

Women's Safety Audit in Public Transport in Lahore

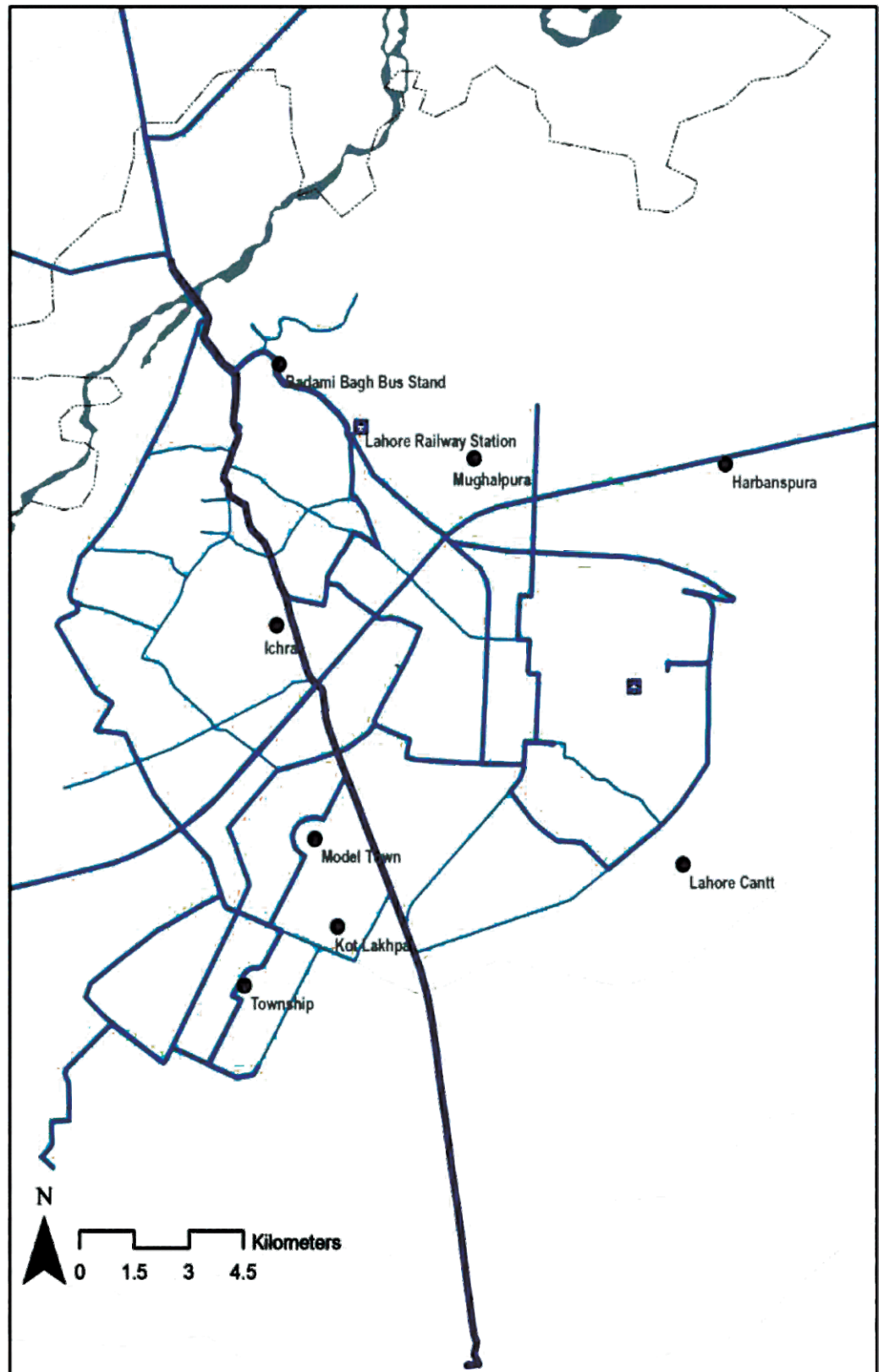


Let's Make Public Transport Safer
for Women and Girls

آئیے ٹرانسپورٹ کو خواتین کیلئے محفوظ بنائیں



Public Transportation Network in Lahore, 2017



Source: Lahore Transport Company

Women's Safety Audit in Public Transport in Lahore



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ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CERP	Centre for Economic Research in Pakistan
FIR	First Information Report
LTC	Lahore Transport Company
MPA	Member, Provincial Assembly
PCSW	Provincial Commission on the Status of Women
PSCA	Punjab Safe Cities Authority
PWEP	Punjab Women's Empowerment Package
SDG	Sustainable Development Goal
SOP	Standard Operating Procedures
WDD	Women's Development Department

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MESSAGE FROM WOMEN DEVELOPMENT DEPARTMENT, PUNJAB

The Government of Punjab is committed to providing safe and secure cities for its citizens. As women increasingly participate in economic, social and educational activities, many are availing public transport facilities. Yet, women continue to face challenges including threats to their safety and self-respect when walking to and waiting at bus stops and whilst travelling on public transport. Keeping in view this insecurity, and the lack of confidence among women commuters, the Women's Development Department and UN Women piloted the "Women's Safety Audit in Public Transport" project in Lahore, to assess women's perceptions of safety and to increase their participation in local decision-making. The Women's Safety Audit supplements government priorities for women's empowerment in Punjab in pursuance of Sustainable Development Goal 11.

The Punjab government has attempted to address these concerns through gender sensitive measures such as separate sections in buses and running women-only buses. However, challenges remain in ensuring women's safety and comfort on public transport. Safety concerns surrounding public transport in Lahore are now being addressed to curb harassment of women in waiting areas and Metro bus stations. It is foreseen that this audit will provide significant inputs leading to changes in urban planning policy and implementation. We look forward to using this crucial information to create safer, smarter and more sustainable cities and communities where women and girls can move around safely, travel to school, markets, and work or for leisure, with dignity and with equal rights and opportunities.

Bushra Aman

Secretary

Women Development Department

Government of Punjab



MESSAGE FROM UN WOMEN, PAKISTAN

Sexual harassment and other forms of violence against women in public spaces create hurdles in women's free and safe mobility which underpins their equality and empowerment. These restrict women's movement and social interaction, and in turn have a profound impact on women's daily routines, lifestyle, and their emotional and physical health.

In Pakistan, the prevailing social mind-set tends to frown upon and, at times, prohibit women's movement outside household boundaries. Those few who have the liberty to visit public places face sexual harassment and myriad forms of violence or fear of violence on streets, in and around public transportation, schools and workplaces, public sanitation facilities, water and food distribution sites, and parks.

This pioneering study brings the neglected issue of safe public spaces to the forefront by hearing first-hand from women and girls who have experienced sexual harassment and violence in public spaces, starting with the city of Lahore.

The commitment demonstrated by government partners and civil society throughout the process of conducting this study is cause for optimism that Pakistan is on the path towards creating a safer environment in public spaces around the country for all women and girls.

Jamshed M Kazi
Country Representative
UN Women, Pakistan



MESSAGE FROM AURAT FOUNDATION

Pakistan has made several international commitments related to the rights of women, ranging from the eradication of discrimination to the eradication of violence against women and girls, in order to build a just society in which women are equal partners alongside men. Amongst these commitments is the ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

The Aurat Foundation is of the firm belief that to fulfil our international and national commitments, we must address the underlying issues that affect women. Research has shown, and the desk review for this report also confirms, that laws and policies to address a particular problem often fail to recognize its underlying causes. In keeping with this trend, laws and policies around public transport in Pakistan have predominantly been gender blind, and thus oblivious to the interests of women and girl commuters using public transport.

This study assesses the nature of the challenges faced by women commuters using public transport in Lahore. The specific objectives of the project include the generation of data on women's safety and security whilst using public transport in the city. This was done in order to generate advocacy recommendations and evidence-based actions to improve public transport infrastructure. The aim is to bridge the gap between policy formulation and service delivery. The study also provides policy recommendations to the Women's Development Department and the Punjab Transport Department.

Aurat Foundation recognizes that without addressing underlying concerns about women's safety in public transport, we cannot achieve greater mobility for women nor contribute effectively towards the larger goal of gender equality in Pakistan.

Mumtaz Mughal

Resident Director

Aurat Foundation, Lahore





EXECUTIVE SUMMARY

The Women's Safety Audit in Public Transport in Lahore assesses the safety concerns of women and girls using public transport in Lahore. It identifies factors that may increase the chances of violence against women and girls at bus stops and on buses. It gauges the factors responsible for harassment, including sexual harassment in public spaces, with a focus on public transport.

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

Focusing on the bus services provided by the Lahore Transport Company (LTC) and Metro Bus, it includes a detailed desk review, a perception study with 903 women commuters and 100 bus drivers and conductors, key informant interviews, safety walk evaluations at selected bus stops, and focus group discussions.

The data reveals an alarming situation regarding the safety of women on public transport, contributing to the existing restrictions on women's mobility, limiting their opportunities to engage in economic activity, education and other aspects of a fulfilled life. The study finds that inadequate infrastructure and security arrangements, a gender-neutral approach by administrators and policymakers, social attitudes towards women and girls, and a lack of awareness among the general population about the impacts of sexual harassment on women's and girl's lives, are some of the major reasons why dramatic levels of harassment on public transport have gone unnoticed and perhaps increased.

The key findings of the study are:

- Sex-disaggregated data on women using public transport is not currently available. This limits gender sensitive policies and actions.
- There is limited use of travel cards by women. About 79 percent of women and girls traveling on the Metro bus service do not possess travel cards.
- There are significant safety concerns at bus stops. About 82 percent of women commuters report facing harassment at bus stops, with higher rates at LTC bus stops compared to Metro bus stations, and amongst younger women (20–29 years of age) compared to older women. The most common types of sexual harassment at bus stops include staring, stalking, obscene gestures, whistling, passing sexual comments, and touching.
- There are significant safety concerns on buses. About 90 percent of women report experiencing sexual harassment on buses, with a higher ratio on LTC buses. The main types of sexual harassment include passing sexual comments, staring, pushing and inappropriate touching.
- The perpetrators are primarily fellow passengers. About 62 percent of women state that they have been harassed by fellow passengers; this perception is confirmed by all Metro bus drivers and 97 percent of LTC bus drivers and conductors. Women also report being harassed by bus staff and by passers-by.

- Women and girls take limited action when they are harassed on public transport. About 98 percent of respondents are unaware of existing emergency helplines or mobile phone apps to report sexual harassment. Instead, most women commuters attempt to ignore such incidents and do not report them or take action. This is largely attributable to patriarchal sociocultural patterns and the belief that complaints will not be acted on.
- Women commuters report that bus drivers and conductors ignore or downplay sexual harassment in buses.
- There is negligible awareness of pro-women laws. 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.
- According to women commuters, bus drivers, conductors, key informants and focus group discussants, the police do not play their due role in addressing the sexual harassment of women on public transport.
- 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. Alarming, the entire public transport system does not address nor respond to the special needs of persons with disabilities.
- LTC bus stops are poorly managed, with inadequate lighting, missing benches, no signage, no dustbins, badly maintained overhead shades etc. LTC bus stops also lack surveillance cameras, rendering women commuters more vulnerable to sexual harassment.



Based on the findings of the research, the project recommends to:

- Collect sex-disaggregated data to effectively analyse and address the issues faced by women using public transport.
- Make infrastructure and the integrated transport network women-friendly through gender sensitive planning, more allocated seats for women, and measures to reduce overcrowding and long delays between buses.
- Consider the gendered needs of marginalized groups when designing infrastructure, including the elderly, people with disabilities, pregnant women, women with children and transgender individuals.
- Prioritize safety and security at bus stops and on buses and hold perpetrators accountable through security cameras, police deployment, women traffic wardens and bus conductors, and improved planning and coordination around safe transport with a gender focus.
- Strengthen accountability through improved monitoring, tracking and surveillance systems, including complaints follow up, engaging local government and establishing Women's Protection Committees to monitor harassment in public spaces.
- Provide mandatory gender sensitization training to bus drivers, conductors and helpline operators, focusing on recognizing and eliminating biased responses to harassment and emphasizing respectful dealings with transgender persons.
- Prioritize gender sensitization and training for the police in dealing with cases of sexual harassment in public spaces.
- Develop social, cultural, and behaviour change communication materials on women's safety concerns and display information prominently at bus stops.
- Increase mass awareness on issues and facilities related to government transport services including security services such as helplines, the smartphone app for women, and pictorial information on harassment.
- Ensure women-friendly facilities, including adequate seating and lighting, at bus stops, with proper maintenance.
- Display and implement the code of conduct related to women on Metro bus services.



CHAPTER 1

INTRODUCTION

1.1: VIOLENCE AGAINST WOMEN AND GIRLS

Pakistan's constitution envisages a country that is free of discrimination, where women and men are considered equal before the law and can work to their full potential to contribute to wider society. To realize this vision, successive governments in Pakistan have passed legislation that addresses specific issues related to women, including forms of violence against women. This includes the recognition of sexual harassment as a separate criminal offence. This is provided for in the Pakistan Penal Code of 1860 and was introduced through the Criminal Law (Amendment) Act of 2010.

However, systematic and structural mechanisms do not exist to implement this law and hold accountable those who violate it. Failure to implement the law against sexual harassment has led to a situation where women are subject to violence in public and private spaces without any formal mechanism for redress. The resulting silence on the part of women survivors and lack of accountability for perpetrators has increased incidents of violence against women and girls. Even fewer protections are available for transgender Pakistanis.

The underlying causes of violence against women and girls are often overlooked in policymaking, but also at all administrative, planning and managerial levels. The foundational structures are weak and often do not address underlying causes. For example, a common underlying cause of low school enrolment and employment is poor or non-existent mobility. Thus, mobility is very much a gendered phenomenon and cannot be viewed as a gender-neutral concept.

Cultural and societal norms severely restrict the movement of women and girls in Pakistani society. Women and girls carry the burden of maintaining the family "honour" which requires them to be closely protected and, when outside the home, restricts them to places that are considered safe and women-friendly. Women and their families thus prefer transport facilities that are highly accessible, comfortable and safe, and allow for as much privacy and security as possible.

No comprehensive studies have been conducted, nor data collected, about harassment in public spaces generally, or harassment on public transport specifically. However, a number of studies show that women's mobility is restricted due to harassment in public spaces. Rapid urbanization, pressures on transport, poor planning, lack of road safety and poor quality transport infrastructure contribute towards harassment and violence against women and girls.

Acknowledging this, the government of Punjab has attempted to address concerns related to women's mobility through various initiatives including pink women-only buses, the student green card scheme, free travel cards for senior citizens and persons with disabilities, complaint centres and segregated spaces for women at bus stops and inside buses. Helplines and complaint hotlines have been introduced by various departments, including WDD, LTC, Metro and Punjab Safe Cities Authority (PSCA), to name a few. A mobile phone app to report harassment has been introduced and help desks established in police stations. In 2017, under the provincial Women's Empowerment Package, the chief minister announced a plan to establish women-friendly bus

stops in urban and rural areas. The Chief Minister's Strategic Reform Unit, with the support of UN Women also launched the "Women on Wheels" initiative, discussed later in this report. A subsidized card system for female commuters is under discussion under a proposed policy in support of working women.

Despite these efforts, challenges remain related to women's safety and comfort in public spaces and on public transport. By identifying these challenges and the underlying issues, coherent and concrete policy recommendations may be developed. This is the ultimate purpose of the Women's Safety Audit in Public Transport in Lahore project.

1.2: INTRODUCTION TO THE PROJECT

The study was designed and managed by WDD, Punjab and UN Women. Aurat Foundation carried out the research as the implementing partner. This research-based initiative aims to assess the challenges faced by women commuters who use public transport in Lahore and is limited to two public transport services – LTC and Metro bus services – and selected bus stops and stations in Lahore.

The findings and recommendations of the Women's Safety Audit will be used to develop policy briefs for policymakers and legislators. The prevention of violence and harassment, and safe and accessible public transport, will help increase mobility of women and in turn contribute towards gender equality in Pakistan.

1.3: PURPOSE OF THE STUDY

The Women's Safety Audit in Public Transport in Lahore project aims to:

- Collect baseline data and provide suggestions and recommendations on women's and girls' mobility to identify barriers and increase safety and security for women and girls using public transport in Lahore.
- Provide policy recommendations with regard to gaps in services to help the authorities improve the public transport infrastructure so that there is timely and proper response to, and prevention of, violence against women and girls.
- Highlight the importance of creating space for the participation of women and girls in public transport policymaking and programme design.

1.4: PROJECT OVERSIGHT AND ACTIVITIES

1.4.1: *Coordination and oversight*

A project team comprising Aurat Foundation staff led the implementation and coordination of the project. Oversight and technical advice were provided by a Steering Committee, and an Advisory Committee.

Coordination

Prior to the start of the project, team members were oriented to provide them with an understanding of gender and women's safety concerns in public spaces, project objectives, methodology and main deliverables. The orientation session also included a discussion of timelines and research tools, developing and finalizing the implementation work plan with an implementation strategy.



A Steering Committee and Advisory Committee were established to provide oversight and technical guidance on the project. Further guidance was provided through meetings with UN Women.

Two communication groups were established: one for internal communication within the project team, and one for communication with Steering Committee members. This helped ensure smooth coordination throughout the life of the project.

Steering Committee

The Steering Committee provided broad policy guidelines to the Women's Safety Audit team that aligned with the provincial government's commitments on gender and to provide guidelines for the ongoing cooperation with UN Women. The Steering Committee was also responsible for providing guidance, technical input and oversight throughout the process. This entailed the development and finalization of toolkits for the research study, review of the first and final drafts of the study, and providing inputs on surveys, safety walks, focused group discussions and key informant interviews, etc.



The 25 Steering Committee members comprised representatives of various departments and institutions, including representatives of government departments and institutions; Lahore Transport Authority; MPAs; representatives of Mumkin Alliance (an alliance that works towards the elimination of violence against women and girls); representatives of women-headed organizations; transgender, minority and persons with disabilities; academics and research institutions; media; and representatives of local and city government. The broader committee was

divided into technical groups and met thrice during the course of the project.

