reflection workshop was held with young women in Lima to discuss the emerging results.¹¹ Reflections from these young women have been included in this report where relevant, but clearly labelled as distinct from the research findings.

2.5 Limitations

The anonymity of Free to Be means that there is no way to tell that the participant is who they say they are, and troll activity is possible. Where posts were identified as offensive or false, they were made invisible on the site and removed from the dataset prior to analysis.

¹¹ Participants comprised 10 girls and young women: Seven were girls (aged 14-17) from the Champions for Change Club; two were adult women representatives of the Stop Street Harassment organization; one young woman consultant to the Safe Cities for Girls project and feminist activist.

3. FINDINGS

This section contains details of the findings from the Lima map. It outlines key characteristics of the pins, before going into details of good and bad places in the city and what makes them good or bad.

3.1 Characteristics of the pins

In total, 2,037 valid pins were dropped on spots of the Lima map, of which 11% denoted good experiences (216) and 89% bad (1,821). This was the lowest proportion of good pins for the five cities. Key characteristics include:

- **Time of day:** Participants were asked to record the time of day that they felt the spot was good or bad. Good spots in Lima were generally good no matter what time of day. The bad spots were quite evenly spread across options, but 'anytime' was most frequently identified. See Figure 1.
- **Age range of participants:** Nearly half the pins on the Free to Be Lima map were placed by those aged 20 and under (43%). Girls aged 13-17 placed 24% of all the pins. The average age was 20. See Table 1.
- **Occupation of participants:** Participants to Free to Be Lima were asked about their occupation. Overall, two-thirds were students (64%), and another 29% were in work. Note, some participants ticked a number of boxes (such as student and in work). See Figure 2.

Figure 1: Time of day of good and bad pins

Expressed as percentage of total good pins or bad pins

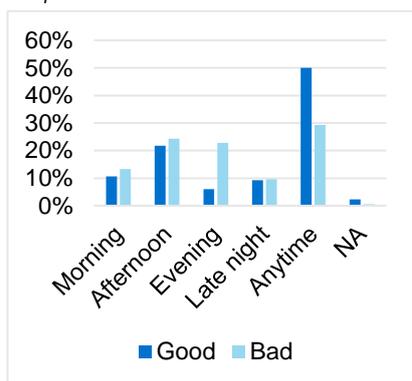
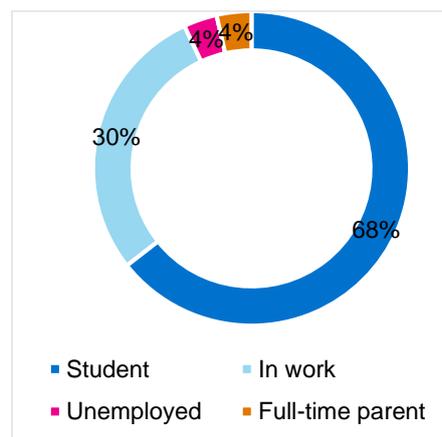


Table 1: Pins by age of participants, number and percentage

Age Range	No.	%
<13	20	1%
13 to 17	491	24%
18 to 20	356	18%
21 to 25	741	36%
26 to 30	429	21%

Figure 2: Occupation of participants, as percentage of total pins



3.1.1 Pin location

The Free to Be online social survey tool asked participants to identify the location type of incidents or experiences from a predefined list. Some participants selected more than one location type (for example, walking to and from a public transport hub a participant might select both *on the street* and *public transport*). See Table 2 for a list of these location types.

Table 2: Location of pins, as percentage of total good pins, total bad pins, and total pins.

Note some comments contained more than one location.

Location of incidents	Good pins (216)		Bad pins (1821)	
	Number	% of all good pins	Number	% of all bad pins
On the street	89	41%	1,166	64%
Public transport	31	14%	358	20%
Going to or from work	26	12%	286	16%
Going to or from school	36	17%	201	11%

In a park	67	31%	153	8%
At the shops	35	16%	99	5%
Out socially	32	15%	102	6%
At a public event	26	12%	61	3%

On the street was identified as the most common place for both the bad pins and the good ones (66% and 41% respectively). *In the park* also had a high number of good pins with 31%, but only 8% of all the bad, though given the higher number of bad pins, this was still a significant number of all the pins recorded for this location (153 out of a total of 220 pins were bad).

