

- provision of infrastructure and services in public transport.
2. **Develop a provincial gender policy and action plan.**
 - The Transport Department, with the support of WDD, experts from women's rights organizations, and other stakeholders should develop a provincial gender policy and action plan, including a comprehensive component on safe transport.
 - The WDD should play its role in monitoring implementation of this action plan.
 - There is a strong need for coordination and liaison among various departments such as the Transport Department (including LTC and Metro), local bodies, police, traffic police, PSCA, WDD, PCSW, policymakers and legislators. This will help in understanding and prioritizing the steps to be taken in realizing the gender action plan.
 3. **Strengthen accountability through improved monitoring, tracking and surveillance systems.**
 - There should be regular monitoring, analysis and follow up action for complaints received by helplines (LTC/Metro/ PCSW).
 - Women's Protection Committees should be formed to monitor harassment in public spaces. Women councilors may play active role in this regard.
 4. **Provide mandatory gender sensitization training to bus drivers, conductors and helpline operators.**
 - Mandatory gender sensitization training and refresher courses on sexual harassment should include sensitization on the safety of marginalized groups including women, young girls, disabled persons and transgender individuals. Training should focus on recognizing and eliminating biased behavior towards harassment.

5. **Develop social, cultural, and behavior change communication materials on women's safety concerns.**
 - Information, education and communication material on pro-women laws and mechanisms, including helplines, should be developed, and widely disseminated among the public. They should also be displayed at bus stops.
 - Effective communication material should be developed using innovative approaches to influence hostile behavior.
6. **Increase mass awareness on issues and facilities related to government transport services.**
 - Mass awareness is required on government security services related to transport, including helplines, smartphone apps for women, police stations and women's police help desks, and the benefits and use of transport cards for youth and the elderly.
 - Pictorial information on harassment must be displayed clearly at bus stops and on buses in Urdu and other local languages.
 - An awareness and sensitization campaign should be conducted to educate stakeholders on the importance of an individual's multiple identities (gender, class, ethnicity, age, ability, status, sexual orientation, etc.) in the context of safety. Mobilizing communities to take ownership and participate actively in such campaigns will ensure their sustainability.
 - Under the 2017 Chief Minister's Women's Empowerment Packages and other means, the WDD, along with the Transport Department, must take more initiatives such as awareness campaigns and designation of safe spaces for women and girls at bus stops



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Policy Recommends for Women Development Department Government of Punjab



Women's Safety Audit in Public Transport in Lahore

KEY MESSAGES

- CEDAW requires the generation of sex-disaggregated data in all sectors of the economy. Although the government of Punjab promises to provide sex-disaggregated data through the Transport Department, implementation has been very slow. There is a dire need to collect sex-disaggregated data to effectively analyze and address the issues faced by women using public transport.
- **Develop a provincial gender policy and action plan.**
- **Consider the gendered needs of marginalized groups.** Specific groups must be accommodated when designing bus stop infrastructure, including special seats for the elderly, sick, persons with disabilities, pregnant women and women with young children.
- **Provide mandatory gender sensitization training to bus drivers, conductors and helpline operators.**
- **Under the 2017 Chief Minister's Women's Empowerment Packages and other means, the WDD, along with the Transport Department, must take more initiatives such as awareness campaigns and designation of safe spaces for women and girls at bus stops.**

RECOMMENDATIONS

COMMENTS OF WORKING WOMEN

METHODOLOGY

INTRODUCTION:

The study was conducted by Aurat foundation and co-led by Women's Development Department (WDD) Punjab & UN Women, in collaboration with Punjab Commission on the Status of Women (PCSW), the Chief Minister's Strategic Reform Unit and the Punjab Safe Cities Authority (PSCA)

The research study describes the factors that promote harassment against women & girls while accessing Metro Bus and Lahore Transport Company (LTC) services. The key policy recommendations based on its findings will supplement Punjab Government's priorities for women's empowerment in pursuance to Sustainable Development Goal 11.