Advisory Committee



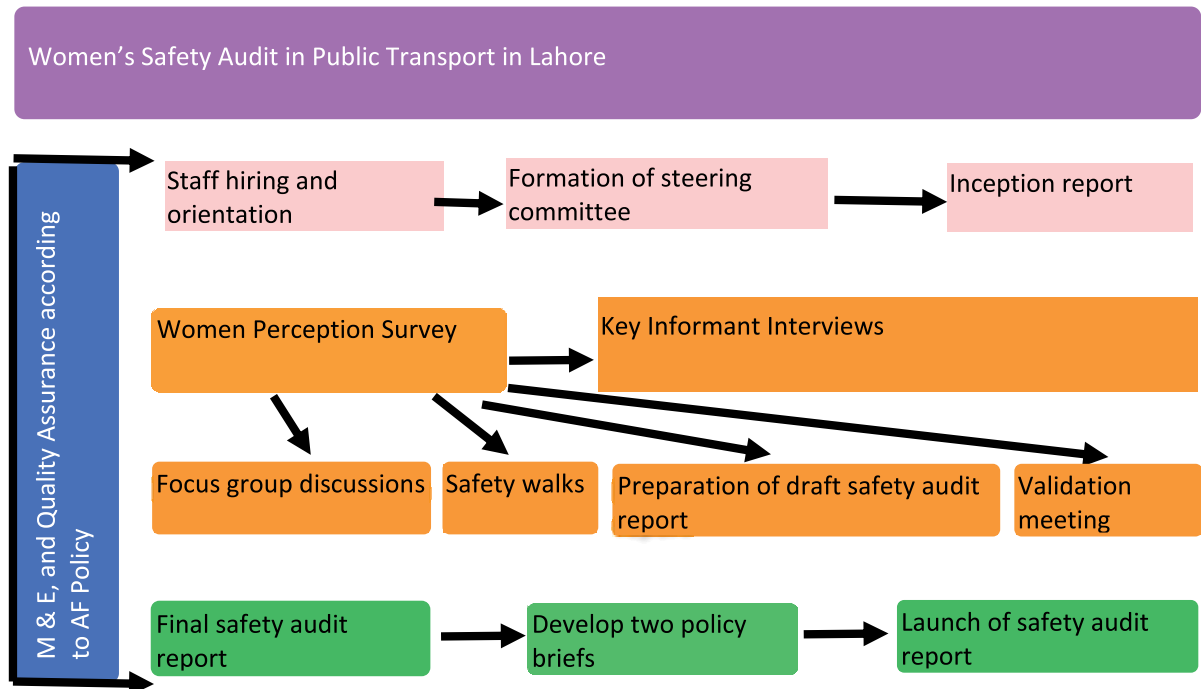
An Advisory Committee was constituted, with senior representatives from WDD, PCSW, Strategic Reform Unit, PCSA and UN Women, in order to provide technical inputs and feedback on methodology and tools used in the study. Meetings were held with the Women's Safety Audit Advisory Committee at the WDD offices. The draft tools were shared and Advisory Committee members provided feedback on all questionnaires. The questions were exhaustively discussed, particularly those for the women's perception survey. The Women's Safety Audit team incorporated the Advisory Committee's technical inputs and suggestions in the toolkit.

UN Women

The Women's Safety Audit team held several planning and review meetings with UN Women and WDD. The main discussion points included progress updates, discussion of milestones, situation analyses, data collection tools and timelines. The joint teams also met many times whilst finalizing the study.



1.4.2 Overview of activities





CHAPTER 2

DESK REVIEW

As part of the research study, the Aurat Foundation conducted a situational analysis of transport-related initiatives/ policies/ rules of all relevant government departments: WDD, Punjab Transport Department, LTC, Metro, PCSW, and PSCA. In addition, a desk review was conducted of international and national legal frameworks, the government's gender-related measures, civil society initiatives on public transport and selected publications. The objective of this review was to analysis existing initiatives and/ or services for women commuters using public transport and to identify gaps that add to the insecurity they face.

The desk review focused on:

- Review of international and national legal instruments related to gender and violence against women and girls;
- Review of the government's existing initiatives related to transport;
- Identification of barriers and gaps that inhibit women and girls' mobility, access to safe public transport; *and*
- Review of WDD, LTC, and Metro Bus Authority, PCSW, PSCA, Aurat Foundation and other reports.

2.1: INTERNATIONAL COMMITMENTS

In addition to various national commitments and laws, Pakistan has made several international commitments to achieve gender equality.

Convention on the Elimination of All Forms of Discrimination Against Women, 1979

CEDAW defines what constitutes discrimination against women and sets out an agenda for national action to end such discrimination.¹

Article 1 of the Convention defines discrimination against women as "...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."

Article 3 states "States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men."

¹ Convention on the Elimination of All Forms of Discrimination against Women (1979). Available at: <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm>

Article 4(1) states that the “Adoption by States Parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved.”

Having ratified CEDAW, Pakistan is legally bound to comply with its articles. The 2013 Concluding Observations on the Fourth Periodic Report of Pakistan by the CEDAW Committee listed several positive measures undertaken by the state, including the passing of several pro-women laws.² However, the Concluding Observations noted that despite the passage of such laws, including the Criminal Law (Amendment) Act of 2010 that introduced sexual harassment as a criminal offence, women still face challenges to movement and curtailments of their fundamental rights. This includes violence against women and girls in conflict, legal gaps, and lack of disaggregated data, to name a few.

14. *The Committee urges the State party to comply with due diligence obligations under article 2 of the Convention, to:*
- a) *Prevent, investigate, and punish gender-based violence by non-state actors in conflict affected areas, including by adopting specific investigative procedures, gender sensitive training and codes of conduct for police, military, lawyers, magistrates, psychologists and health professionals as well as institute measures to increase access to justice that are responsive to the needs of victims of gender-based violence and provide adequate reparation to affected women and girls.*
 - b) *Ensure prevention and protection measures responsive to the timing and location of increased violence.*³

The Committee also expressed concern about “the persistence of patriarchal attitudes and deep-rooted stereotypes concerning women’s roles and responsibilities that discriminate against them and perpetuate their subordination within the family and society, all of which have recently been exacerbated by the influence of non-state actors in the state party”, and called upon the government to:

22. d) *Adopt a comprehensive strategy to eliminate all harmful practices and stereotypes, in conformity with Article 2, and specifically 2(f), and 5(a) of the Convention, which includes awareness-raising efforts targeting the general public and the media, religious and community leaders, in collaboration with civil society and women’s organizations; ...*
- f) *Take appropriate measures to ensure disaggregated data collection on all forms of violence against women, including domestic violence, by the Gender Crime Cell.*⁴

Beijing Declaration and Platform for Action, 1995

The Platform for Action is an agenda for women’s empowerment and is widely considered the most comprehensive gender-focused global commitment. Aiming to remove all obstacles to

2 Concluding observations on the fourth periodic report of Pakistan (2013). CEDAW /C/PAK/CO/4. Available at: http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/PAK/CO/4&Lang=En

3 Ibid.

4 Ibid.

women's active participation in all spheres of public and private life through a full and equal share in economic, social, cultural and political decision-making, the Beijing Declaration calls for:

8. *The equal rights and inherent human dignity of women and men and other purposes and principles enshrined in the Charter of the United Nations, to the Universal Declaration of Human Rights and other international human rights instruments, in particular the CEDAW and the Convention on the Rights of the Child, as well as the Declaration on the Elimination of Violence against Women and the Declaration on the Right to Development.*⁵

It further declares a commitment to:

26. *Promote women's economic independence, including employment, and eradicate the persistent and increasing burden of poverty on women by addressing the structural causes of poverty through changes in economic structures, ensuring equal access for all women, including those in rural areas, as vital development agents, to productive resources, opportunities and public services.*

It asserts that:

19. *It is essential to design, implement and monitor, with the full participation of women, effective, efficient and mutually reinforcing gender sensitive policies and programmes, including development policies and programmes, at all levels that will foster the empowerment and advancement of women.*

Sustainable Development Goals

The Sustainable Development Goals (SDGs) were conceived as a global agenda for sustainable development, and came into force in 2015. The SDGs were welcomed in comparison to their predecessors, the Millennium Development Goals, which were critiqued for not addressing the structural inequalities that perpetuate violence against women. In the new development agenda, SDG-5 specifically relates to *gender equality and women's empowerment* with a focus on ending violence against women, while other SDGs have significant gender-related aspects.⁶

SDG-5: Achieve gender equality and empower all women and girls

Target 5.1: End all forms of discrimination against all women and girls everywhere,

Target 5.2: Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.

Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life.

Target 5.b: Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.

Target 5.c: Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels

5 Beijing Declaration and Platform for Action (1995). Available at: <http://www.un.org/womenwatch/daw/beijing/platform/>

6 Sustainable Development Goals (2015). Available at: <https://sustainabledevelopment.un.org/sdgs>

SDG-9: *Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation*

Target 9.1: Develop quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all.

SDG-11: *Make cities and human settlements inclusive, safe, resilient and sustainable*

Target 11.2: By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.

Target 11.7: By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities.

SDG-16, which relates to *building strong institutions*, is also relevant because without systemic and institutional oversight, none of the goals and targets listed above, nor national and international laws, can be realized.

2.2: CONSTITUTION AND NATIONAL LAWS

The Constitution of the Islamic Republic of Pakistan (1973) includes the following provisions:⁷

Article 9 *Security of Person* reads: “No person shall be deprived of life or liberty save in accordance with the law.”

Article 15 *Freedom of Movement* reads: “Every citizen shall have the right to remain in, and, subject to any reasonable restriction imposed by law in the public interest, enter and move freely throughout Pakistan and to reside and settle in any part thereof.”

Article 25 *Equality of Citizens* states that: “All citizens are equal before law and are entitled to equal protection of law. There shall be no discrimination on the basis of sex alone. Nothing in this Article shall prevent the State from making any special provision for the protection of women and children.”

Article 26 *Non-discrimination in respect of access to public places* states: “...there shall be no discrimination against any citizen on the ground of race, religion, caste, sex...” It adds that nothing in the above clause “shall prevent the State from making any special provision for women and children.”

Article 27 *Safeguard against discrimination in services* states: “No citizen otherwise qualified for appointment in the service of Pakistan shall be discriminated against in respect of any such appointment on the ground only of race, religion, caste, sex, residence or place of birth.”

In addition to the constitutional framework, which clearly lays out non-discriminatory provisions for women and men, relevant national legislation includes:

⁷ The Constitution of the Islamic Republic of Pakistan 1973

Criminal Law (Amendment) Act, 2010 (Pakistan Penal Code Amendment section 509)

This Act⁸ was passed by the National Assembly and applies to the whole country. Pakistan Penal Code **Section 509** clearly defines sexual harassment and classifies it as punishable by law. It defines “public place” as including, but not limited to, markets, public transport, streets or parks, and in private places including, but not limited, to workplaces, private gatherings, homes and others. The punishment is up to three years imprisonment and/ or a fine of up to Rs 500,000.

2.3: PROVINCIAL LAWS AND POLICIES

Relevant provincial laws, ordinances and rules related to public transport include:⁹

- Amendment in The Punjab Motor Vehicle Rules (1969) 2016
- Provincial Motor Vehicles Ordinance 1965
- Metro Bus Authority Rules 2013
- Punjab Safe Cities Authority Act 2016
- Punjab Mass Transit Authority Act 2015
- Protection against Harassment of Women at the Workplace Act 2012
- Punjab Fair Representation Act 2014
- Companies Ordinance 1984

Amendment in Motor Vehicle Rules (1969), 2016

Rule 256 *Condition applicable to all [bus] stands* states: “(a) that the land and buildings of the stand shall at all times be kept clean and in good state of repair; (c) provide waiting rooms for the largest number of passengers that may reasonably be expected, to use the stand at any one time, including separate accommodation for women; (d) provide suitable lavatories for both sexes; (e) provide rest rooms for the drivers and conductors of the vehicle regularly kept at the stand; (f) provide an adequate supply of drinking water for passengers, drivers and all persons likely to be employed at the stands.”

Rule 82 *Conditions that may be attached to a permit* states that a Regional Transport Authority “may attach to any stage carriage permit a condition that the holder shall exercise such supervision over the work of his employees as is necessary to ensure that the vehicle is operates conformably with the Ordinance and the rules and with due regard for the comfort, conveyance and safety of the public and of any passengers carried.”

Rule 259 *Municipal stands* states: “Municipal stand shall be the responsibility of the local authority in terms of defraying the cost of new buildings and improvements at the stands or providing amenities for the drivers of vehicles for waiting passengers.”

8 The Gazette of Pakistan, Extra, February 2, 2010. http://www.senate.gov.pk/uploads/documents/1363267161_658.pdf

9 Provincial laws, ordinances and policies are available at: <http://www.punjablaws.gov.pk/>

Provincial Motor Vehicles Ordinance, 1965

The relevant provision, *Power of Government to regulate stage carriages*, states that the government may, in order to regulate stage carriages on a route or in an area, for the purposes of: “(a) reducing traffic congestion; (b) providing an efficient, adequate, and reliable, dignified, safe, integrated, economical and properly coordinated road transport system; (c) providing adequate seating arrangements for women and disabled; and (d) satisfying any other requirement for proper transportation system.”

Punjab Safe Cities Authority Act, 2016

The objective of the PSCA is to “ensure safety and security of the people.” Its initiatives include an emergency call centre, an operations monitoring centre, surveillance and law enforcement that include crime hotspot monitoring. In 2017, a mobile phone app was launched that provides girls and women with an opportunity to report and seek help with harassment in public spaces. The app is linked to the police and PCSW helpline. The latter provides information on laws and services for women, and allows users to mark unsafe spaces.

Punjab Mass Transit Authority Act, 2015

Sections 5 (2l) and (2k) mention safety and security arrangements which the Authority will ensure.

Protection against Harassment of Women at the Workplace Act, 2010

This law was passed in 2010 by the National Assembly and in 2012 adopted by and enacted as law by the Punjab Assembly. It relates to workplace harassment of women employees in the Transport Department, LTC and Metro bus services. Each department is legally bound to notify an Inquiry Committee comprised of three members with at least one woman member, and is required to prominently display a Code of Conduct provided for in the Act.

2.4: PROVINCIAL GOVERNMENT INITIATIVES*Punjab Transport Department*

The Punjab Transport Department was established in 1987¹⁰ and comprises the Punjab Provincial Transport Authority and the District Regional Transport Authority. One of its core functions is the “implementation of government policies for the provision of affordable, comfortable and efficient transport services across the province.” Its major initiatives include the Transport Planning Unit.

In Lahore, both inter-city and intra-city bus terminals are not properly planned or linked with the public transport network. The Transport Planning Unit was established in March 2011 with the aim of developing a team of dedicated transport planning and engineering specialists capable of planning, developing, maintaining and providing sustainable solutions for effective management of the transport system and infrastructure in the province.

The government intends to establish Multimodal Intercity Bus Terminals on GT Road, Ferozpur Road and Multan Road, in collaboration with the city district, on a public-private partnership basis. The new terminals will be designed to facilitate intercity passengers with the provision of

10 <http://www.punjabtransport.org>

modern facilities matching international standards. The aim is to reduce travel time in the city and the discomfort faced by inter- and intra-city passengers.

Women's Development Department, Punjab

The WDD was established as part of the Chief Minister's Punjab Women's Empowerment Package 2012.¹¹ This is an oversight body for government policies and programmes that promote gender equality in Punjab. The main functions of the department are safeguarding women's rights and expanding economic, political and social opportunities for women.

Punjab Women Empowerment Package 2012, 2014, 2016, 2017

The Chief Minister's Punjab Women's Empowerment Packages (PWEP) define the empowerment of women using four categories: legal, social, economic and political empowerment.¹²

The documents propose multiple reforms in the legal, administrative and institutional spheres as well as new initiatives to safeguard women's rights and to expand opportunities available to them.

PWEPs have several provisions that address issues relating to the harassment of women. They provide for the establishment of female helpdesks at all police stations. According to PWEP 2016, 680 of Punjab's 709 police stations have women's helpdesks.

PWEPs also address working women and students' mobility issues, calling for separate sections in buses, pink women-only buses, the student green card scheme, and free travel cards, complaint centres and segregated spaces for women at bus stops. PWEP 2017 provides for the establishment of model women-friendly bus stops in urban and rural areas. In compliance with the PWEPs, the government of Punjab has established an Ombudsperson Secretariat and appointed women ombudspersons for monitoring and compliance of the Protection against Harassment of Women at Workplace Act. In addition, the government has established the PCSW with a female chairperson.

Initiatives to eliminate harassment and violence against women and girls include:

- An initiative to provide designated spaces for women at bus stops in urban and rural areas has been launched.
- A mass media campaign is ongoing to create awareness about PWEPs through electronic, print and social media.
- A toll free helpline (1043) was launched by WDD in 2014. It provides support to women in distress and tackles cases of harassment amongst others.

Chief Minister's Strategic Reforms Unit

A very important development has been the Chief Minister's Strategic Reforms Unit.¹³ With the support of UN Women the unit launched the Women on Wheels programme to eradicate the stigmas related to women's choice to drive and express mobility in public space. This unit is also

11 <https://wdd.punjab.gov.pk>

12 CM Punjab Women Empowerment Packages 2012, 2014, 2016 & 2017. Available at <http://www.wdd.punjab.gov.pk>

13 The Chief Minister's Strategic Reform Unit is online at: <http://www.cm.punjab.gov.pk/sru>

discussing subsidized card systems for working women commuters, to be introduced through a government policy on working women.

Punjab Safe Cities Authority

The PSCA collects data on harassment faced by women in the province, however this data is not publicly accessible. There is no data on harassment faced by women and girls in public spaces such as at bus stops and during travel.

Punjab Commission on the Status of Women

The PCSW is a statutory and autonomous body established in February 2014 for the promotion of women's rights.¹⁴ It was conceived as an oversight body to ensure policies and programmes of the government promote gender equality in Punjab. Its objectives include elimination of all forms of violence against women and the empowerment of women. The PCSW maintains a Gender Management Information System and releases annual gender parity reports for the province. However, it does not include specific data on harassment in public spaces.

Lahore Transport Company

The LTC is a wholly owned company of the government of Punjab registered under section 42 of the Companies Ordinance 1984. Among its core objectives is to: "undertake or engage in such activities, negotiations, contracts, agreements and understandings which provide safe, affordable, reliable and efficient transport services for the general public in the city of Lahore." Ongoing initiatives include the green student card, free transport cards for disabled and the elderly and a complaint cell. Its Pink Bus initiative is the first of its kind, with services reserved exclusively for women commuters during peak hours.

Punjab Mass Transit Authority

The Punjab Mass Transit Authority (previously known as Metro Bus Authority) was established under the Metro Bus Authority Act 2012.¹⁵ This is a statutory body responsible for planning, constructing, operating and maintaining mass transit systems in major Punjab cities. Its vision is to provide a state of the art mass transit system for all. Its mission is to establish and operate a mass transit system which is safe, comfortable and efficient.

Its code of conduct for travellers includes a provision whereby women traveling should be shown "respect" and given seating preference.

Metro Bus has a helpline (+42-111-222-627) using which commuters can seek information and register complaints. However, no data is available regarding complaints by women and girls.

¹⁴ The Punjab Commission on the Status of Women is online at: <http://www.pcsw.punjab.gov.pk>

¹⁵ Metro Bus Authority Act 2012. Available at: <http://punjablaws.gov.pk/laws/2615.html>

2.5: NGOS AND RESEARCH INSTITUTIONS

Aurat Foundation

The Aurat Foundation collects and analyses data on violence against women from secondary sources and compiles it into annual reports.¹⁶ This is done at both the provincial and national levels. Based on this data, qualitative and quantitative reports are generated annually. The Aurat Foundation holds demographic information and overviews of cases of violence against women with an analysis of key crime categories, demographics, first information report (FIR) status of survivors, and provincial and regional insights into cases of violence against women. In collaboration with the Centre for Economic Research in Pakistan (CERP), the Aurat Foundation has conducted a pilot training of LTC bus conductors and drivers in Lahore.

Women's Mobility Project

CERP's Women's Mobility Project¹⁷ aims to test the overall impact of women-only transportation on mobility, labour force participation and "firm-level" outcomes. The project is implementing a randomized control trial in the Lahore metropolitan area to quantify the impact of social norms on women's participation in the public sphere, including in the labour force and test whether a simple intervention can expand women's opportunities outside the home and employers' access to female workers. This project will end in 2019.