19% selected *public transport* and almost half of those pins also tagged *on the street* (49%) demonstrating that moving around the city was an issue for young women and girls in Lima. This affected access to education and work: 63% of all the *going to and from work or school* pins were also tagged *on the street*. Good pins were more likely to be tagged as occurring *out socially*.

“Street harassment is seen every day.”

(Age 23, Los Ruisenores, Evening)

“Because it is an informal bus stop, most drivers harass as many women or teenagers as possible. It is a very insecure area, I have been harassed more than once while passing by.”

(Age 22, Anytime)

“A man groped me on the bus.”

(Age 23, Morning).”

3.2 Good Locations

Lima participants posted 2,037 pins, just 11% of which marked good locations. More than 90 comments were added to good pins, however, many were unclear or not explicit about what made the place feel safe or good. In total, just 19 comments were clear enough for analysis. Table 3 presents results from the coding of those comments.

Table 3: Good pins by location, coded from comments

Note some comments contained more than one incident type.

Incident type or description	No. of comments	% of comments
Presence of security/ police	14	74%
Community environment/ intervention	9	47%
Familiar	3	16%
Busy/ other people present	1	5%
Adequate lighting	1	5%
Public transportation	1	5%

The small number of pins means it is difficult to draw out clear findings, however, there is an indication of the kind of issues that were relevant to girls and young women. The most common reason for feeling safe in Lima was that the place had a presence of security and/ or police (74% of the comments on good pins could be described in this way). Just under half noted that feeling safe was the presence of a community environment. For many of the girls and young women who responded, their local neighbourhood was positive space, where they were known and where they trusted other people would look out for them and intervene if necessary. The terms ‘calm’ and ‘quiet’ were used to describe the safety of the environment.

“I live around here and the environment is safe, there is a security booth where there is always a neighbour taking care of the area.”

(Age 25, Solitario de Sayan, Anytime)

3.2.1 Where are the good locations in Lima?

The Free to Be Lima map indicated a few places where there was a concentration of good pins. However, given the relatively small number of good pins overall, there were not many such places. Two are listed below. They are both shopping areas with good levels of security and high numbers of people. In the reflection workshop, young women discussed how shopping malls and parks had been marked as safe but the areas surrounding them were marked unsafe, and attributed this to cameras and security in these spaces as well as being surrounded by peers. They flagged that not being able to safely get to and from these destinations because of the risks on the streets and on public transport is a serious issue.

“It surprised us that most of the safe spots are in Plaza Norte and we think that they ought to focus not only on what happens inside it but also on what happens around it, provide security around these streets, because people, to get to this shopping mall, they have to go through unsafe streets and this is wrong, it shouldn't be like that.” (Reflection workshop)

Parks surrounding Avenida 6 de Agosto (Parque Santa Cruz, Parque Cáceres & Parque San José)

- Shopping and market district including several churches and museums.
- Close proximity to three casinos, larger parks, gardens and several hospitals.
- Heavily populated, high levels of foot and vehicle traffic.
- Reports include families with children utilising playgrounds and parks until late in the evening. Also stating the presence of adequate lighting and a lack of alcohol consumption on the streets.



Plaza Norte

- Shopping Centre. In addition to commercial stores and restaurants, there is a church, a gymnasium, a convention centre, a theatre, government offices, a television channel, a bus stop and a bus station.
- Good pins were located *within* the shopping centre, and the surrounding had bad pins.
- Comments noted the presence of security personnel and cameras inside the centre.



3.3 Bad Locations

3.3.1 What makes a place bad

More than 1,200 comments were attached to the pins for bad places/incidents, but some were not translated or were not explicit about what made the place feel unsafe or why it felt bad. 1,169 pins were clear enough to be included in the analysis. The results are presented in Table 4.

Table 4: Bad pins by incident type, as coded from comments

Note some comments contained more than one incident type.