Although under chief minister's Punjab Women Empowerment Packages have initiated many concerted efforts to address women's mobility issues like pink women-only buses, the student green card scheme, free travel cards for senior citizens & persons with disabilities, complaint centers, segregated spaces for women at bus stops and inside buses, toll free helpline (1043), a mobile safety app by PSCA and Women on Wheels initiative by Chief Minister's Strategic Reform Unit with support of UN women has also been introduced. However there is a dire need to take more effective measures to eliminate sexual harassment totally.

METHODOLOGY

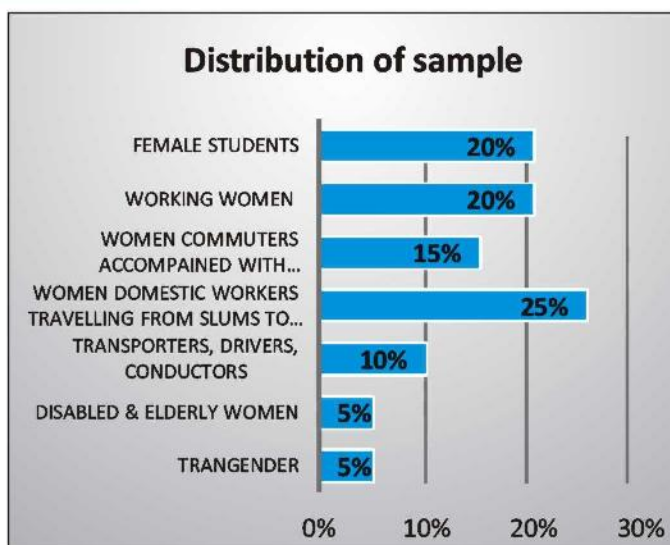
The study used a participatory approach. Tools were developed in consultation with the Steering Committee and Advisory Committee and finalized in light of recommendations from

consultative meetings. The study used both quantitative and qualitative approaches to address the topic from different perspectives. Triangulation of the results during the final analysis provided a more comprehensive understanding. A

background assessment was also carried out through desk research, including the identification of government policies and schemes related to women's empowerment in general and public transport in particular. Other tools included resource mapping to explore system thinking around safety and security of women and girls in the public transport sector. This included an accessibility, affordability, acceptability analysis.

Four data collection methods were used: focus group discussions, in-depth Interviews with key informants, street surveys (women commuters and bus drivers/ conductors) and Safety walks. A pilot study based on interviewing 1003 women commuters including girl students, girl child, women with disability, pregnant women, transgender, elderly women etc.

Geospatial analysis was utilized to examine perceptions of sexual harassment and other forms of sexual violence, including types of reported incidents, analyzed via FIR data from the Punjab police. This data helps set the foundation for evidence-based actions by government and other stakeholders to end violence against women and girls in public transport in Lahore. The findings from all data collection methods complement each other.



Area	Nearest Bus Stop	FIRs
Kot Lakhpat	Kot Lakhpat	9
Baghanpura	Mughalpura	1
Harbanspura	Harbanspura	1
Township	Pecoroad	2
Hair	JalloMor	1
Lytton road	Ichra	1

“Unique part of the study is crime data analysis, as provided by Punjab Safe Cities authority. The analysis reveals that in ear 2016-17, a total of 15 FIRs related to sexual harassment in public places were registered in the area/bus stops identified in the study. Sexual harassment reported through FIRs related to cases of touching, physical attacks, passing sexual comments, stalking and obscene gesture”.

FINDINGS

The key findings from qualitative and quantitative analysis of data are presented under the themes on which the study was based. These findings emerge from the desk review, perception survey, key informant interviews, focus group discussions, crime data analyses and safety walks. Some findings emerged over the course of the study and are highlighted as separate themes.

- Unavailability of sex-disaggregated data. Sex-Disaggregated data on women using public transport is not currently available. This limits gender sensitive policies and actions. The toll



free helplines established by LTC, Metro and PSCA also do not provide sex-disaggregated complaint data.