Two key publications were reviewed for this report and are discussed further below.

Gender Equity in Transport Planning: Improving Women's Access to Public Transport in Pakistan, 2017

A policy briefing¹⁸ published by CERP in 2017 describes how women are more dependent on public transport than men as many alternate forms of transport (walking, motorcycle, bicycle, etc.) are unavailable to them. However, women face challenges in using public transport that fundamentally emanate from the idea that public transport is "unsafe". This logic is often used by male family members to dissuade women from using public transport independently. Ironically, such men also harass women outside the family unit. This results in lower mobility for women; however, it must be recognized that the safety risk is very real as women do get harassed whilst travelling.

To address this, CERP proposes optimizing resources for women-only services, efficient scheduling, government cooperation with informal operators in peri-urban areas, reducing overcrowding by expanding the transport network, public transport staff training, infrastructural improvements (including sidewalks, street lighting, and police attention) and better monitoring and evaluation. The report takes a long-term perspective, highlighting government's role in creating awareness and changing social norms.

More than 80 percent of male family members strongly encourage female members to use women-only transport, such as the government's Pink Bus initiative. While CERP views this as improving inclusivity in the short term, it is unfeasible in the long term as it creates a divide between facilities

¹⁶ The Aurat Foundation has an online presence at: <http://www.af.org.pk/>

¹⁷ Centre for Economic Research in Pakistan has an online presence at: <http://cerp.org.pk/>

¹⁸ Centre for Economic Research in Pakistan. *Gender Equity in Transport Planning: Improving Women's Access to Public Transport in Pakistan*. (2017). Available at: <http://cdpr.org.pk/images/publications/cities/Gender-Equity-Transport-Planning.pdf>

available to women and men. Indeed, separating women from the broader, more developed and better funded transport system only feeds into existing patriarchal norms. It also limits women and legitimizes the view that the general transport system is unsafe. Pink Buses operate at a small scale and do not generate enough revenue, whilst contributing to road congestion and pollution. Instead, CERP recommends a more inclusionary system where existing transport apparatuses are improved, such as through compartmentalized transport which is cost-effective and eco-friendly. This has been successfully implemented with the Metro bus service. The introduction of rating systems, similar to those used by private taxi services (e.g. Careem and Uber), may enable women to rate individual buses and their staff.

Thus, CERP advocates for changing social norms by adopting a longer-term approach.

Understanding Women's Safety: Towards a Gender Inclusive City (2009–2010)

This research project was conducted in Delhi, India, and focused on the effects of urban development on women's use of the city.¹⁹ It acknowledges that social norms, gender and economic factors contribute towards the view of public transport as "unsafe", but finds that urbanization has exacerbated this situation. Instead of increasing the opportunities women have, urbanization has increased urban crime and poverty that has marginalized women and increased their vulnerability. The research found that only 19 percent of Delhi women feel that the city is safe.

The research suggests that "safe spaces" can reduce concerns related to safety in Delhi. The project team conducted safety audits taking intersectionality (gender, class, caste, etc.) into account with focus group discussions, street perception surveys, women's safety audits and research in the Delhi Gate and Delhi University Areas. The study found that poverty, belonging to the north-east of India, being a transgender or a person with disabilities increases the threat faced in public spaces. It also found that the feeling of being safe was linked to familiarity with the place. The study found that a need for the police to help destigmatize reporting of harassment: less than 10 percent of women reported such cases to the police, fearing that such reports would be trivialized.

Perception surveys with 1,006 women assessed safety during late hours and found that 74 percent of incidents involving harassment took place during broad daylight, allowing women (43 percent) to be more confident in confronting their harassers. The women's safety audit was conducted by groups of women walking in public spaces, preferably after sunset. Factors influencing safety include that the physical characteristics of the public space (lighting, visibility, escape routes), social organizations and policing (including community processes that make women feel safer), and who uses the public space (i.e. spaces largely used by men were considered hostile). Solutions to these problems included pedestrian friendly pavements, toilets for women and hidden urinals for men, restricting open drug usage, better maintenance of lights and better policing.

The research found an alarming level of violence threatens public spaces due to flawed architecture of city spaces and gender insensitive attitudes amongst governing institutions. The lack of response from bystanders and police indifference to harassment in public transport are the main reasons that contribute to a lack of safety for women. It concludes that a comprehensive set of interventions such as urban design and planning, provision of services, policing and law enforcement, community involvement and awareness building is needed.

19 Gender Inclusive Cities Project. *Understanding Women's Safety: Towards a Gender Inclusive City – Research Findings, Delhi 2009–10* (2010). Available at: http://www.endvawnow.org/uploads/browser/files/understanding_womens_safety.pdf

2.6: IDENTIFIED GAPS

The desk review shows that the Punjab government is committed to passing comprehensive legislation to help women survivors of gender based violence gain assistance and redress. Furthermore, it is committed to providing safe and accessible transport services to women and girls in Punjab. However, gaps remain and are summarized below.

- 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. 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.
- The Metro Bus Authority Rules 2013²⁰ do not mention transport issues related to women or girls. A review of the Metro code of conduct states that “respect” must be given to women, and they should also receive preference for seats in the bus, however actual implementation of the code of conduct will be examined by this study.
- The Punjab Safe Cities Authority Act 2016 aims to “ensure safety and security of the people” but does not specify anything related to the safety of female commuters.
- The PSCA received 1,629 harassment complaints between December 2016 and May 2017, but no data is available specifically on harassment faced by women and girls in public spaces particularly those related to transport. No separate data on crime hotspot monitoring is available from the PSCA.
- PCSW data²¹ deals with harassment but does not provide disaggregated data on harassment in the workplace or other public places.
- Laws and policies related to transport refer to “people” as a homogenous group, reflecting a clear gap in terms of recognizing the varying needs of different groups of people.
- Under PWEF 2012, Gender Mainstreaming Committees are to be formed in all departments. The Punjab Transport Department has notified this committee, however it remains non-functional (with its only meeting convened in 2012) and its roles and responsibilities of members are not clearly laid out.²²

20 Metro Bus Authority Rules (2013). Available at: <http://www.punjabcode.punjab.gov.pk/index/showarticle/ref/d69b-4f1c-7b80-4fca-9b25-1f58d8583215>

21 Available at: <https://pcsw.punjab.gov.pk/system/files/Special%20Initiatives%20%28c%29.pdf>

22 Aurat Foundation is a member of this committee and has expressed these concerns to the department.



CHAPTER 3

METHODOLOGY

3.1: RATIONALE AND METHODS

The study focused on women using public transport including students, women with disabilities, pregnant women, and women working in public and private organizations, domestic workers, home-based workers, elderly women and transgender individuals. The study examined the perceptions of women commuters aged 10–60+ years residing in Lahore and solicited views of key stakeholders, including representatives from PCSW, PSCA, LTC, Punjab Transport Department, WDD, Punjab Mass Transit Authority, the Education Department, the Health Department, the Planning and Development Department, CERP, Punjab Police and civil society organizations. Focus group discussions with three clusters were undertaken. Safety walks at selected bus stops was also part of the study.

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. Questions were designed to ensure accessibility and comprehension across a wide range of participants. 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. Geospatial analysis was utilized to examine perceptions of sexual harassment and other forms of sexual violence, including types of reported incidents, analysed 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.

3.2: METHODS AND SAMPLING

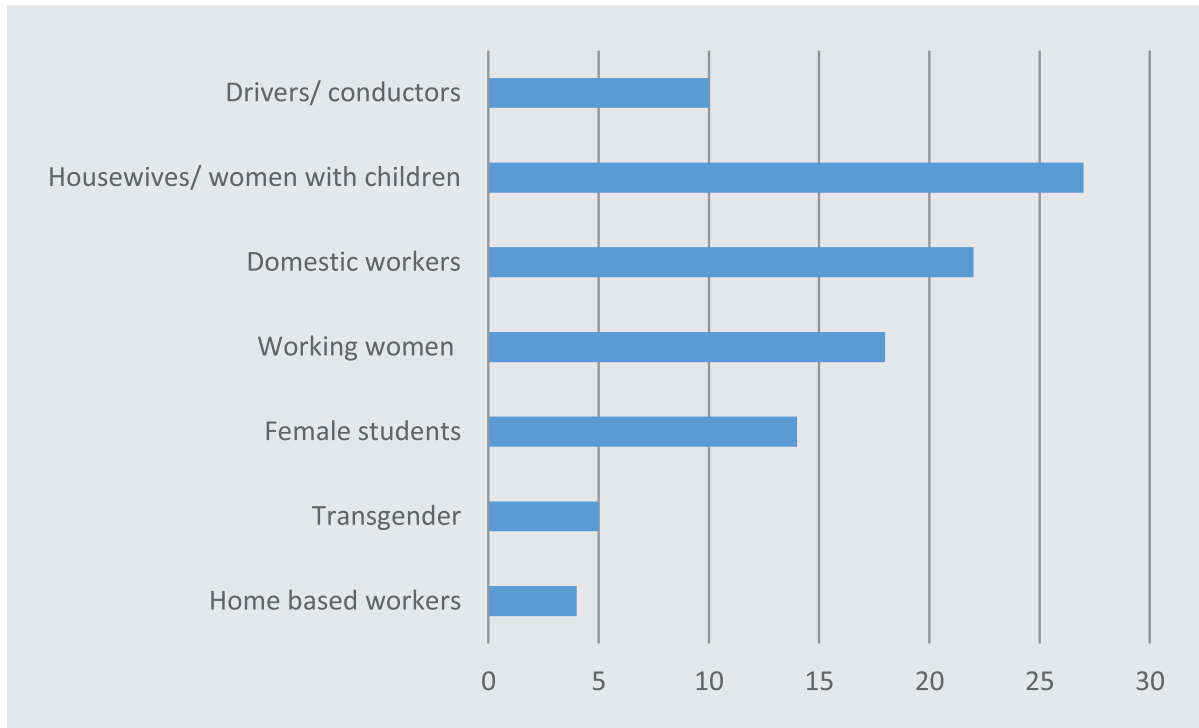
Four data collection methods were used: focus group discussions, in-depth Interviews with key informants, street surveys (women commuters and bus drivers/ conductors) and Safety walks. The findings from all data collection methods complement each other.

3.2.1 Perception survey

A street perception survey was conducted, aiming to access the experiences of a large number of women from different classes, age groups, occupations, etc. The questionnaires were designed to gain insights into women's anxieties, their understanding of the factors that cause insecurity, and their responses to sexual harassment faced at bus stops and within buses. The questionnaire is provided in English (Annex 3.1) and Urdu (Annex 3.2). The survey was conducted at different times of the day (morning, afternoon, evening and night). In total, 903 women commuters and 100

bus drivers/ conductors were interviewed in different areas of Lahore.

Figure 3.1: Distribution of sample



Sex-disaggregated data for commuters on LTC and Metro buses is not available from the Transport Department, and the number of female travellers might number in the thousands every day. Accordingly, it was decided to randomly select a sample of 1,003 women commuters and bus drivers/ conductors.²³ GIS coordinates were recorded to support GIS analysis.

The sample was further divided into various categories as shown in Figure 3.1. A diverse representative group of women, and a wide range of questions, will help to assess and analyse harassment holistically.

²³ The sample size was supposed to be 1,000 participants but three extra interviews were conducted and are included in the final total.

Table 3.1: Distribution of respondents in selected categories

Category	Metro	LTC	Total
Home based workers	5	36	41
Transgender	11	42	53
Female students	26	116	142
Working women	57	125	182
Domestic workers	65	151	216
Housewives/ women with children	61	208	269
Drivers/ conductors	25	75	100
Total	250	753	1003

Mapping information about bus stops and bus stations

The routes of the Metro and LTC buses were selected through stratified random sampling. The selected bus stops and stations were used by people from all backgrounds, including lower and middle socioeconomic groups, urban and rural residents, and those from residential or business areas. Hence, in accordance with respondents' backgrounds, the geographic locations selected included markets, educational institutions, residential areas, parks, hospitals, urban slums, *katchi abadi* (slums), rural areas and densely populated areas. Reflecting the size of the two transport networks, 75 percent of interviews were conducted with LTC users and 25 percent with Metro users. The survey was conducted in Urdu and/ or the local language (Punjabi).

Of 27 **Metro** bus stations, nine were selected: Gajju Matta, Ichhra, Youhanabad, Hailey College, Civil Secretariat, Walton, Kalma Chowk, Azadi Chowk, Shahdara.



Of 53 **LTC** service routes, 16 bus stops were selected: Bhatti Chowk, MAO College, Samanabad, Peco Road, Kot Lakhpat, Allah Ho Chowk, Mughalpura, Jallo Mor, Harbanspura, Thokar, Campus Pul, Lahore Medical College, Taj Bagh, Cantt Court, RA Bazar and Lahore College Women University.



Route maps for both transport systems are provided in Annex 3.3.

Pretesting

A sample of 100 women commuters was randomly selected on selected routes to pretest the study. The results of this pre-test helped to finalize the tools of the study and develop the final implementation plan. This step also helped to further develop the questionnaire, which was revised and presented to the Steering Committee for approval.



Data cleaning

Prior to data entry, all data was systematically edited and coded. The data was cleaned using filter checks to minimize errors and omissions. The quantitative data was coded and analysed using SPSS and the qualitative data was analysed manually. After a thorough content analysis, codes were allocated, a matrix developed and themes identified. The data was categorized by theme and sub-theme, and a discourse analysis was carried out.

3.2.2 Key informant interviews

A total of 21 key informant interviews were conducted with officials. An interview guide was developed to aid a focused discussion; the 14 questions used are provided in Annex 3.4 and the list of key informants in Annex 3.5. The officials included were affiliated with the WDD, PCSW, Urban Unit, Punjab Transport Authority, PSCA, District Transport Authority, LTC, Punjab Metro Bus Authority, Metropolitan Corporation Lahore, Punjab Information Technology Education, Ministry of Human Rights and Minorities, the Health Department, the Population Department, Strategic Reform Unit, Local Government Department, Planning and Development Department, Finance, and Police; informants also included key experts and other duty bearers.

3.2.3 Focus group discussions

The guidelines for conducting focus group discussions were developed and three discussions were held in order to engage stakeholders and get their insights. The discussion points for the groups are provided in Annex 3.6.

Each group comprised 8–15 individuals. Each discussion lasted 2–2.5 hours and all participants had ample time to express their views and interact with others. This helped in understanding issues in greater depth and coming to sound conclusions.

Team members moderated the discussions and also acted as rapporteurs. All discussions were video recorded and later transcribed. The recordings were carried out with the consent of the participants and will be used for the purpose of this research only.

The objectives of the focus group discussions were:

- To get first-hand information in a broader context from stakeholders, particularly women, on the issues they face using public transportation (Metro bus service and LTC public transport buses) in Lahore; and
- To explore public transport issues that women and girls face in the city, and to find possible solutions from the perspectives of both rights holders and duty bearers.

The three clusters were as follows:

Cluster One: Students, working women in the public and private sector, factory workers, home based workers, domestic workers, women working in the informal sector, women who own small business, representatives of working women union leaders, pregnant women, women with children and infants, transgender, disabled people, the elderly and representatives of excluded groups of society using public transport.

Cluster Two: Legislators, standing committee members on transport and gender, elected representatives of Local Government, Metropolitan Corporation, representatives of transport management authorities, women community leaders and others.

Cluster Three: Civil society organizations working on violence against women and girls and women's economic empowerment, Mumkin Alliance, women-headed organizations, international NGOs, research institutions, academia, media, lawyers and individual experts.

All three groups highlighted the experiences of women in terms of insecurity, the role of government institutions and factors that could improve the situation. The women and girls who participated in these discussions had similar profiles to those in the perception survey of women commuters. However, these discussions gave an opportunity to ascertain the views of women belonging to varied age groups, working status and socioeconomic classes in a single sitting. Thus, the discussions helped to validate the findings of the survey, draw on the discussion amongst women to understand the gravity of the issue, and enable concrete suggestions for women's safety and security on public transport.

3.2.4 Safety walks

Safety walks were used to observe forms of harassment in public transport as well as to assess infrastructure from the perspective of women's safety. Four safety walks were arranged at locations selected for specific characteristics (see Annex 3.7):

- **Naseerabad Metro bus station** is surrounded by a minority population and lower income groups.
- **Kot Lakhpat LTC bus stop** is located in a densely populated area and mostly used by a working class population. This stop also touches people who live in the wealthier suburb of Defence.
- **Railway Station LTC bus stop** is located in a low income area mostly comprising residents with small businesses. There are several schools and colleges nearby.
- **RA Bazar LTC bus stop** is dominated by industrial and factory workers.

The safety walks were carried out by 32 women including duty bearers, members of the Steering Committee, partner organizations, women councillors, Members of the Provincial Assembly (MPA), working women in public and private sectors, etc. The observers looked out for and evaluated forms of harassment and security concerns faced by women at different times of the day at the same bus stops.

In total, 123 observations were made and recorded on a pre-developed checklist provided to all participants. The checklist covers aspects such as lighting, signage, security and surveillance, etc., at the bus stops. The observations made by participants were entered into SPSS, tabulated and analysed.

Table 3.2: Number of observers by bus stop

	Railway Station	RA Bazar	Kot Lakhpat	Naseerabad (Metro)
Number of observers visiting bus stop 3-4 times a day	9	7	7	9
Number of observations at each bus stop	36	27	28	32

3.3: DATA COLLECTION

The project team accompanied the research teams to monitor and supervise field visits, ensuring their presence till data collection was complete. Research teams included internal quality assurance monitors to supervise and monitor the data collection process. The data was collected over a period of six days during July 2017.

3.3.1: Orientation of field enumerators

The field enumerators (numbering 23) were graduates of the Department of Gender Studies, University of the Punjab, Lahore, and individual professional researchers. The minimum qualification was a Master's degree in gender studies. Persons having at least a year's experience in working with NGOs were also involved in data collection.

All field enumerators attended a one day training session on the aims and objectives of the project, research instruments and data collection processes. The field enumerators were orientated on concepts related to gender and gender-based violence and briefed on ethical considerations during data collection. The field enumerators carried out data collection, data tabulation, data entry and coding of data. The interview teams received special training on the techniques and skills required to conduct in-depth interviews and provided a set of questionnaire guidelines and briefing on specific interviewing techniques. The training guidelines are provided in Annex 5.

3.3.2: Ethical considerations

At every stage of the study, careful consideration was given to following ethical guidelines. Informed consent was taken from respondents prior to the start of data collection. Recognizing the sensitivity of the topic, extra care was taken and the time and venue of the interview was decided in consultation with the respondents. The in-depth interviews and focus group discussions were conducted



in strict privacy, with outsiders present only if the respondent allowed it. All researchers were asked to end the interviews on a positive note. The confidentiality of respondents was deemed paramount and their names or addresses are not included in this report. Quotes from focus groups are anonymized.

Confidentiality

All data collected was kept confidential and anonymous. The crime data forwarded by the Punjab Police was kept confidential and used only for the purpose of this research.

3.4: DATA ANALYSIS

Quantitative data was analysed using statistical software. The data displays frequency and percentage distributions by age, education, profession, type of harassment faced by women, behaviour of bus drivers etc. The data was analysed according to pre-defined variables in the study.