Incident type or description	Number	%
All sexual harassment cases	987	84%
Sexual harassment - no physical contact only	624	53%
Sexual harassment - physical contact only	189	16%
Sexual harassment - both	174	15%
Public transport / Infrastructure	178	15%
Theft/ robbery	140	12%
Group of offenders/ attackers	104	9%
Lack of security/ police	95	8%
Second-hand accounts	102	9%
Drug and alcohol affected	87	7%
Unpredictable people/ loitering	71	5%
Physical and verbal assault (non-sexual)	41	4%
Flashing & public masturbation	39	4%
Dark/ lack of lighting	29	2%
Kidnapping	9	1%
Murder/ death	2	0.2%

Sexual harassment

Sexual harassment dominated the comments on bad pins (84%) and gender-based discrimination was identified as the most common form of discrimination affecting the incidents (55%, see Table 5). It is important to note that this discrepancy is in part due to difference in the question methodology,¹² but it may be that gender-based discrimination is so prevalent and normalised that the girls and young women participating in Free to Be Lima did not think it significant enough to record.

For the purposes of this analysis, sexual harassment was coded according to whether it involved physical contact or not (see Box 1). When unclear, the comment was coded with both.

Box 1: Coding for sexual harassment

Sexual harassment not involving physical contact ranges from unwanted so-called ‘compliments’, catcalling, intense staring/leering, inappropriate photography, flashing and propositioning to being verbally threatened with rape, stalked, chased and blocked.

Sexual harassment involving physical contact ranges from a ‘pat on the bottom’ through to groping. Incidents of rape were not commonly reported by the participants, and so these have been included under sexual harassment with physical contact. Any incident involving physical contact is technically sexual assault, but many women are inured to some forms of physical sexual contact and would not categorise them as assault (for instance, a pat on the bottom).

This division between touch and no touch is to some extent arbitrary and not necessarily indicative of the level of fear it might induce: being chased is more disturbing than a pat on the rear.

¹² The figure for ‘sexual harassment’ is calculated by coding the 1,169 comments on pins; the figure for ‘gender-based discrimination’ came from the results of the question which asked participants to respond to a predefined list, so is calculated from all 1,821 bad pins.

Altogether a high 84% of the comments on bad pins noted sexual harassment of some kind. Some comments described both physical contact and non-physical contact sexual harassment (15% of all the comments); 53% were for non-physical only and 16% for physical only.

Incidents that included non-physical sexual harassment were the most commonly reported with 53% of entries. While no physical contact may seem less invasive than harassment involving contact, this form of harassment contributes in a major way to perceptions of safety because it can carry the potential for escalation. It can also include more serious incidents such as being followed.

“A man showed me his intimate parts and laughed at me.”

(Age 25, Evening)

“A guy chased me when I was crossing the track and spoke obscene words to me.”

(Age 32, Avenida Bellas Artes, Evening).

“I live in this area and absolutely every day some guy shouts something to me. One day they even threatened to rape me. There are always drunks and potheads in the streets who believe they have the right to tell you anything.”

(Age 32, Lizardo Montero, Anytime)

“In the evening a friend told me about an experience when she lived there. When leaving her friend's house after finishing a job and they had stayed late, she felt someone was following her and turned to confirm it (a man with a black hood) was behind her. She was afraid and wanted to call someone but it was dark and there were no people.”

(Age 19, Avenida Huarangal, Evening)

“Those in charge of the photocopies warn the ladies that they pass through inappropriate compliments.”

(Age 20, Avenida Universitaria, Morning)

“There is street harassment for the young women who walk by there.”

(Age 25, Calle Ancash, Evening)

“The cases of street harassment are daily and obvious.”

(Age 25, Calle B, Evening)

“A man in his car started following me while I walked. He asked me why I did not listen to him, he told me. I got fed up and asked him to stop harassing me. He said laughing: ah, this is harassment? Yes, I answered, realizing the ignorance or brazenness that exists in this country.”

(Age 24, Calle Grau, Morning)

“Almost every day I met different men who said ‘hello’. All over 40. And I was wearing my school uniform.”

(Age 14, Avenida De La Peruanidad, Morning)

Harassment triggered by what a girl or young woman chose to wear was also noted.

“Some guys started to bother me about my clothes, whistling and talking to me with unpronounceable words.”

(Age 22, Evening)

“They whistled at a girl shouting vulgarities for the simple fact of wearing small clothes.”

(Age 13, Avenida Universitaria, Evening).

Public masturbation, sometimes in combination with flashing, was noted in 4% of the comments on bad pins.

“I felt very humiliated. A man showed me his intimate parts.”

(Age 22, Evening)

“A man blocks me with his car while I'm crossing, opens the door and shows me that he's masturbating. By far one of the most terrifying experiences.”