- There is a lack of women's safety, security, dignity and safe access to public transport, while gender mainstreaming and women's participation in decision-making and at leadership positions remains low. These gaps are not addressed in the implementation frameworks of the Transport Department, LTC and Metro bus services that are duty bound to provide safe and women-friendly public transport and affiliated public spaces such as bus stops.

Women should firmly reject such behaviors. The Punjab government is committed to protecting women rights.

Begum Hameeda Waheed, Minister for Women's Development, Punjab

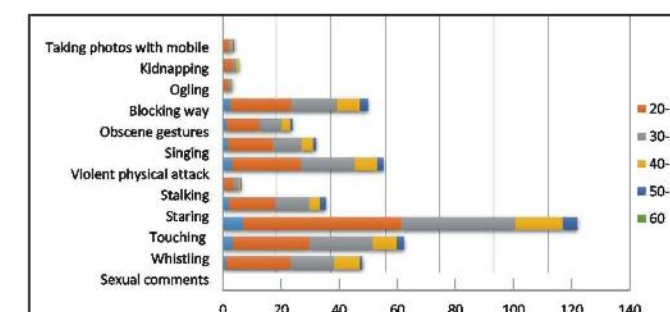
- The youngest age group (20-29 years) among the sample respondents faced most of the sexual harassment compared to older women. Housewives are the most venerable group facing harassment, followed by domestic workers, students and working women. Housewives are the most venerable group facing harassment, followed by domestic workers, students and working women.



“A sense of insecurity in public places forces women and girls to stay at home. In addition, it imposes restrictions on their fundamental right to movement, education and access to opportunities”.

Bushra Aman, Secretary WDD, Punjab

Types of sexual harassment faced by women at bus stop by age group



- All bus stops, even the newly-built Metro bus stations, fail to make provisions for women commuters with special needs. These include pregnant women, those with young children, women with disabilities and elderly women. Alarmingly, the entire public transport system does not address nor respond to the special needs of persons with disabilities.

“During my pregnancy days it was a jihad to travel on public transport. No place to sit, no fans, not even water”.

Women Aged 25

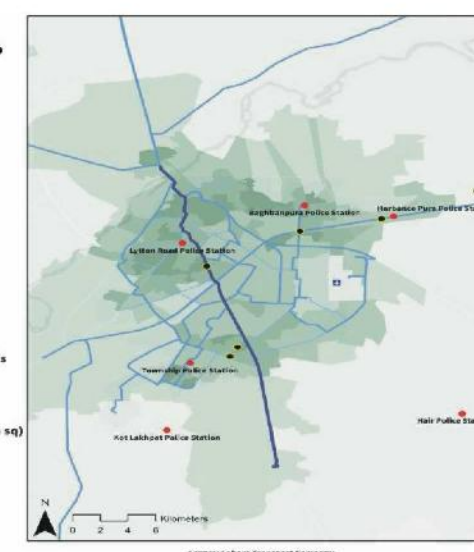
- Petty crime around bus stops causes women to perceive them as unsafe. Larger LTC bus



stops and Metro bus stations are frequented by pickpockets, hawkers, mobile and purse snatchers and drug dealers. Activities such as beggary, drug dealing and prostitution also take place at such sites.

- Socio-cultural attitudes are main factors for women ignorant attitude towards sexual harassment. Patriarchy and honor is attached with women's sexuality which prevents them to react.
- 98 % commuters are unaware of existing emergency helplines or mobile phone apps to report sexual harassment.

Crime Analysis, Lahore 2017



- About 94.8 percent of women are unaware of such laws and 99 percent have no knowledge of Pakistan Penal Code Section 509, which deals specifically with sexual harassment. Similarly, 92 percent of LTC bus drivers and conductors are unaware of pro-women laws.

- There is no code of conduct that is followed to ensure the safety of women commuters, particularly the most vulnerable, on either LTC or Metro buses.

RECOMMENDATIONS

1. Collect sex-disaggregated data

- There is an urgent need to collect sex-disaggregated data for policy analysis and improvements in the design, planning and