The qualitative data generated from interviews with key informants and focus group discussion were analysed separately. A thematic discourse analysis was carried out to interpret the results of the study.

The GIS analysis was carried out using demographic data. The analysis identified the different behaviours and patterns of sexual harassment in different geographical areas.





CHAPTER 4

RESULTS

4.1: PERCEPTION SURVEY OF WOMEN USING PUBLIC TRANSPORT

The perception survey was conducted with a sample of 1,003 individuals travelling on LTC and Metro buses, comprising both women commuters and bus staff including conductors and drivers. Section 4.1 analyses the responses of the 903 women commuters. The responses of bus staff are discussed in section 4.4.

4.1.1: Demographic profile

Table 4.1: Distribution of sample by age, education, family income and occupation

Age group	N	%
10-19	47	5.2
20-29	366	40.5
30-39	283	31.3
40-49	136	15.1
50-59	45	5.0
60 and above	26	2.9
Education		
No education	213	2.6
Madrassa	4	.4
Primary	83	9.2
Middle	96	10.6
Secondary (Matriculation)	115	12.7
Intermediate (FA/ F,Sc)	98	10.9
Undergraduate (BA/ BSc)	137	15.2
Postgraduate	133	14.7
Other	24	2.7
Family Income		
Up to 10,000	149	16.5
10,001-20,000	330	36.5
20,001-30,000	181	20.0
30,001-40,000	88	9.7
40,001-50,000	72	8.0
50,001 and above	81	9.0

Home based worker	41	4.5
Domestic worker	216	23.9
Factory worker	46	5.1
Business	16	1.8
Begging/ singing	53	5.9
Study	142	15.7

The demographic profile of respondents covered age, education, family income, employment status, physical health, nature of disability, occupation, purpose of using public transport and information about traveling (e.g. whether they are using a travel card). This applied to all respondents.

Sample respondents were predominantly younger working age adults with 40 percent aged 20–29 years. Very few of the women interviewed were aged 60 years and above.

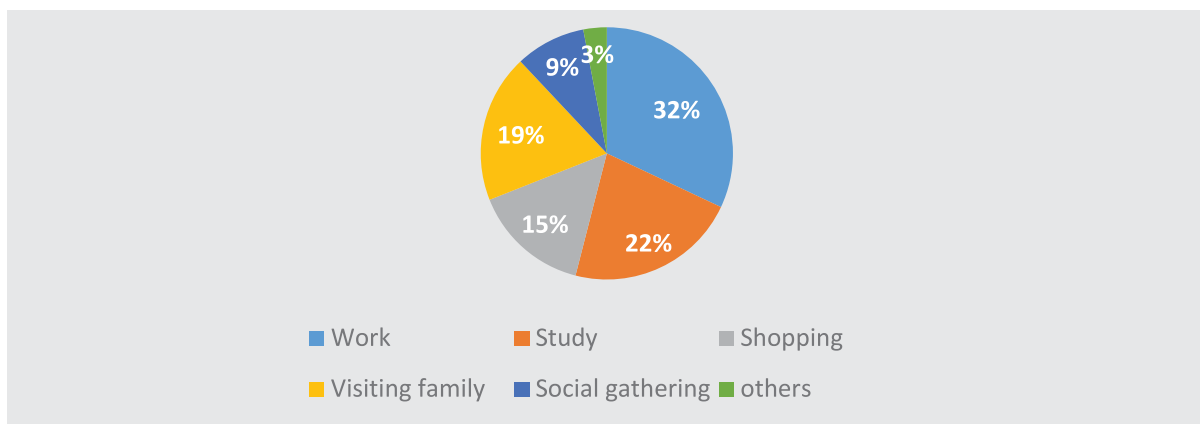
The educational levels of respondents were diverse. About one-quarter of women were illiterate (23.6 percent) whilst about 20 percent had at least a bachelor's degree.

Sample respondents mostly represented lower-income backgrounds, who are generally the primary users of public transport. Only 9 percent of respondents reported an income exceeding Rs 50,000 per month.

Approximately 40 percent of the women interviewed were domestic workers, factory workers, beggars, and home-based workers. The beggars were mostly transgender. Out of 53 transgender persons interviewed, 47 were engaged in begging.

As Figure 4.1 shows, 54 percent of the women interviewed used buses to travel to and from work and schools/ colleges.

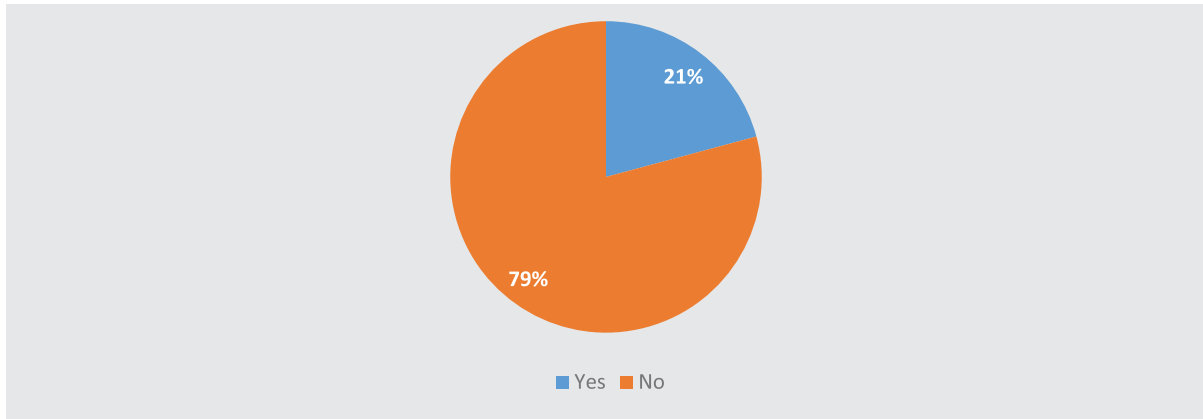
Figure 4.1: Purpose of travel



About 79 percent of women and girls using public transport – on both LTC and Metro buses – did not have bus cards. A range of explanations were given for not using this government facility. Some stated that they do not have the lump sum amount required for the card. Others (on the

Metro bus) explained that they did not know how to use the card. When further probed many replied that they were afraid of using the card, stating reasons such as fear of the card getting stuck in the machine and causing them to miss the bus. Others had a fear of hidden charges.

Figure 4.2: Use of travel card



4.1.2: Safety concerns at bus stops

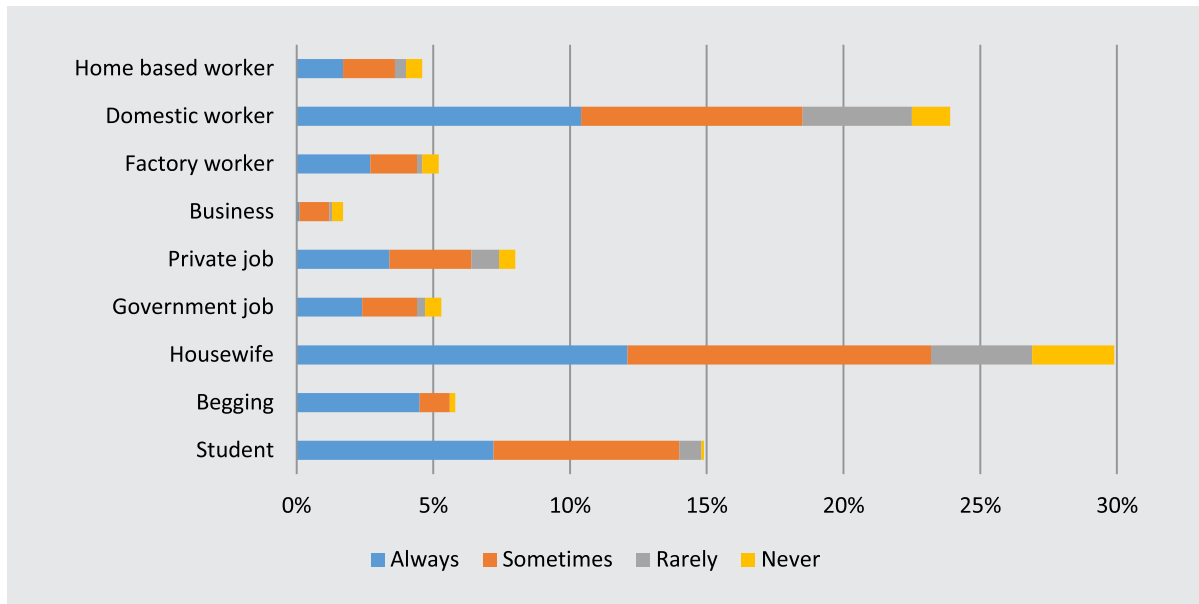
About 82 percent of women commuters faced harassment at bus stops. Only 18 percent of women respondents said they had not been subject to harassment at bus stops.

Among the respondents, housewives were the most likely to report sexual harassment, followed by domestic workers and students. The reason may be because housewives travel less frequently and are therefore less confident than working women who travel daily. Another reason could also be that housewives mostly travel alone while working women and students often travel in groups or at least know fellow passengers travelling daily at the same time.



The study found that most respondents faced sexual harassment at the bus stop itself; furthermore, very few respondents said that they had never been subject to harassment at a bus stop. Evidence points to bus stops being places where women are mostly likely to be harassed and therefore, unsafe public spaces for female commuters.

Figure 4.3: Women's perception of harassment at bus stops by occupation



The percentage of women facing harassment at LTC bus stops is much higher than at Metro bus stations (78.6 percent versus 43.7 percent). Women and girls identified the poor management of LTC bus stops and said they felt more vulnerable during longer waits.

By contrast, the presence of transport staff, such as cleaners, ticket staff, etc. at each platform, reduced the chances of sexual harassment against women at Metro bus stations and in Metro buses. Further, surveillance cameras installed at Metro bus stations acted as a safeguard for women. However, women travelling via Metro bus still reported incidents of sexual harassment in significant numbers.

4.1.3: Types of sexual harassment at bus stops

The most frequently reported types of sexual harassment are staring, whistling, and singing.

Table 4.2: Types of sexual harassment faced by women at bus stops, by bus service

Type of sexual harassment	Metro			LTC		
	N	%	Rank	N	%	Rank
Staring	177	21.6	1	464	56.7	1
Whistling	144	17.2	2	436	53.2	2
Singing	128	15.6	3	398	48.6	3
Touching	124	15.1	4	383	46.8	4
Ogling	96	11.7	5	366	44.7	5
Stalking	86	10.5	6	238	29.1	6
Obscene gestures	86	10.5	6	266	27.6	7
Sexual comments	68	8.3	8	188	23.0	8

Type of sexual harassment	Metro			LTC		
	N	%	Rank	N	%	Rank
Blocking way	57	7.0	9	166	20.3	9
Violent physical attack	19	2.3	10	43	5.3	10
Taking photos with mobile	17	2.1	11	36	4.4	11
Kidnapping	16	2.0	12	34	4.2	12
Other	13	1.6	13	24	2.9	13

* N exceeds total number of respondents due to multiple responses. Actual N=903

Members of the youngest adult age group (20-29 years) were most likely to experience physical touching. Higher age groups reported comparatively less sexual harassment.

Figure 4.4: Types of sexual harassment faced by women at bus stop by age group

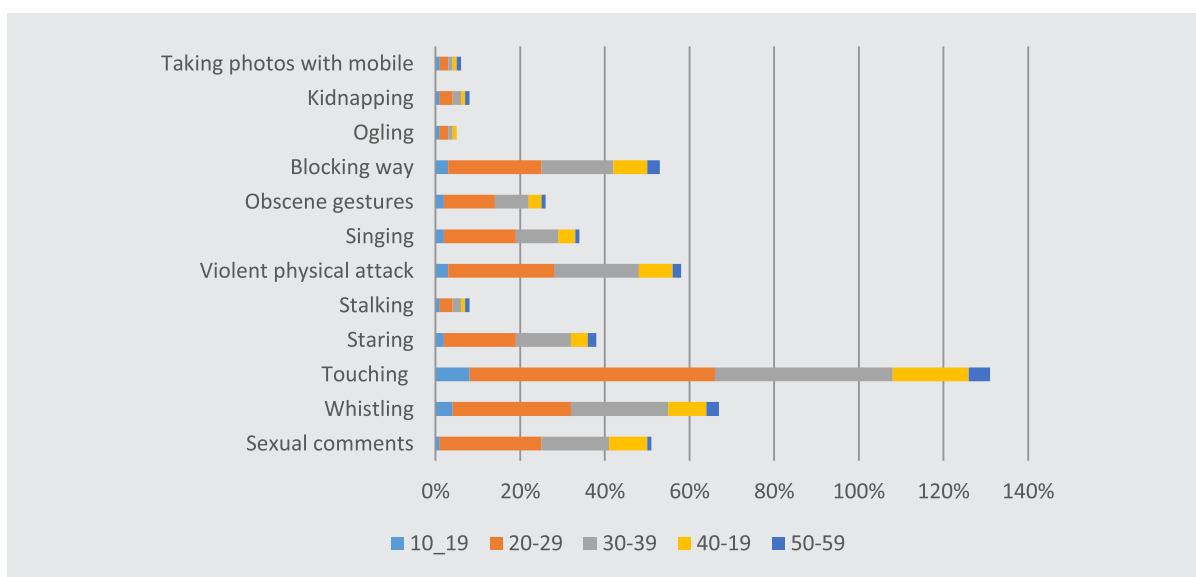


Table 4.3: Types of sexual harassment according to various data sources

Women commuters	Bus drivers/ conductors	Crime data analysis	Key informant interviews	Focus group discussions
Staring	Staring	Physical attack	Whistling	Whistling
Whistling	Whistling	Abusive language	Staring	Staring
Singing	Sexual comments	Sexual comments	Sexual comments	Touching
Touching	Singing	Singing	Singing	Sexual comments

Physical harassment was the most frequently reported crime, i.e. for which an FIR is filed by the police on the complaint of the woman. This suggests that it is only when harassment is physical that incidents are reported, while other forms of harassment go unreported.

4.1.4: Factors leading to harassment at bus stops

Women commuters on both bus services cited over crowdedness as the foremost reason for sexual harassment at bus stops. Other factors cited include poor maintenance and lighting. LTC bus users ranked lighting problems higher than Metro bus users. Interestingly Metro bus commuters considered bus stations well-lit but not necessarily well maintained. Poor maintenance was reported for both LTC (39 percent) and Metro bus (10 percent) stops.

Bus drivers and conductors also noted poor lighting at bus stops leading to higher safety risks for women, especially at LTC bus stops (41 percent) and to a lesser degree at Metro bus stations (15 percent) (see section 4.4.3). Thus, the data shows the importance of ensuring proper lighting at stops.

Another important contributing factor to harassment was the presence of more men than women at the stops.

Table 4.4: Factors leading to sexual harassment at bus stops, by bus service

Factors	Metro			LTC		
	N	%	Rank	N	%	Rank
Overcrowded buses	152	16.8	1	377	41.7	1
More male presence	117	13.0	2	323	35.8	4
Poor maintenance	103	11.4	3	361	40.0	2
Deserted area	101	11.2	4	311	34.4	5
Lack of effective role of police	99	11.0	5	298	33.0	6
Poor lighting	90	10.0	6	352	39.0	3
Poor signage	17	1.9	7	31	3.4	7
Lack of facilities for women with disabilities	10	1.1	8	11	1.2	9
Other	8	0.8	9	20	2.2	8

* N exceeds total number of respondents due to multiple responses. Actual N=903.



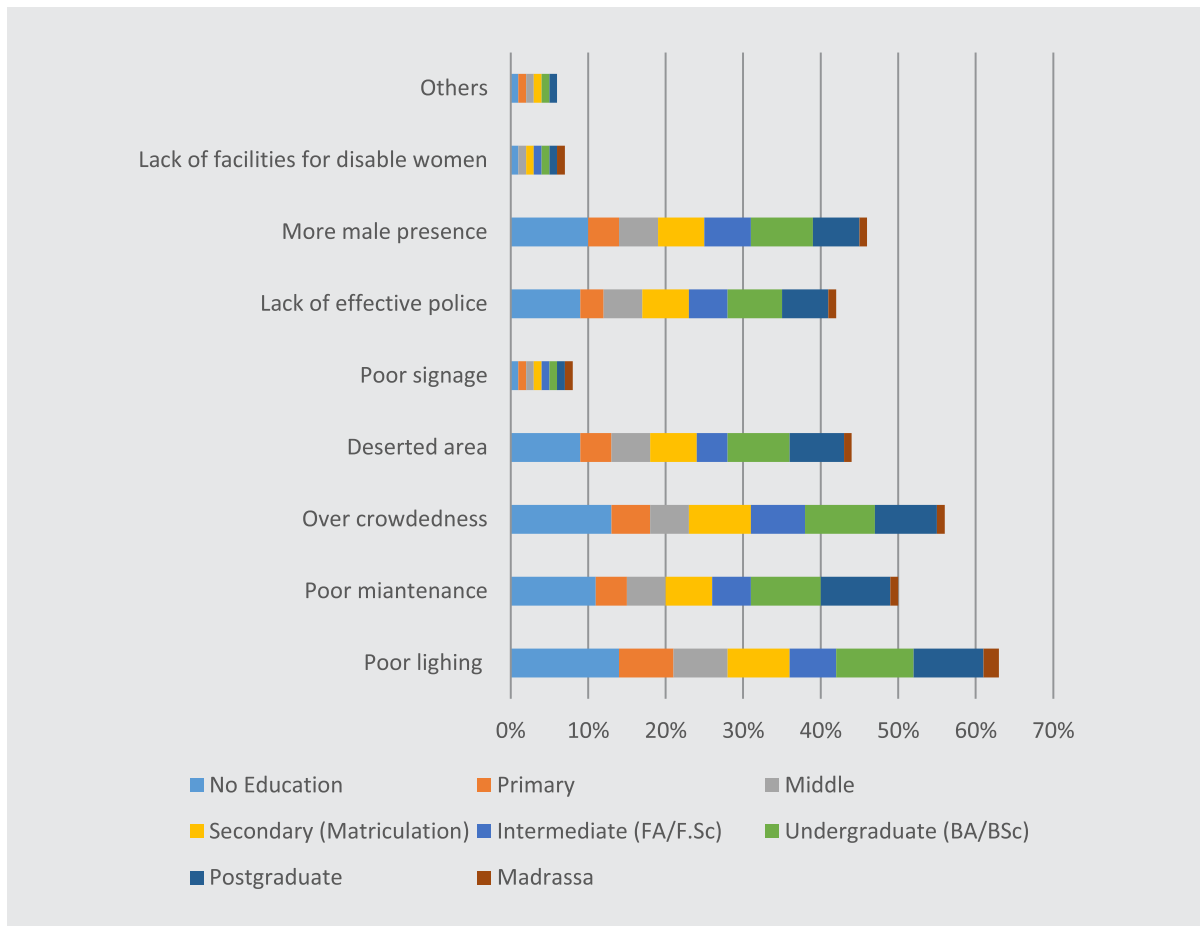
The perceptions of women commuters broadly matched observations from safety walks (see section 4.2) which found Metro bus stations to be well lit and maintained and the LTC bus stops poorly lit and managed. However, women commuters did not consider Metro bus stations well maintained; this may be understood to mean lacking in security and surveillance, while safety walk observers viewed maintenance in terms of cleanliness and shelter.