(Age 23, Avenida Aviación, Afternoon).

Sexual harassment involving physical contact (sexual assault) was less common (16%) but considerably contributed to a place being deemed frightening (rather than inducing unease or wariness). There were six comments which reported incidents of rape.

“Two men began to follow me, after that they assaulted me, the street was very empty.” (Age 18, Pascual Saco Oliveros, Afternoon)

“The bus left me in the wrong place, I had to walk up to 28 [Avenida 28 de julio]. Then three guys appeared, like half drunk. The middle one touched my intimate parts. I did not find anyone who could help me or comfort me, so I immediately took another car. Did not want to go to classes, but I arrived crying.” (Age 19, Morning)

“A taxi driver kissed me and I just wanted the earth to swallow me.” (Age 17, Las Camelias, Afternoon)

“Twice they touched my buttocks. Normally there are men here who yell disgusting ‘compliments’ at you.” (Age 23, Panamericana Sur, Anytime)

“There was a girl raped.” (Age 20, Avenida Universitaria, Late night)

“A man attacked a woman for no reason, just for not accepting his compliments.” (Age 17, Los Robles, Evening)

Other factors contributing to bad locations

Sexual harassment is not the only factor reported by the participants as contributing to incidents and perceptions of unsafe locations. Theft or risk of theft was a common threat in Lima, noted in 12% of the comments on bad pins. 8% of comments considered that there was a lack of security and/or police enforcement which strongly affected the feeling of safety in parts of the city.

“They robbed me and beat me.” (Age 20, Calle San Ignacio, Afternoon)

The physical state of a location had an effect on the perceptions of safety. 15% of comments on bad pins noted poor infrastructure including public transport venues, as the site of negative experiences. 2% of comments noted a lack of lighting was a problem for some locations.

Discrimination

There was a specific question in the survey tool which allowed participants to identify if discrimination was a factor in allocating a bad pin. The survey enabled participants to select one or multiple types of discrimination which they perceived as being a factor. In responding to this question gender based discrimination was identified as a factor in 55% of bad pins.

However, 22% indicated that no discrimination was involved, which suggests that sexual harassment (84% of bad pin comments) is perhaps not always seen as gender-based discrimination because it is so common. Another 10% responded that another kind of discrimination was present, but were not able to specify what that was.

Table 5: Bad pins labelled with discriminatory factors

Discrimination	Number	% of pins
Gender	1004	55%
None	402	22%
Other	175	10%
LGBTQI+	54	3%
Ethnicity	33	2%
Disability	14	1%
Religion	12	1%

3.3.2 Who are the main perpetrators?

Offenders in general across all cities were male. In Lima, where women were identified as perpetrators, they tended to be referred to as being homeless.

9% of comments on bad pins reported offenders being in groups (comments included words such as ‘boys’, ‘guys’, ‘group’ and/or ‘gang’) and often linked to the effects of drugs and alcohol. Groups of men are particularly intimidating for girls and young women on their own.

Men under the influence of drugs or alcohol, who often displayed threatening behaviour, was noted in 7% of the comments on bad pins (see Table 4). In addition to the comments, there was a specific question in the survey which allowed all participants to select if someone was ‘under the influence’ and if this contributed to the incident: this was reported in 16% of all the bad pins.

“There are always drunk men or in a group, annoying the women who pass by. It is very uncomfortable because they are in a group and it is impossible not to bother.” (Age 25, Juan Rivero, Afternoon)

“There were men drinking on the street, and everyone whistled, and they said things that made me feel very uncomfortable.” (Age 25, Calle Manuel Irribarren, Afternoon)

12% of the comments identified taxi drivers as offenders.

“The taxi driver grabbed his private parts while driving and I was inside the car.” (Age 25, Evening)

“The taxi driver touched my hand in a lascivious way.” (Age 20, Morning)

“I was walking along the path and a taxi driver verbally harassed me from his car. I ignored it, but it scared me. He was very close to me.”

(Age 22, Avenida Los Conquistadores, Afternoon)

3.3.3 How do young women and girls respond?

Participants dropping a bad pin were asked to respond to the question ‘What happened next?’ by selecting all relevant options listed. This included actions about the place (whether they came back there) as well as whether and who they spoke to about it.