Metro bus station underpasses often have large numbers of drug addicts who are prominently visible; some women also reported the presence of sex workers. Women commuters reported that this made passage through such areas uncomfortable.

However, respondents' views on overcrowding and the presence of more men at bus stops were similar to the findings from the safety walks.



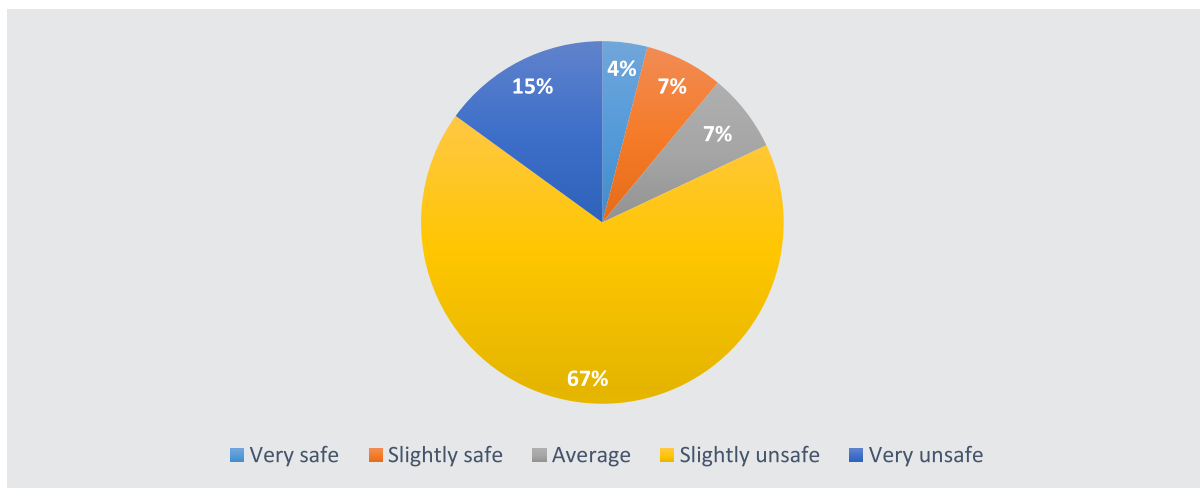
Figure 4.5: Factors leading to sexual harassment at bus stops by educational level



4.1.5: Security at bus stops

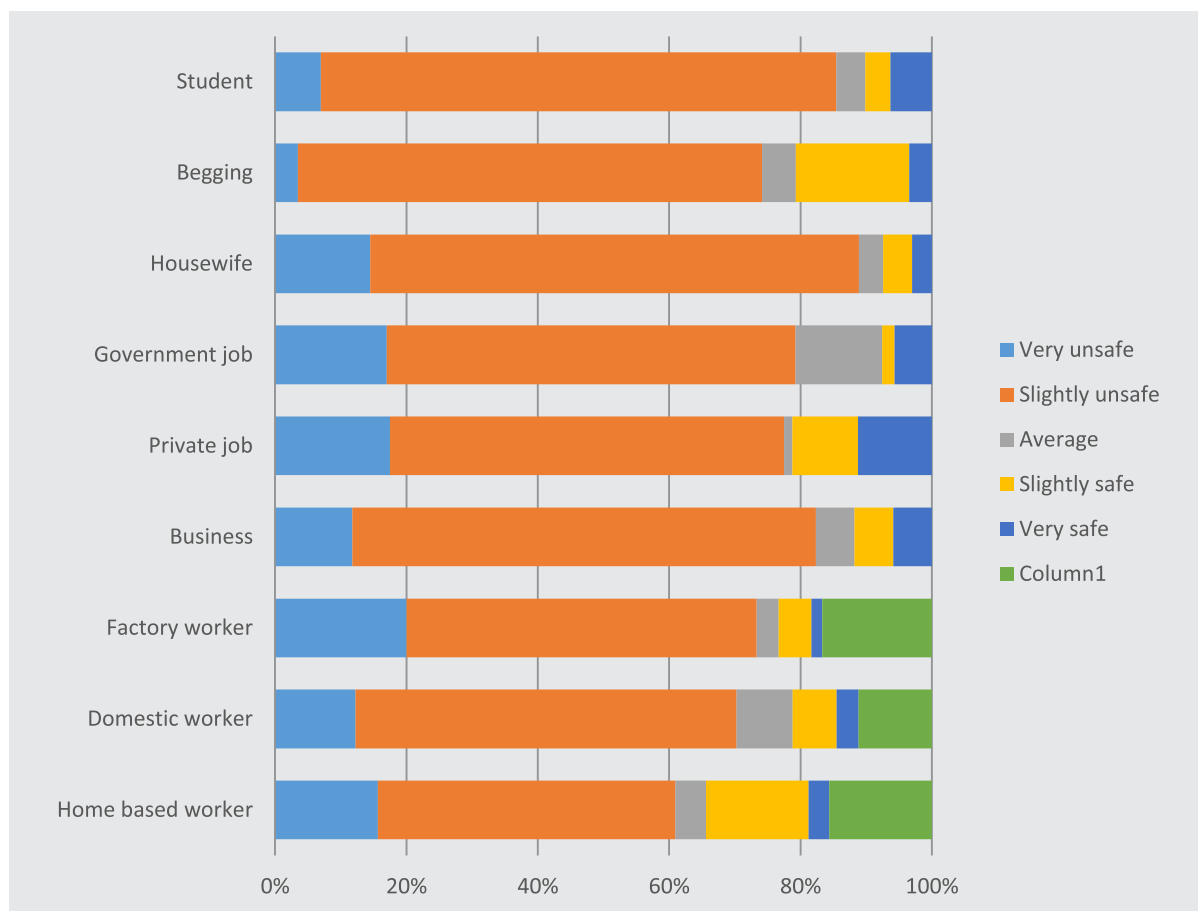
Respondents were asked to indicate how secure they felt at bus stops.

Figure 4.6: Perceptions of security at bus stops



Housewives were most likely to indicate that bus stops were unsafe followed by domestic workers and students. As previously noted, housewives reported the highest level of harassment (section 4.1.2). The data reveals that around 14 percent of women felt very unsafe at bus stops, whilst 70 percent felt slightly unsafe – in total, therefore, 84 percent of respondents felt unsafe to some degree at bus stops. This alarming figure reveals the urgent need to address women's perception of insecurity at bus stops.

Figure 4.7: Perceptions of security at bus stops by occupation



4.1.6: Safety concerns on LTC and Metro buses

About 90 percent of respondents traveling via Metro and LTC buses have faced sexual harassment at least once whilst using these forms of public transport, with no major differences between users of the two services. In other words, regardless of the bus service, the issue of sexual harassment remains the same.

Table 4.5: Sexual harassment experienced by women, by bus service

	Metro		LTC	
	N	%	N	%
Sometimes	159	70.7	477	50.4
Always	42	18.7	135	39.9
Never	24	10.7	66	9.7

4.1.7: Types of sexual harassment on buses

The top three types of sexual harassment faced by women on buses are: staring, passing sexual comments and touching or pushing the body. Women reported facing staring frequently while using public transport. Staring includes constant stares and gazing, and sending unwanted signals by gestures or body language. This type of harassment was reported by 29.5 percent, the highest amongst harassment types. The perpetrators were typically fellow passengers, however vulgar remarks were also made by passers-by on motorbikes or bicycles. Women commuters were aware that such men would not be caught because they were in an open space, such as a road, while the women were in moving buses.

Alarming, physical touching also ranked high as a form of harassment (20.1 percent) – in other words, every fifth woman travelling by bus experiences unwanted touch by men. This is the most severe type of harassment, and generally occurs when male fellow passengers intentionally touch, press and push against women on buses. Physical touching was reported more by women travelling on LTC (62.3 percent) than Metro buses (47.5 percent). Other severe forms of harassment, such as taking photos and mirror flashing were also reported.

Unsurprisingly, women also reported experiencing the types of harassment on buses that were previously noted as common at bus stops – staring, whistling, and singing.

Table 4.6: Perception of women commuters about types of harassment on buses, by bus service

Types	Metro			LTC		
	N	%	Rank	N	%	Rank
Verbal comments	114	80.9	1	324	86.6	2
Staring	109	77.3	2	331	88.5	1
Physical harassment	67	47.5	3	233	62.3	3
Mirror flashing	31	22.0	4	104	27.8	4
Taking photos	31	22.0	4	66	17.6	5
Blocking way	11	7.8	6	29	7.8	6
Violent physical attack	6	4.3	7	17	4.5	7
Other	3	2.1	8	14	3.7	8

* N exceeds total number of respondents due to multiple responses. Actual N=903

4.1.8: Perpetrators of sexual harassment on buses

About 62 percent of respondents stated that they were harassed by fellow passengers. Women commuters stated that male passengers intentionally touched, stared, inappropriately commented, pressed against and pushed women to make them feel uncomfortable and unsafe. Further, as Table 4.7 shows, 31.1 percent of bus conductors and 6.9 percent of bus drivers sexually harassed female passengers, suggesting that female bus conductors might reduce this form of harassment, at least for women passengers. Most complaints of physical touching were against male bus conductors whilst collecting fares, and against fellow passengers whilst getting in and out of the bus. As section 4.4.5 discusses, bus staff did not, by and large, include themselves amongst harassers.

Table 4.7: Women's perceptions of perpetrators

Who is the harasser?	N	%
Fellow passenger	779	62.1%
Bus conductor	390	31.1%
Bus driver	86	6.9%
Total	1,255*	100.0%

* N exceeds total number of respondents due to multiple responses. Actual N=903.

Factors influencing harassment, according to female respondents, include overcrowded buses, less space for women in buses, no separate bus doors for women, etc.

4.1.9: Responses to harassment on buses

The perception survey found that almost half of the women commuters who admitted facing harassment did not react – a response that, unfortunately, encourages offenders and leads to stagnating or even increasing harassment in public spaces. For cultural reasons, women tend to ignore harassment and it is not surprising that women commuters largely choose to stay silent after an incident.

The most frequent reaction was verbal retaliation, and was most often reported by women in the 20–29 and 30–39 year age brackets.

Very few women stated that they had tried to register complaints using helplines; 98 percent were not aware of the helplines available for women's safety. The women perceived registering complaints with the police as a major – and complicated – step.



Table 4.8: Response of women facing harassment

Response	Metro		LTC	
	N	%	N	%
Ignored	150	66.7	451	67.1
Slapped	24	10.7	80	11.9
Asked others for help	21	9.3	99	14.7
Verbal retaliation	90	40.0	227	33.8
Reported to police	5	2.2	21	3.1
Reported on 1122 helpline	0	0.0	6	0.9
Changed route	29	12.9	88	13.1
Reported on LTC helpline	0	0.0	4	0.6
Reported to women's helpline	4	1.8	5	0.7
Changed mode of transportation	11	4.9	12	1.8
Other	1	0.4	1	0.1

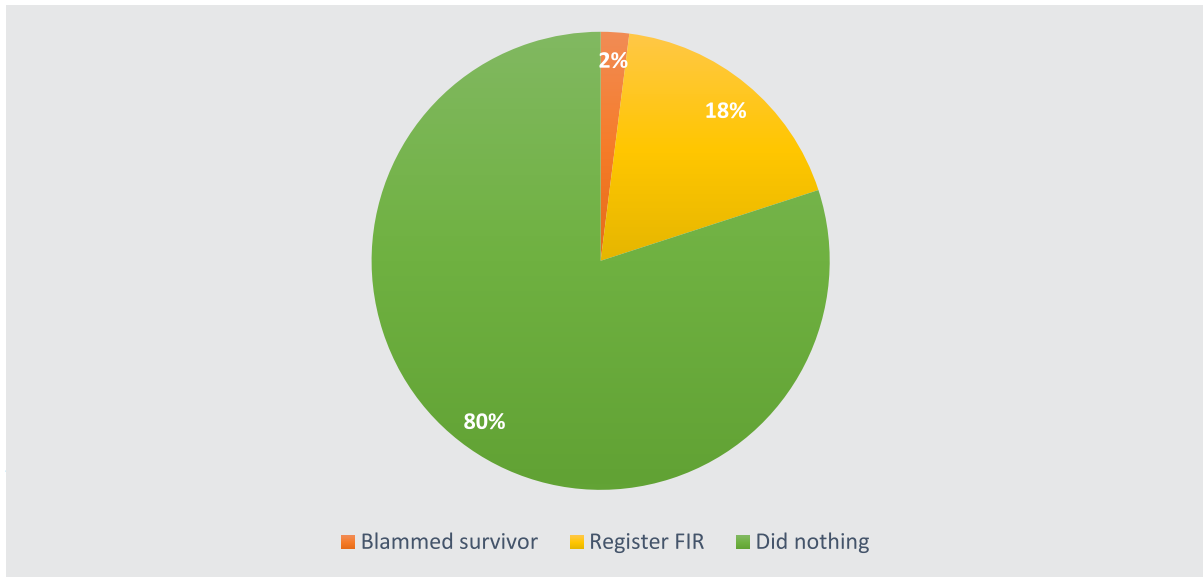
Table 4.9: Response of women facing harassment by age group

Response	10-19		20-29		30-39		40-49		50-59		60+	
	N	%	N	%	N	%	N	%	N	%	N	%
Ignored	30	3.3	250	27.7	197	21.8	84	9.3	29	3.2	11	1.2
Slapped	5	0.6	48	5.3	26	2.9	24	2.7	1	0.1	0	0.0
Asked for help	4	0.4	39	4.3	42	4.7	20	2.2	8	0.9	7	0.8
Verbal retaliation	20	2.2	142	15.7	89	9.9	47	5.2	10	1.1	9	1.0
Reported to police	3	0.3	10	1.1	7	0.8	3	0.3	2	0.2	1	0.1
Reported on 1122	0	0.0	2	0.5	3	.3	1	0.1	0	.00	0	0.0
Changed route	8	0.9	52	5.8	35	3.9	17	1.9	3	0.3	2	0.2
Reported to LTC helpline	0	0.0	3	0.3	1	0.1	0	0.0	0	0.0	0	0.0
Reported to women's helpline	0	0.0	5	0.6	2	0.2	2	0.2	0	0.0	0	0.0
Changed mode of transportation	0	0.0	5	0.6	12	1.3	4	0.4	2	0.2	0	0.0
Other	0	0.0	3	0.3	3	0.3	0	0.0	0	0.0	0	0.0

4.1.10: Police response to harassment complaints

About 95 percent of respondents stated that if they or any of their acquaintances reported an incident of harassment to the police, their complaints were not taken seriously. Only 4 percent stated that the police took action when they made a complaint. Incidents that were reported included purse snatching and physical attacks at bus stops.

Figure 4.8: Police response to harassment complaints



4.1.11: Attitude of bus drivers and conductors

Nearly half of women reported that bus drivers and conductors at Metro bus stations ignored incidents of sexual harassment (indeed, as discussed earlier, many may be perpetrators themselves). Only a quarter of women stated that bus drivers and conductors were helpful when harassment was reported. About 14.3 percent said that LTC bus drivers and conductors were annoyed by reports; the corresponding proportion for Metro bus respondents was 10.2 percent. Some even teased the respondent.

Table 4.10: Attitude of bus drivers and conductors

Behaviour	Metro		LTC	
	N	%	N	%
Ignored	138	61.3	360	53.1
Cooperative	57	25.3	201	29.6
Annoyed	23	10.2	97	14.3
Teasing	5	2.2	17	2.5
Other	2	0.9	3	0.4

When asked how the behaviour of bus drivers and conductors could be made more gender sensitive, three-fourths suggested gender sensitization and awareness campaigns. A quarter suggested surveillance cameras on buses to prevent sexual harassment by bus drivers and conductors themselves.

Table 4.11: Recommendations on making bus drivers and conductors gender sensitive

Suggestions	Metro		LTC		Total	
	N	%	N	%	N	%
Implementation of standard operating procedures (SOPs)	10	4.4	9	1.3	19	2.1
Training and awareness campaigns	167	74.3	480	70.8	647	71.6
Installation of CCTV on buses	47	20.9	187	27.6	234	25.9
Other	1	0.4	2	0.3	3	0.3

4.1.12 Awareness of pro-women laws

More than 93 percent of women commuters were unaware of pro-women laws on sexual harassment; indeed, 98.1 percent were unaware of the Pakistan Penal Code, section 509, which deals with sexual harassment.

There is thus a dire need to raise awareness about laws on sexual harassment in particular, and pro-women laws in general. Women might feel more secure if they are aware of such laws and be able to respond to perpetrators with more confidence. Awareness of these laws must not, however, be limited to women alone; such awareness, and the punishments attached to these laws, may act as a deterrent to men.

Table 4.12: Awareness of pro-women laws

	Metro		LTC		Total	
	N	%	N	%	N	%
Awareness of pro-women laws in Pakistan						
Yes	26	11.6	35	5.2	61	6.8
No	199	88.4	643	94.8	842	93.2
Awareness of section 509 of the Pakistan Penal Code						
Yes	10	4.4	7	1.0	17	1.9
No	215	95.6	671	99.0	886	98.1
Awareness about the Protection Against Harassment of Women at the Workplace Act, 2010						
Yes	22	9.8	26	3.8	48	5.3
No	203	90.2	652	96.2	855	94.7

4.1.13: Towards women-friendly public transport

Women commuters were asked what improvements could be made in order to achieve women-friendly transport. About 83.6 percent of women travelling by Metro bus and 66 percent of those travelling on LTC buses suggested an increase in the space provided to women.

Those traveling on LTC buses were more in favour of female conductors than those using Metro bus. This may be because women travelling on LTC buses reported more incidents of sexual

harassment on the buses. Similarly, the suggestion of separate women's buses found more support amongst LTC commuters than Metro bus users. Respondents also highlighted the need to increase security and surveillance at all bus stops.

Table 4.13: Commuter suggestions on women-friendly public transport

Suggestions	Metro		LTC		Total	
	N	%	N	%	N	%
Increase seats/ space for women	188	83.6	408	60.2	596	66.0
Induction of female bus conductors and drivers	2	0.9	45	6.6	47	5.2
Separate buses for women	6	2.7	35	5.2	41	4.5
Increase awareness about helplines and pro-women laws among women and bus conductors/ drivers	7	3.1	34	5.0	41	4.5
Maintain bus stops	8	3.6	57	8.4	65	7.2
Allocate seats for older/ pregnant women	3	1.3	11	1.6	14	1.6
Increase security and surveillance at bus stops	5	2.2	23	5.2	44	4.9
Install proper signage at bus stops	1	0.4	34	5.0	35	3.9
Timely bus service	1	0.4	19	2.8	20	2.2

4.2: SAFETY WALK EVALUATIONS OF BUS STOPS

The purpose of the safety walk was to evaluate the physical environment of bus stops and their surroundings areas and to identify appropriate and relevant ways to make them safer places for women. Safety walk observers evaluated bus stops at different times of the day, starting from eight in the morning to eight at night.