39% of responses to this question indicated that participants would avoid the area if they were on their own, and 14% simply never went back to the location (see Table 6). Importantly, while not statistically significant, 29 of the participants stopped studying or working because of their experiences. This is indicative of the severe impact on young women in their ability to access their city.

Table 6: Selected responses to what young women do in response to bad incidents, as percentage of total bad pins (1821)

Note respondents could select more than one option

Response	No.	% of bad pins
Avoid coming here alone	715	39%
Happens so often that I’m just used to it	680	37%
Never went back there	247	14%
Stopped going to school, university or work	29	2%

Participants were also invited to add comments for this question, which provide detail on such behaviour change and coping strategies.

“There was a young caretaker in one of the buildings that used to whistle/stare at women. Several acquaintances shared that impression with me. It was so uncomfortable that for a year I avoided going through that building, and if I had to, I went by the front lane. He no longer works 24/7 there, but sometimes he is, so be careful.”

(Age 22, Avenida Francisco Javier Mariátegui, Anytime)

“It’s happened twice that a man got out of his car to invite me to a hotel or tell me that he is going to buy me another dress but shorter. They take advantage of the red light at the traffic light to shout at the top of their lungs their obscenities. I was barely 20 years old, it was summer and it was very hot, but I put on a knee-length dress.”

(Age 24, Avenida Antonio José de Sucre, Afternoon)

“I live near there so every day I go out to the intersection to take my bus/combi and they always whistle me or say things to me. So now I leave the house without makeup to avoid being harassed.”

(Age 23, Anytime)

“Once I decided to start sports and I went for a run two days at 6 am and I could not take it anymore. The men who passed by bothered me too much and I wore loose clothes. That ended my desire to run. I felt too vulnerable.”

(Age 27, Avenida Micaela Bastidas, Morning)

“Where you cross the central berm, the lighting is so scarce that at night you feel insecure. In addition there are men sitting or hiding in the trees and bushes drinking alcohol or taking drugs. I went once out to the gym, I had to cross here to return to my house. I do not do it anymore, instead I go two stops more to cross.”

(Age 22, Avenida Universitaria, Evening)

“I’m tired, street harassment hurts me to the bone, is that perhaps they do not realize that their ‘compliments’ hurt. Start to be afraid to leave home.”

(Age 16, Loreto, Afternoon)

Many girls and young women expressed resignation to these incidents being a frequent part of their life: more than a third of young women and girls reported that it ‘happens so often I’m just used to it’.

“It is very common to go through this area as I have to take bus/combi every day to go to study, rudeness, offensive and sexist comments, sexual slang, every day! I really got used to this abuse and living with fear is my day to day! When I return safely to my house it is a miracle and I thank God for that.”
(Age 16, Avenida Tomas Valle, Anytime)

“I have been whistled at since I was 11 years old, all the older men who pass by, I do not know if it's okay, but I've gotten used to it. Now I'm 18 and I do not know how to remedy this.”
(Age 18, Calle de José Martí, Anytime)

A compounding problem is the indifference of bystanders noted in a number of the comments. In the good spots, the participants trusted that locals would come to their aid. The opposite is true of the bad spots where those nearby either brush off the incident or do not offer assistance.

“I was waiting for the bus/combi to go to university and a guy hit me with a stick. I thought he was blind and that it was a mistake, but he got into a car without problems and left laughing. The people around me, especially the men, laughed. And nobody helped me even get up because I ended up on the ground. I never felt more humiliated.”
(Age 20, Afternoon)

“I was walking to work and a man who was with me on the bus got off at the same bus stop. Right here, he dared to come so close to me that I thought he was going to attack me and he grabbed my breast. At 7 in the morning. Everyone noticed and nobody did anything, they just laughed. It did not matter that I shouted at him, he was laughing at what he had done.”
(Age 25, Morning)

“I was sitting on the lawn. A man passing told me that there was a guy behind me. When I turned around, a man had his penis out. He was masturbating, looking at me, sitting on a bench in plain sight and ignored by all. Nobody did anything. I was underage, I did not say anything, I just retired to cry alone. It was horrible!”
(Age 23, Avenida Garcilazo de la Vega, Morning)

The Free to Be tool also asked participants to detail who they had told of the incident and, if officially reported, whether any action had resulted.

31% of the participants dropping bad pins told a friend or a member of their family about their experience, nearly four times the number who reported to the authorities. Official reporting was 10% of bad pins, but in

more than four out of every five of these cases (82%), the authorities reportedly did nothing. This rate was lower than the other cities in the study. According to the United States Department of State Bureau of Diplomatic Security, many police in Lima do not have the training and equipment necessary to do their job effectively.¹³ Pay is low and consequently morale is poor and corruption is rumoured to be extensive. All of which has created an overall negative image of the police in the minds of the populace. Police response to reported crimes is slow and in many cases largely ineffective. This is borne out in the comments.

Table 7: Selected responses to what young women do in response to bad incidents, as percentage of total bad pins (1,821)
Note respondents could select more than one option

Response	No.	% of bad pins
Told my friend or my family	560	31%
Reported it but authorities did nothing	144	8%
Reported it and authorities did something	32	2%

¹³ “Peru 2016 Crime & Safety Report,” *United States Department of State Bureau of Diplomatic Security*, Accessed June 4 2018, <https://www.osac.gov/pages/ContentReportDetails.aspx?cid=19283>

“When I went to report a violation: 1, they did not believe me, only with proof did my word have value. 2, To get help you are forced to report, without being fully prepared for the consequences. 3, my case by 3 or 4 lawyers of which only one moved the case. 4, one lawyer made macho jokes about my case.”

(Age 28, Anytime)

“A man chased me for blocks harassing me and when he confronted me he told me he would take me to a hotel and kill me. I had to defend myself with a bottle and he still did not leave. Nobody helped me. I found a police officer who only managed to help me get in a taxi and tell me that I could not do anything because the guy had not hit me.”

(Age 24, Jirón Ayacucho, Afternoon)

“I suffered from street sexual harassment, a man touched me in front of a police patrol and they did not do anything even though I called out to them.”

(Age 23, Avenida 28 de Julio, Afternoon)

“Once they put their hands in me when I went to the pharmacy, everyone who passed by, including women, just laughed.”

(Age 25, Avenida Universitaria, Morning)

Some comments suggested that girls and young women were themselves blamed for the harassment. Young women and girls were not just used to high levels of harassment, but had to tolerate general acceptance that this was normal.

“A couple of years ago I was waiting to cross the track towards the university and I noticed that a taxi driver who was in the red light was masturbating while looking at me. The worst thing was that when I told a couple of friends (men) they told me ‘of course, and who would not masturbate seeing you.’”

(Age 22, Avenida Salaverry, Morning)

“Yesterday I was attacked, again. I only asked for my change in a friendly way, but the driver thought I was flirting. As I got off the bus, he came close and whispered in my ear very sexually and grotesquely, ‘Have a nice night, friend.’ What came to my mind was something my brother told me before: ‘Why are you so upset when you go down the street?’.”

(Age 25, Late night, Avenida Los Dominicos)

Given the low action rate on reported incidents detailed above, it is also not surprising that young women hesitate to report incidents. However, some were also concerned about potential consequences for themselves, others they believed that the authorities would not only fail to help them, but actually blame them for the incident.

“An armed man tried to kidnap me by threatening to shoot me if I shouted or did not enter the car that was parked inside the street behind the school. When I escaped, I decided to go and report to the police station and the police officers said that, for sure they only wanted to rob me and that they did not think it was an attempted kidnap; that I exaggerated.”

(Age 17, Cesar Lopez Rojas, Evening, 122010)

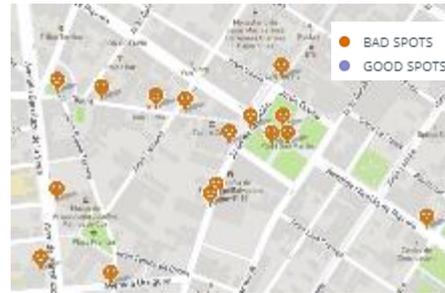
3.3.4 Where are the most prominent bad locations?