Observers at Kot Lakhpat and Railway Station LTC bus stops did not find these locations safe. This was because both stops are located in very densely populated areas and experience significant overcrowding. Women commuters also reflected this view. While Naseerabad Metro bus station and RA Bazaar LTC bus stop are marginally larger in area, they were still considered very overcrowded.

4.2.1: Lighting

Well-lit stations means better security for women commuters. The observers found that all three LTC bus stops were not well lit while the Metro bus station, where they felt safer, was well lit. As Table 4.14 shows, poor lighting becomes a greater issue as the day progresses towards night.

Even in busy areas, like Railway Station and RA Bazar, poor lighting makes bus stops unsafe for women. This observation was supported by the finding that women commuters also perceived poor lighting as a major cause of sexual harassment at bus stops (see section 4.1.2).

Table 4.14: Safety walk evaluation of bus stop lighting, by time of day

		Time							
		8:00		12:00		15:00		20:00	
		YES	NO	YES	NO	YES	NO	YES	NO
Railway Station	Is the area well lit?	5	0	0	9	1	7	1	6
	Do you feel safe in this area?	5	0	0	9	2	6	0	7
RA Bazar	Is the area well lit?	5	0	6	0	2	6	1	4
	Do you feel safe in this area?	5	0	4	2	2	4	1	4
Kot Lakhpat	Is the area well lit?	0	5	0	5	1	4	0	6
	Do you feel safe in this area?	5	0	1	4	1	4	0	6
Naseerabad (Metro)	Is the area well lit?	7	0	7	0	8	0	8	0
	Do you feel safe in this area?	7	0	7	0	8	0	8	0



4.2.2: Visibility

Visibility is an important contributing factor to women's safety at bus stops. At two of the LTC bus stops (RA Bazar and Kot Lakhpat), people nearby were able to clearly see a woman standing at the bus stop in the morning and afternoon. However, visibility declined from the afternoon onwards, and by night time almost all observers reported that people nearby could not clearly make out if a woman was standing at the bus stop. The situation at the Railway Station bus stop was not found to be satisfactory. The Metro bus stations by contrast were well lit and people could clearly see if a woman was standing there.

Table 4.15: Visibility of women standing at a bus stop, by time of day

	Time							
	8:00		12:00		15:00		20:00	
	YES	NO	YES	NO	YES	NO	YES	NO
Railway Station	2	6	2	6	3	6	1	7
RA Bazar	6	0	6	0	2	4	1	6
Kot Lakhpat	8	0	7	0	1	6	1	5
Naseerabad (Metro)	8	0	8	0	7	1	8	0

4.2.3: Busy and isolated areas

Almost all observers visiting bus stops at different times reported overcrowding and more men than women. They noted that this increases the chances of sexual harassment against women at bus stops. This is confirmed by the perception survey which identified overcrowding as the foremost factor in unsafe bus stops (LTC 41.7 percent; Metro 16.8 percent). Smaller bus stops that are also overcrowded make it easier for perpetrators to harass women.



The Metro bus stations provide a larger platform space than the LTC bus stops, but were also found to be overcrowded (this was confirmed by bus drivers and conductors: LTC 40 percent; Metro 15 percent). This reflects an immediate need to allocate more space to women at bus stops or build separate sections.

The presence of more males at the bus stops was also mentioned by female commuters as major reason for incidents of sexual harassment.

An area's sociocultural context and the physical structure surrounding a bus stop also contribute to women's safety. For example, if there are shops nearby, women can access help easily. However, densely populated areas make it difficult to walk freely without being harassed. *Paan* and cigarette shops near bus stops attract mainly male customers, making it more difficult for women to pass by; indeed, observers noted markets, shops and kiosks selling *paan* and cigarettes at all bus stops. There were no *paan* shops at the Kot Lakhpat bus stop.

Table 4.16: Bus stop environment, by time of day

		Time							
		8:00		12:00		15:00		20:00	
		YES	NO	YES	NO	YES	NO	YES	NO
Railway Station	Are there a lot of people using this bus stop?	6	3	7	2	7	2	5	3
	Are there more men than women at the bus stop?	6	1	4	3	6	2	6	2
RA Bazar	Are there a lot of people using this bus stop?	6	0	6	0	5	0	5	0
	Are there more men than women at the bus stop?	4	2	6	0	5	0	7	0
Kot Lakhpat	Are there a lot of people using this bus stop?	7	0	6	1	7	0	6	1
	Are there more men than women at the bus stop?	5	1	6	0	6	1	6	0
Naseerabad (Metro)	Are there a lot of people using this bus stop?	7	1	8	0	7	1	8	0
	Are there more men than women at the bus stop?	8	0	8	0	8	0	7	1

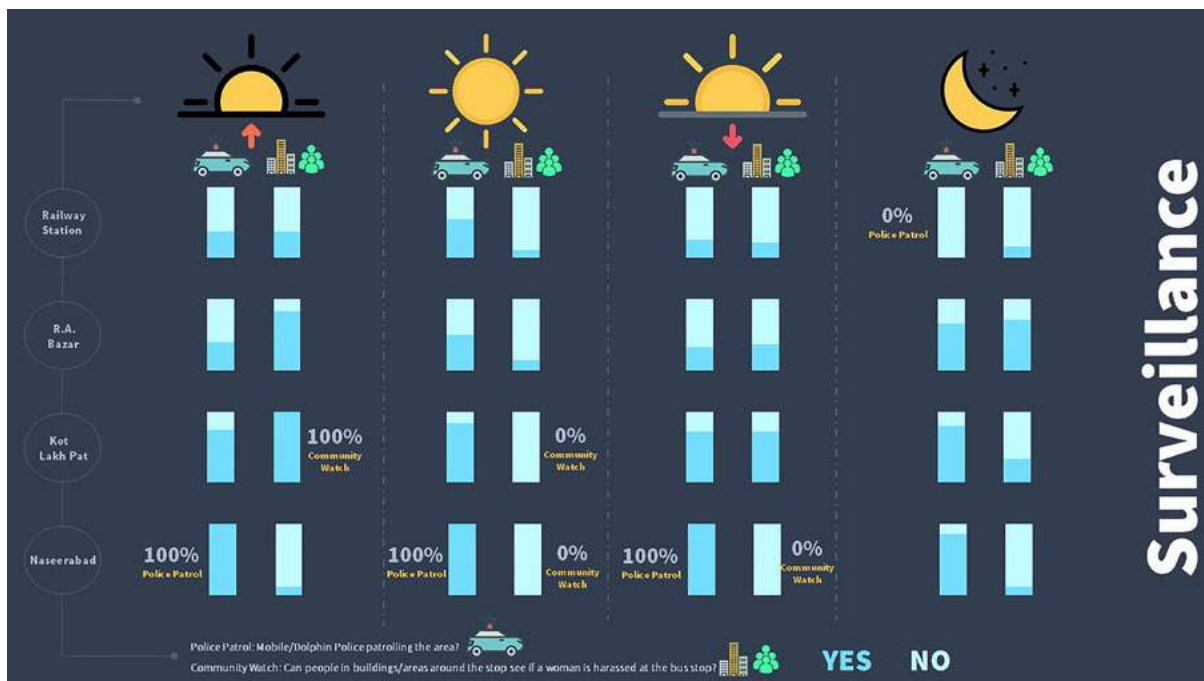
4.2.4: Police presence and visibility from outside

Police presence contributes to women's safety but was found to vary across bus stops and by time of day. At the Railway Station bus stop, mobile police and elite Dolphin Force patrols were observed in the morning and afternoon, but declined in the evening and were almost non-existent at night when they are most needed. At Kot Lakhpat, no patrols were observed. Police patrolling was observed consistently at the Naseerabad Metro bus station; possibly explaining why the highest number of FIRs was registered in this area (see section 4.3).

The visibility of a bus stop from outside affects women's vulnerability. The Railway Station bus stop is surrounded by buildings, reducing visibility. The Kot Lakhpat bus stop was difficult to find at night due to the surrounding buildings. Poor lighting also reduced visibility from outside.

Table 4.17: Police presence and visibility from outside, by time of day

		Time							
		8:00		12:00		15:00		20:00	
		YES	NO	YES	NO	YES	NO	YES	NO
Railway Station	Mobile police/ Dolphin Force patrolling the area?	3	5	5	4	2	6	0	7
	Can people in surrounding buildings/ areas see if a woman is harassed at the bus stop?	3	5	1	8	2	6	1	6
RA Bazar	Mobile police/ Dolphin Force patrolling the area?	2	3	3	4	2	4	4	2
	Can people in surrounding buildings/ areas see if a woman is harassed at the bus stop?	4	1	6	1	5	1	5	1
Kot Lakhpat	Mobile police/ Dolphin Force patrolling the area?	2	6	1	6	1	6	1	5
	Can people in surrounding buildings/ areas see if a woman is harassed at the bus stop?	7	1	6	1	6	1	2	4
Naseerabad (Metro)	Mobile police/ Dolphin Force patrolling the area?	8	0	8	0	8	0	6	1
	Can people in surrounding buildings/ areas see if a woman is harassed at the bus stop?	1	7	0	8	0	8	1	6



4.2.5: Maintenance

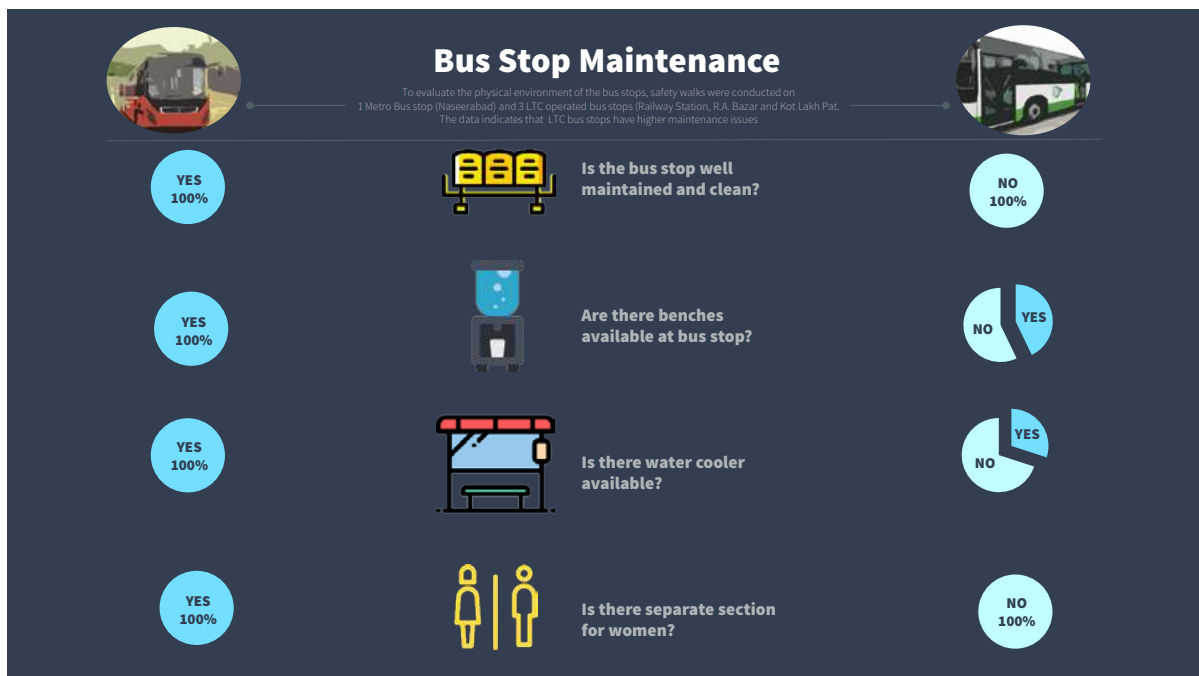
Maintenance of bus stops was not observed at different times of day as it is expected to remain constant over the course of a day.

Only the Naseerabad Metro bus station was found to be well maintained, with clean benches and drinking water facilities for passengers, reflecting the design and newness of the bus service. The Metro bus station had designated permanent staff for maintenance and cleanliness.

Among the LTC bus stops, only the RA Bazar bus stop had benches and drinking water. None of the three was observed to be clean. The women commuters traveling by LTC buses also identified poor maintenance of bus stops as a leading factor for sexual harassment (40 percent – see section 4.1.2) and 20 percent of LTC bus drivers and conductors also mentioned this factor. In the absence of benches and separate waiting areas for women, the chance of sexual harassment rises.

Table 4.18: Maintenance and cleanliness of bus stops

	Stations							
	Railway Station		RA Bazar		Kot Lakhpat		Naseerabad (Metro)	
	YES	NO	YES	NO	YES	NO	YES	NO
Is the bus stop well maintained and clean?	0	9	0	7	0	7	9	0
Are there benches at the bus stop?	0	9	7	0	0	7	9	0
Is there a water cooler available?	0	9	7	0	0	7	9	0
Is there a separate section for women?	0	9	0	7	0	7	0	9



4.2.6: Signage

Signs, including those for assistance or emergency services, add to the convenience and safety of women commuters. At the three LTC bus stops observed, signs for emergency helplines such as Rescue 111, the LTC helpline, women's helpline (1043), police or fire brigade numbers were

not displayed or easily readable. Women commuters also noted poor signage at bus stops in the perception survey. The Naseerabad Metro bus station displayed proper signs (direction boards etc.) and emergency helpline contact numbers.

Observers had diverging views on the graffiti they observed at bus stops, with some considering it racist and/ or sexist and others disagreeing. At RA Bazar and Railway Station there was more agreement that graffiti was not racist or sexist.

Table 4.19: Signage and graffiti

Statements	Stations							
	Railway Station		RA Bazar		Kot Lakhpat		Naseerabad (Metro)	
	YES	NO	YES	NO	YES	NO	YES	NO
Are signs large and easily readable?	0	9	0	7	7	0	9	0
Is there visual information on emergency helplines?	0	9	0	7	0	7	9	0
Are there racist or sexist statements written at bus stops?	2	7	0	7	4	3	4	5
Are there route maps mounted at bus stops?	0	9	0	7	0	7	9	0



4.2.7: Accessibility for persons with disabilities

Neither bus service provided facilities for persons with disabilities, and no wheelchair ramps were available. However, since all bus stops were situated in densely populated areas, alternative modes of transport were available.

Table 4.20: Accessibility for persons with disability at bus stops

	Stations							
	Railway Station		RA Bazar		Kot Lakhpat		Naseerabad (Metro)	
	YES	NO	YES	NO	YES	NO	YES	NO
Is the bus stop easily accessible for people with disabilities?	0	9	0	7	0	7	0	9
Is there a wheelchair ramp?	0	9	0	7	0	7	0	9
Are alternate mode of transport (e.g. rickshaw) easily available?	9	0	7	0	7	0	9	0
Is the bus stop easily accessible for a woman wheelchair user?	0	9	0	7	0	7	0	9



4.2.8: Accommodating women’s specific needs at bus stops

No bus stop, including the newer Metro bus station, was observed to provide space for the specific needs of women with young children and pregnant women. This indicates that women’s specific needs are overlooked by transport planning authorities, reflecting the urgent need to increase awareness of the need for such facilities.

Table 4.21: Accommodating women's specific needs at bus stops

	Stations							
	Railway Station		RA Bazar		Kot Lakhpat		Naseerabad (Metro)	
	YES	NO	YES	NO	YES	NO	YES	NO
Is there a baby changing facility?	0	9	0	7	0	7	0	9
Is there a place for breastfeeding?	0	9	0	7	0	7	0	9
Are there escalators for pregnant women?	0	9	0	7	0	7	0	9



4.2.9: Escape routes

Metro bus stations are covered structures and were observed to lack escape routes in case of an emergency – however, surveillance cameras were installed. LTC bus stops, being open, had escape routes but no surveillance cameras.

Table 4.22: Escape routes at bus stops

	Stations							
	Railway Station		RA Bazar		Kot Lakhpat		Naseerabad (Metro)	
	YES	NO	YES	NO	YES	NO	YES	NO
Is it easy for women to get to a safe place if needed?	9	0	7	0	5	2	0	9
Is there more than one escape route?	0	9	7	0	0	7	0	9



Street Theatre: Dhyan Karo

Street theatre linked to the safety walks was performed on 20 June 2017 at the Kalma Chowk Metro bus station and attended by 75 people (including 50 women). Attendees included students, housewives, women with children, working women and other passengers.

The play used an interactive technique to create awareness of issues related to harassment, gender discrimination and violence against women and girls.

Women participants were encouraged to relate their own experiences. They agreed that if they complained, the authorities did not listen and instead blamed the survivor; drivers and conductors would often suggest that complainants leave the bus and take another form of transport. Knowing this, women and girls kept silent about harassment.

Participants suggested that drinking water and benches should be available at bus stops, with special seating arrangements for ill and disabled women. Men said that they should respect women and avoid harassment.

A young girl said, "The government should run an awareness campaign for behaviour change amongst men, so that women and girls can travel easily and without fear."

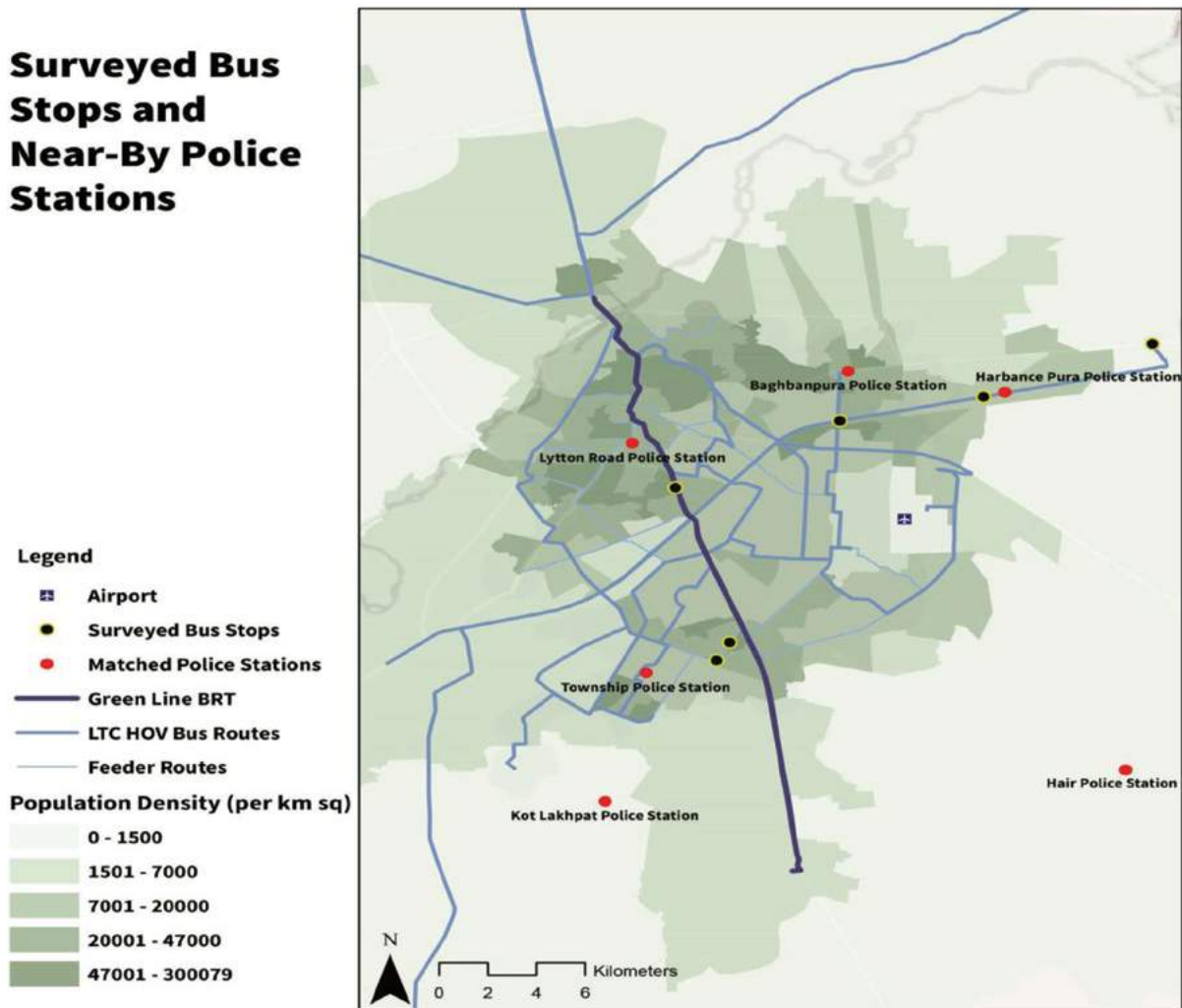
4.3: CRIME DATA ANALYSIS

A data analysis of reported sexual harassment was conducted using FIRs registered and based on data from the PSCA. During the year 2016–2017, a total of 15 FIRs related to sexual harassment in public places were registered in the areas/ bus stops identified in this report.