Few places had only good or only bad pins. In general, places were mixed. Participants were also able to ‘support’ a previous spot (there were over 250 of these across Lima). Concentrations of bad pins were found in the locations below. They reflect a variety of locations: public transport hubs, areas surrounding parks and shopping centres, busy streets near universities and upmarket shops. This wide range of locations demonstrates the risks girls and young women face in all kinds of locations across their city. It also demonstrates that there are no real safe public spaces. Places identified as “safe areas” are often private facilities for those who can pay for to access them. For example, in Lima, universities are closed spaces, where only students and staff are able to get in, so girls and young women who are not students would not be able to enjoy the university’s green areas. Also, as highlighted in 3.2.1, for girls and young women to go to a “safe space” like a shopping mall, they too often need to go through unsafe streets and use public transport, which are high risk areas.

In the reflection workshop, young women and girls said that bus stops were usually full of people and harassers feel they can act and violate women and remain anonymous and unaccountable. In public places across the city, people do not take responsibility of how they act, and there is little support from authorities or bystanders to address harassment.

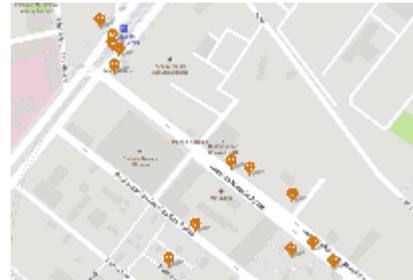
Plaza San Martín & Jirón Quilca

- Within the Historic Centre of Lima
- One of the most popular public spaces of the city of Lima, frequented by rallies & demonstrations
- Surrounded by a number of bars, hotels and restaurants
- Majority of reports detail non-physical sexual harassment, groups of men, unpredictable people, and people under the influence of alcohol/drugs.
- One in five of the pins had support, agreeing that the place was bad.



Estación Miguel Grau & Avenida Nicolás Ayllón

- Train station close to Hospital Nacional Dos de Mayo and the Barbones Quarter & several markets 'gallerias'.
- Very busy, heavily congested area for both foot and vehicle traffic.
- Public transport is well-known for being unsafe for women, mentioned numerous times in the comments.
- Train-lines are run by the city and are staffed by information personnel only; there is no official station police or security.
- Majority of comments include non-physical sexual harassment, one case of physical sexual harassment, with others not specific.



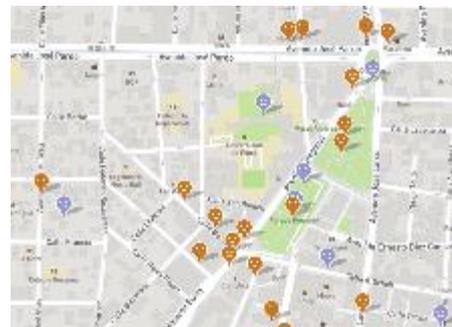
Avenida 27 de Noviembre and Peru III Zona

- Within close proximity of several casinos, Jorge Chávez International Airport, Hospital de la Solidaridad San Martín de Porres and the Rimac River.
- Predominantly low socio-economic residential area
- Reports include non-physical sexual harassment with mention of gangsters, homeless people, people under the influence of drugs and alcohol and a lack of police presence.



Parque Kennedy

- University adjacent to a park in the Miraflores District. Miraflores is one of the main tourist areas in Lima.
- Affluent residential and upscale shopping district south of downtown Lima.
- Various hotels, restaurants, bars, nightclubs, and department stores.
- Good pins were located predominantly within the university and park, surroundings showing a high density of bad pins, also present in the park.
- Reports state non-physical sexual harassment (harassment, stalking & public indecency) in the park, surrounding bus stops and on the street. Including two pins of physical sexual assault.
- 8 of the 19 bad pins were supported by others agreeing



4. CONCLUSIONS

The critical message from Lima is that over four out of five of the young women and girls participating in Free to Be Lima experienced various forms of sexual harassment, both physical and non-physical. These incidents occur often in spaces of transit such as on the street, on public transportation, and consequently particularly affected the ability for young women and girls to move freely around the city and access education and employment. Apart from the clear distress that the harassment causes, there are serious consequences as to how women and girls continue to navigate the city. Many girls and young women can no longer visit particular places, and with some no longer participating in daily activities. Girls and young women expressed resignation to these limitations, with it happening so frequently, and the authorities and others not responding, that it has become a normal part of life. Young women in the reflection workshop expressed how talking about their experiences of harassment were belittled by others in society as they didn't result in any physical damage, or their stories were simply not believed. They talked about the psychological harm these actions had on women, whilst there are no consequences for the men and boys who perpetrate or enable the culture of devaluing women.