Table 4.23: Areas where harassment was reported and nearest bus stop

Area	Nearest Bus Stop	FIRs
Kot Lakhpat	Kot Lakhpat	9
Baghanpura	Mughalpura	1
Harbanspura	Harbanspura	1
Township	Peco Road	2
Hair	Jallo Mor	1
Lytton Road	Ichra	1

Surveyed Bus Stops and Near-By Police Stations



Source: Lahore Transport Company



4.3.1: Types of harassment reported

Sexual harassment reported through FIRs was touching, physical attacks, passing sexual comments, stalking and obscene gestures.

In Table 4.24 below, all FIRs registered “touching” in reports of physical harassment; some FIRs also listed other forms of physical harassment.

Table 4.24: Types of sexual harassment reported in FIRs (percentage)

FIRs	Area	TYPES OF SEXUAL HARASSMENT												
		Physical Harassment				Psychological Harassment								
		Touching	Physical attack	Blocking way	Kid napping	Sexual comment	Abusive language	Whistling	Staring	Stalking	Singing	Obscene gestures	Leering	Taking photos
9	Kot Lakhpat	100.0	100.0	66.7	55.5	77.8	100.0	-	11.1	44.4	-	66.7	-	-
1	Baghanpura	100.0	-	100.0	-	100.0	100.0	-	100.0	100.0	-	100.0	-	-
1	Harbanspura	100.0	100.0	-	100.0	100.0	100.0	-	-	-	-	-	-	-
2	Township	100.0	100.0	-	-	100.0	100.0	-	-	100.0	-	100.0	-	-
1	Hair	100.0	100.0	-	-	-	100.0	-	100.0	100.0	-	100.0	-	-
1	Lytton Road	100.0	100.0	100.0	100.0	100.0	-	100.0	100.0	100.0	-	100.0	-	-






Most Perceived Types of Sexual Harassment

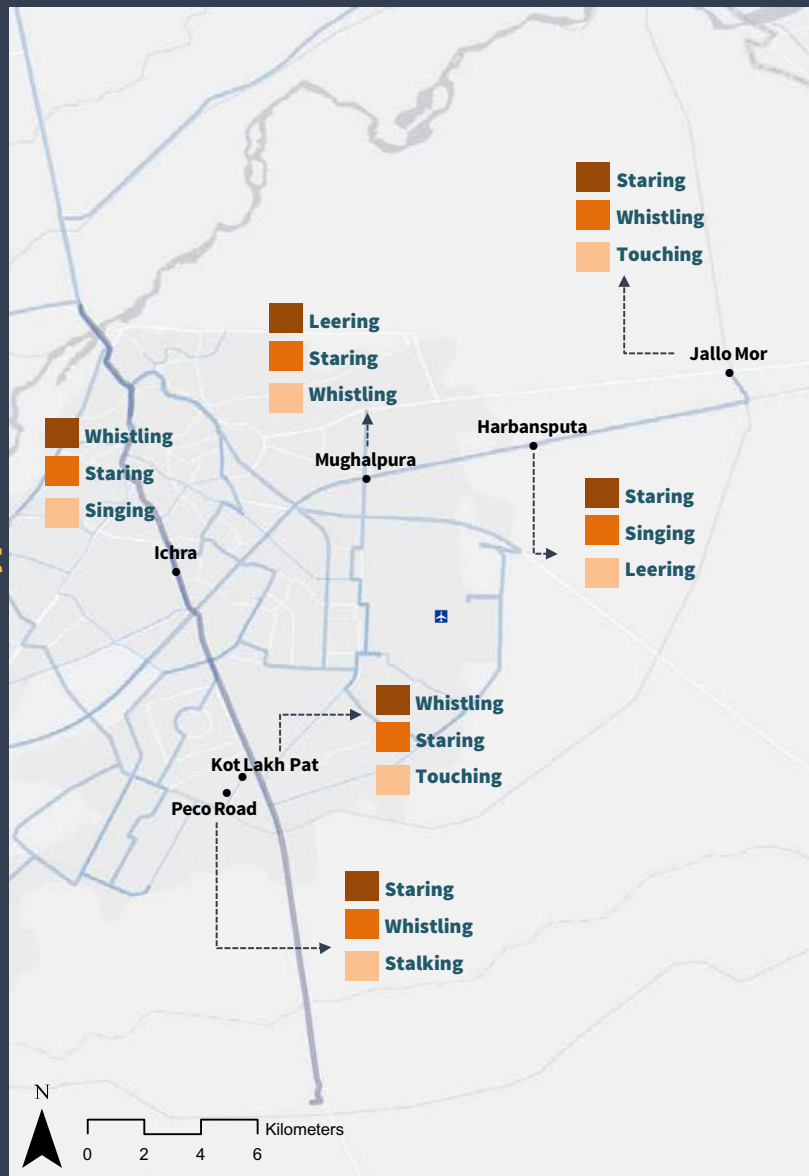
 **Kot Lakh Pat**

 **Jallo Mor**

Stations where all forms of physical harassment were reported by women commuters

Legend

-  Airport
-  Surveyed Bus Stops
-  Green Line BRT
-  LTCHOV Bus Routes
-  Feeder Routes



This map represents how women commuters (surveyed at the bus stops) perceive sexual harassment. Most of the women commuters in the survey reported that they face psychological harassment such as staring, stalking or whistling and thus these cases were not reported to police. The map shows both Metro Bus and LTTC operated bus stops.

Psychological Harassment

Reported by majority of women commuters

Findings from the perception survey

As reported in the perception survey, the forms of sexual harassment most commonly experienced by women commuters at bus stops were touching, whistling, staring, singing songs and leering.

Table 4.25: Perception of women commuters about the types of harassment at bus stops

Bus Stop	TYPES OF SEXUAL HARASSMENT												
	Physical Harassment				Psychological Harassment								
	Touching	Physical attack	Blocking way	Kidnapping	Sexual comment	Abusive language	Whistling	Staring	Stalking	Singing	Obscene gestures	Leering	Taking photos
Kot Lakhpat	69.4	12.2	26.5	6.1	30.6		77.6	77.6	38.8	63.3	34.7	57.1	6.1
Mughalpura	74.4	-	18.6	2.3	23.3		76.7	79.1	51.2	-65.1	34.9	81.4	2.3
Harbanspura	62.5	-	25.0	-	25.0		62.5	87.5	62.5	75.0	37.5	75.0	-
Peco Road	60.0	-	40.6	20.0	40.0		80.0	100	60.0	60.0	20.0	-	20.0
Jallo Mor	70.1	9.1	27.3	5.2	27.3		72.7	75.3	36.4	71.4	37.7	64.9	13.0
Ichra	68.0	-	24.0	-	44.0		92.0	88.0	44.0	88.0	28.0	48.0	42.0

A comparative analysis of the types of sexual harassment reported by women commuters clearly shows that FIRs were registered in cases of the worst types of harassment. Thus, there is an obvious difference in the nature of harassment reported in FIRs and those that were mentioned by women commuters during our research. This may be because bus stops often have many people around and perpetrators do not risk more severe forms of harassment. The severe harassment reported in FIRs (which cover a larger area than a single bus stop) may have occurred in more deserted streets, not at bus stops.



Most Reported Types of Sexual Harassment

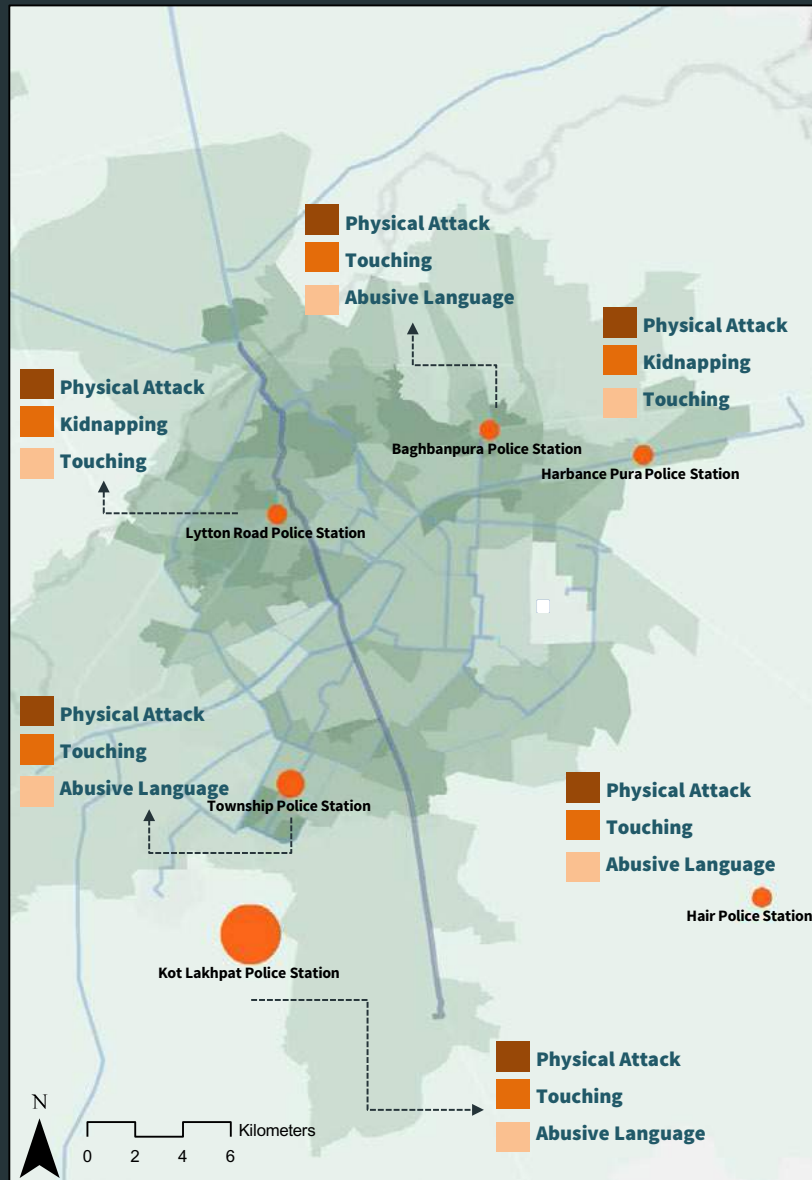
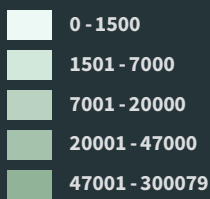
Legend

FIRs Registered Per Police Station



- Green Line BRT
- LTC HOV Bus Routes
- Feeder Routes

Population Density (per km sq)

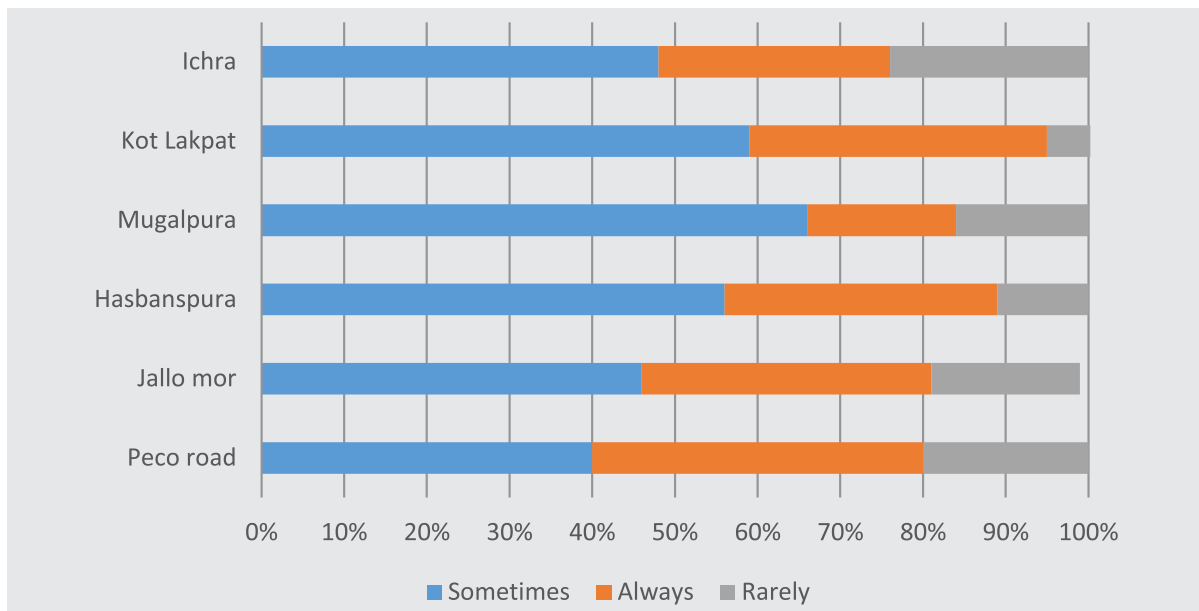


This map represents the intensity of reported crime by each police station. As the map indicates, women mostly reported violent/physical types of harassment such as attack or kidnapping. On the other hand, only few cases reported psychological harassment i.e. stalking, staring etc.

In Kot Lakhpat, where the greatest number of FIRs was registered, types of sexual harassment reported included touching, physical attacks, abusive language and obscene gestures. A high percentage of women commuters in the Kot Lakhpat area also reported touching. Other forms of harassment included whistling, staring, singing, and leering. No commuters reported abusive language but passing sexual remarks and obscene gestures were reported.

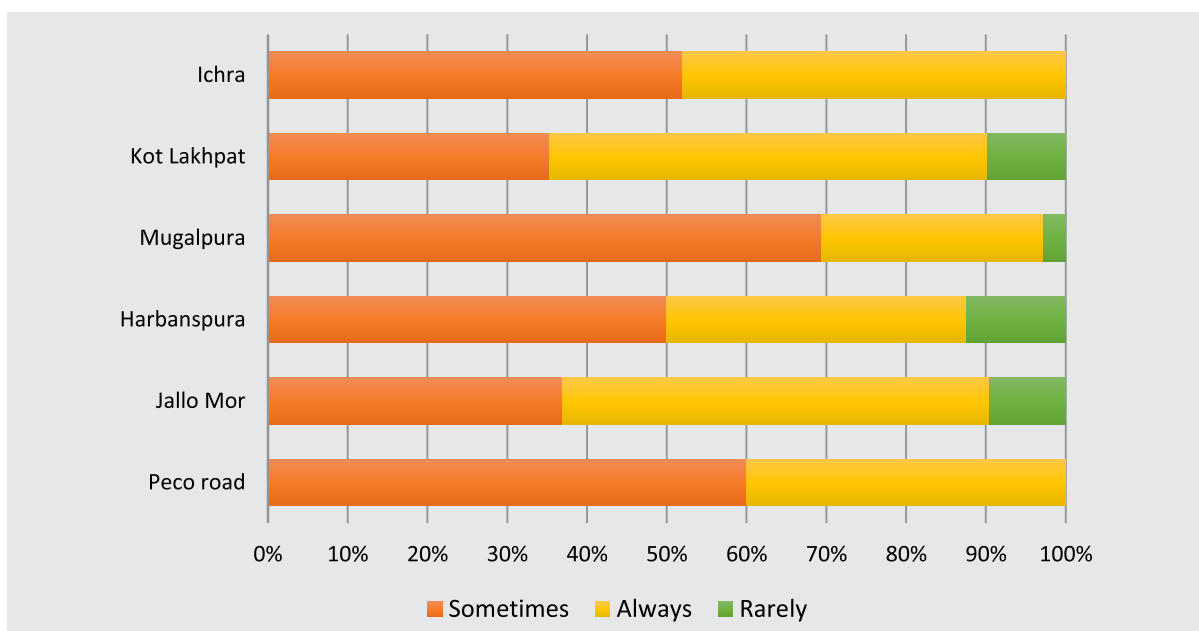
As Figure 4.9 shows, women commuters residing in Mughalpura, Kot Lakhpat and Harbanspura perceived a higher security risk at these bus stops.

Figure 4.9: Perception of women commuters about safety risks at bus stops



The data also clearly shows that women commuters in almost all areas were afraid of facing sexual harassment at bus stops.

Figure 4.10: Perception of women commuters about sexual harassment at bus stops



This analysis is limited to six areas, of which only Kot Lakhpat had as many as nine FIRs available for analysis. Comparing the incidents reported in these FIRs with the perceptions of women commuters in areas like Kot Lakhpat, it is clear that harassment is mainly in the form of touching and passing sexual comments. In the other five areas, at bus stops women faced whistling, staring, singing songs etc., while more severe forms were reported through FIRs in the area more broadly.

4.4: PERCEPTIONS OF BUS STAFF

This section outlines the demographic profile, marital status, age and qualifications of Metro bus and LTC bus drivers and conductors. It describes the kinds of sexual harassment they observed on buses and at bus stops, and their response. A total of 100 bus drivers and conductors were interviewed at bus service centres. Of these, 25 percent were affiliated with the Metro bus service and 75 percent with the LTC.