“B: It is society that is responsible, because in the past women have been harassed and didn't say anything.

F: Yes, we're all guilty. We've got used to it.”
(Reflection workshop)

“If we complain we are exaggerating because a whistle isn't going to do us any harm, because if they touch us here or somewhere else it won't harm us, because as long as they don't rape us it isn't considered to be violence.”

(Reflection workshop)

The implications of this are that harassment is endemic in the populace and too often embedded in the very fabric of the city. For Lima to be accessible to all who live there, this complex matter needs to be addressed.

I imagined that people can live with many green areas, these green spaces that make us calmer, happier, and I imagined that women, girls, teenagers, adolescents, we could go out calmly and breathe and not have these situations of violence that we're constantly exposed to, and [that] change all our behaviour, our experiences, our way of [being seen] as a woman, and that's where the difference lies, you look as a woman and you do not understand, imagine this city, happy for us.

(Reflection workshop)

4.1 Recommendations

The young women and girls of Lima are fully aware of the risks and threats to their person as they move around the city. Many participants included comments on simple solutions of how their city could be improved, demonstrating how they want to create change and challenge current spaces in order to address the violence or harassment they are facing, such as improved lighting and the presence of visible security and police enforcement. Based on the findings, young women recommend:

1. **Improved security:** There is a need for more security personnel across the city, who are well trained and sensitised to issues of harassment and their role to protect women and girls from abuse, to impose sanctions on those that commit these acts, and to ensure security personnel act with respect towards women and girls
2. **Educating wider society:** Through information and sharing stories about experiences, as well as ensuring women and girls are aware of their rights and specific laws which should protect them. These should include men and boys and wider society, as well as specific groups like staff working on transport systems.
3. **Women and girls take a stand:** Young women and girls should share their stories, learn to recognise and report incidents of harassment, and advocate for change through public marches, and media and social media.

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About Monash University XYX Lab

XYX – Gender and Place research lab is a team of experienced design researchers led by Dr Nicole Kalms exploring gender-sensitive design practices and theory. The work operates at the intersection of gender, identity, urban space and advocacy. Through the research, they bring together planners, policy makers, local government and stakeholders to make tangible the experiences of underrepresented communities in urban space and planning. The XYX lab analysed the data from the first iteration of Free to Be and this experience laid the groundwork for this current project.

About Plan International

We strive to advance children's rights and equality for girls all over the world. We recognise the power and potential of every single child. But this is often suppressed by poverty, violence, exclusion and discrimination. And it's girls who are most affected. As an independent development and humanitarian organisation, we work alongside children, young people, our supporters and partners to tackle the root causes of the challenges facing girls and all vulnerable children. We support children's rights from birth until they reach adulthood, and enable children to prepare for and respond to crises and adversity. We drive changes in practice and policy at local, national and global levels using our reach, experience and knowledge. For over 80 years we have been building powerful partnerships for children, and we are active in over 75 countries.

About Plan International in Peru

Plan International began operating in Peru in 1994. Since then, we have been working to achieve lasting impacts on the lives of children and adolescents in vulnerable situations. We aspire to empower them to exercise their rights to lead, learn, decide and thrive, in order to reduce poverty, gender inequality and exclusion. Currently, Plan International Peru has offices in the departments of Lima, Piura, Cusco and Loreto. In addition, we implement projects in other parts of the country where they align with our programmatic priorities and objectives.

About the Safer Cities Programme

Girls are increasingly moving to cities for work, education and opportunities. It is estimated that by 2030, approximately 700 million girls will live in urban areas. This shift can increase their chances of marrying later and having fewer and healthier children but it also presents risks and challenges. Cities can be some of the most dangerous places for girls to live. Plan International works in cities around the globe to make cities safer for everyone, particularly young women and girls. Delhi in India, Lima in Peru and Uganda's capital Kampala are all part of Plan International's Safer Cities program which works with communities to transform neighbourhoods into safe places where girls are respected and can go to school or work without fear of violence.

About Crowdspot

Crowdspot is an award-winning, Melbourne-based digital consultancy specialising in map-based community engagement and data collection. Their mission is to help create quality spaces in a social, inclusive and engaging process. They do this by connecting decision makers with targeted community groups through the use of online map-based social survey tool.



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