4.4.1: Demographic profile of bus staff

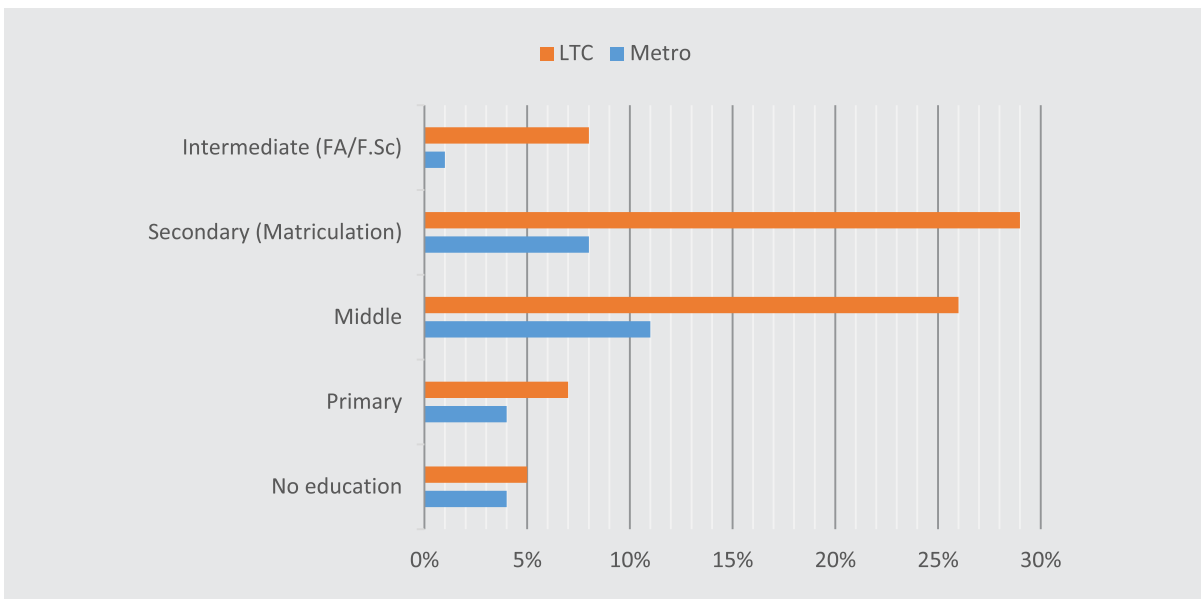
Of the sample, 75 percent of drivers and conductors were married whilst 25 percent were unmarried. About half were aged 30–49 years.

LTC drivers and conductors were found to be educated to higher levels than Metro bus drivers. Women responding to the perception survey were more likely to report harassment by LTC bus drivers and conductors than those travelling by Metro bus.

Table 4.26: Marital status and age of bus staff

	Marital Status		Age group (years)				
	Married	Single	10–19	20–29	30–39	40–49	50–59
Metro	22	3	0	1	6	13	5
LTC	53	22	4	26	17	19	9
Total	75	25	4	27	23	32	14

Figure 4.11: Educational qualifications of bus staff



4.4.2: Bus staff perceptions of types of sexual harassment at bus stops

Drivers and conductors of both bus services believed that whistling, staring and stalking were the most common types of harassment at bus stops, reflecting the views of women commuters.

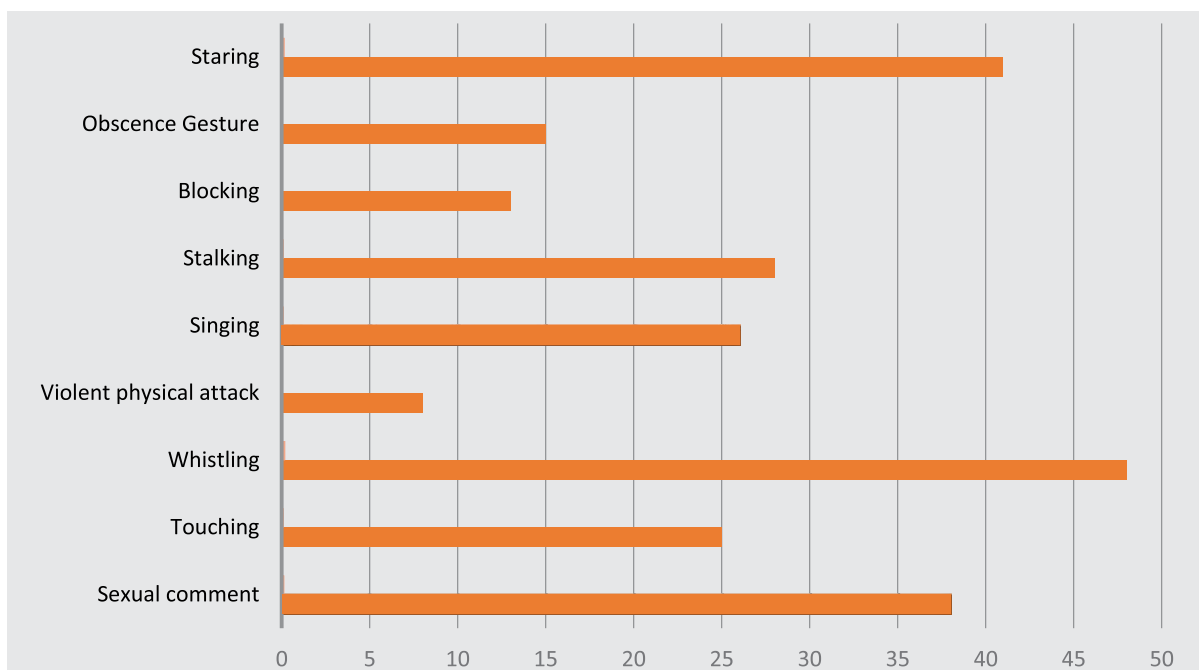
Metro bus staff identified the major types of harassment as including sexual comments, whistling, touching and physical attacks, while LTC staff thought staring, obscene gestures and blocking the way of women commuters were the most significant forms of harassment. Metro bus staff perceived touching and physical attacks to be common issues, while LTC identified touching as more common.

Table 4.27: Bus staff perceptions of types of harassment at bus stops, by bus service

	Metro		Rank	LTC		Rank
	N	%		N	%	
Sexual comments	15	41.7	1	21	58.3	9
Touching	10	40.0	2	15	60.0	8
Whistling	18	37.5	3	30	62.5	6
Violent physical attack	3	37.5	3	5	62.5	6
Singing	9	34.6	5	17	65.4	5
Stalking	9	32.1	6	19	67.9	4
Blocking	4	30.8	7	9	69.2	3
Obscene gesture	4	26.7	8	11	73.3	2
Staring	9	22.0	9	33	78.0	1

*Accumulated responses from 100 respondents

Figure 4.12: Bus staff perceptions of types of sexual harassment at bus stops



4.4.3: Bus staff perceptions of factors leading towards sexual harassment at bus stops

Bus drivers and conductors perceived poor lighting, maintenance and overcrowding as the main contributing factors to sexual harassment. This aligns with women’s views shared in the perception survey (see section 4.1.4).

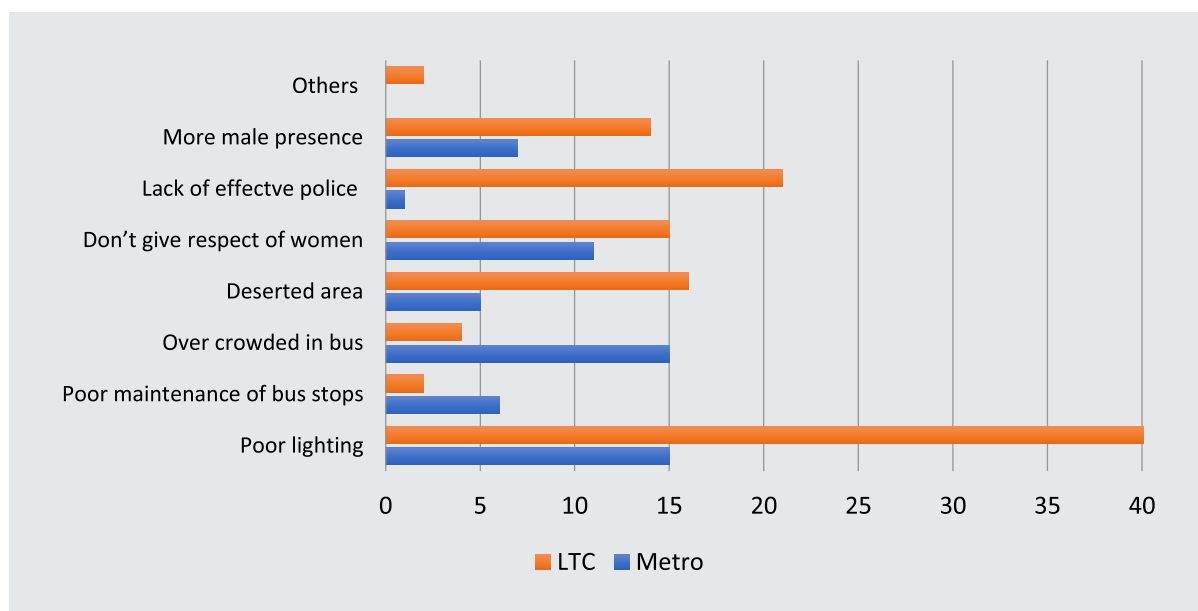
Table 4.28: Bus staff perceptions of factors leading towards sexual harassment at bus stops

	N	%	Rank
Poor lighting at bus stops	40	26.0	1
Overcrowding	37	24.5	2
Poor maintenance of bus stops	28	18.5	3
Behaviour of men towards women	21	13.9	4
Poor security arrangements by police	11	7.3	5
Deserted areas	7	4.6	6
More male-dominated areas	6	4.0	7
Other	1	0.7	8

*Accumulated responses from 100 respondents.

Figure 4.11 shows that poor lighting and overcrowding at bus stops were reported more frequently by LTC drivers and conductors than those with Metro bus. This is not surprising as LTC bus stops are very poorly lit while Metro bus stations are well maintained and lit, perhaps because they are newly constructed. Staff from both bus services held similar views regarding other contributing factors. The same perception was shared by women commuters and validated through the safety walk.

Figure 4.13: Bus staff perceptions of factors leading to harassment, by bus service



4.4.4: Bus staff perceptions of types of sexual harassment on buses

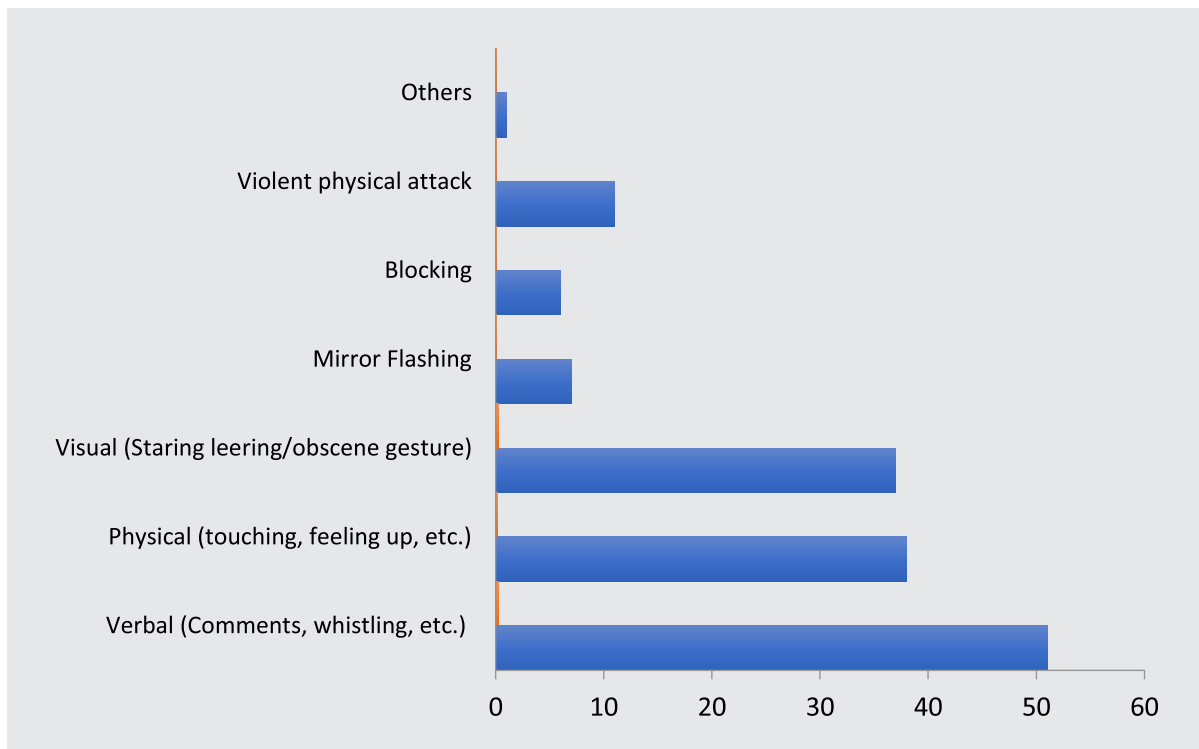
Drivers and conductors from both bus companies identified passing sexual comments, whistling, staring, obscene gestures and touching as the most common forms of harassment on buses, ranking them exactly as women commuters did in the perception study (see section 4.1.7). This suggests that bus staff are aware of the incidents that take place on buses, and it might be expected that they would take a more proactive role in preventing them.

Table 4.29: Bus staff perceptions of types of harassment on buses, by bus service

	Metro		Rank	LTC		Rank
	N	%		N	%	
Verbal (comments, whistling)	16	20.5	1	24	30.8	2
Physical (touching, feeling up)	11	14.1	2	17	21.8	3
Visual (staring, leering, obscene gestures)	9	11.5	3	28	35.9	1
Irritation	8	10.3	4	13	16.7	4
Mirror flashing	3	3.8	5	4	5.1	6
Blocking	3	3.8	5	3	3.8	7
Violent physical attack	1	1.3	7	10	12.8	5
Other	0	0.0	8	1	1.3	8

*Accumulated responses from 100 respondents.

Figure 4.14: Bus staff perceptions of types of harassment on buses





4.4.5: Bus staff perceptions of perpetrators of sexual harassment

Almost all bus staff – 97 percent of LTC bus drivers and conductors and 100 percent of Metro bus drivers and conductors – stated that fellow passengers harassed women. Metro bus staff did not include their own peers in the list of harassers and only a small percentage of LTC staff did so. This contrasts with the finding of the perception survey, whereby women commuters said 31.1 percent of bus conductors and 6.9 percent of bus drivers harassed women.

Table 4.30: Bus staff perceptions of harassers, on buses and at bus stops

Who is the Harasser?	Metro		LTC	
	N	%	N	%
Passenger	25	100	72	97.3
Bus conductor	0	0	2	2.7
Bus driver	0	0	1	1.3
Total	25	100	75	100

4.4.6: Bus staff reaction towards incidents of harassment

A small majority (52.6 percent) of bus drivers and conductors stated that they ignored incidents of harassment against women commuters. This was confirmed by the perception survey which found that the majority of women commuters reported that bus drivers and conductors ignored the incidents, acting as though they had not seen anything. About a quarter of women commuters stated that bus drivers and conductors showed cooperative behaviour when such incidents occurred.

In 17.5 percent of cases, bus staff engaged in verbal retaliation, and in 6.2 percent physical retaliation (e.g. slapping the perpetrator). Very few cases were reported to the police or to helplines by bus

staff. Generally, bus staff stated that they did not consider it part of their job to get involved. "We try to avoid such situations," an LTC conductor stated.

LTC bus staff was significantly less likely to respond to cases of harassment compared to Metro bus staff.

Table 4.31: Bus staff reaction towards incidents of harassment

	Metro		LTC	
	N	%	N	%
Ignored harassment	13	13.4	38	39.2
Slapped the perpetrator	0	0	6	6.2
Asked for help from fellow passengers	8	8.2	20	20.6
Verbally retaliated against the perpetrator	6	6.2	11	11.3
Reported to police	0	0	2	2.1
Reported on LTC helpline 111-582-111	0	0	2	2.1
Other	2	2.1	8	8.2

*Accumulated responses from 100 respondents.

4.4.7: Bus staff perceptions of the role of the police

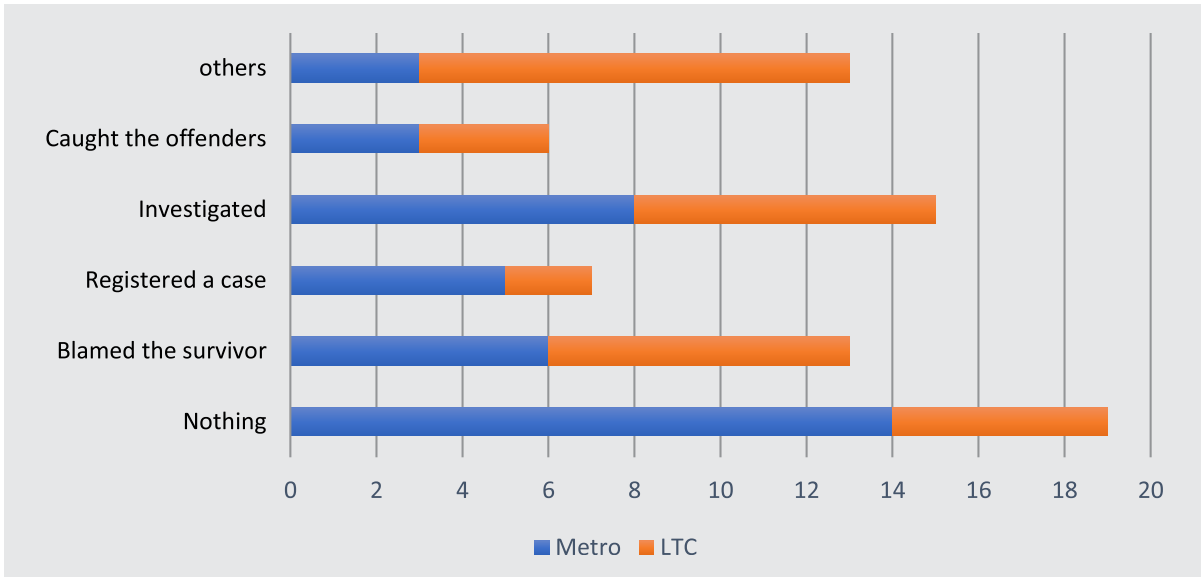
More than half of LTC and Metro bus drivers and conductors believed that the police are not effective in incidents of sexual harassment at bus stops, with LTC bus staff showing particularly high conviction. The respondents expressed concern that the police often blame the survivor for such incidents – a perception shared by women commuters (see section 4.1.10).

Table 4.32: Bus staff perceptions of the role of the police

Role of Police	N	%
Nothing	44	55
Blamed survivor for the incident	9	11.3
Registered a case	4	5
Investigated	10	12.5
Caught the offenders	4	5
Other	9	11.3
Total	80	100

* Responses received from 80 participants.

Figure 4.15: Bus staff perceptions of the role of the police, by bus service



4.4.8: Bus staff suggestions regarding gender sensitization

Half of the respondents (bus drivers and conductors) were of the opinion that they needed training on gender sensitization to help ensure safe travel for women and girls. This was supported in the perception survey: 74 percent of women commuters also strongly recommended the need to provide gender sensitization training to bus drivers and conductors.

Bus staff also recommended awareness campaigns on pro-women laws and helplines, mirroring the recommendations of women commuters responding to the perception survey. The safety walk found that that signage regarding helplines at bus stops is non-existent (see section 4.2.6), and proper signage about bus routes and directions is displayed only at Metro bus stations.

Metro bus staff emphasized the need for cameras in buses, reflecting the recommendation of women commuters. Both groups argued that this would give women commuters more confidence that they are safe and deter potential perpetrators.

Figure 4.16: Bus staff recommendations on enhancing gender sensitization, by bus service

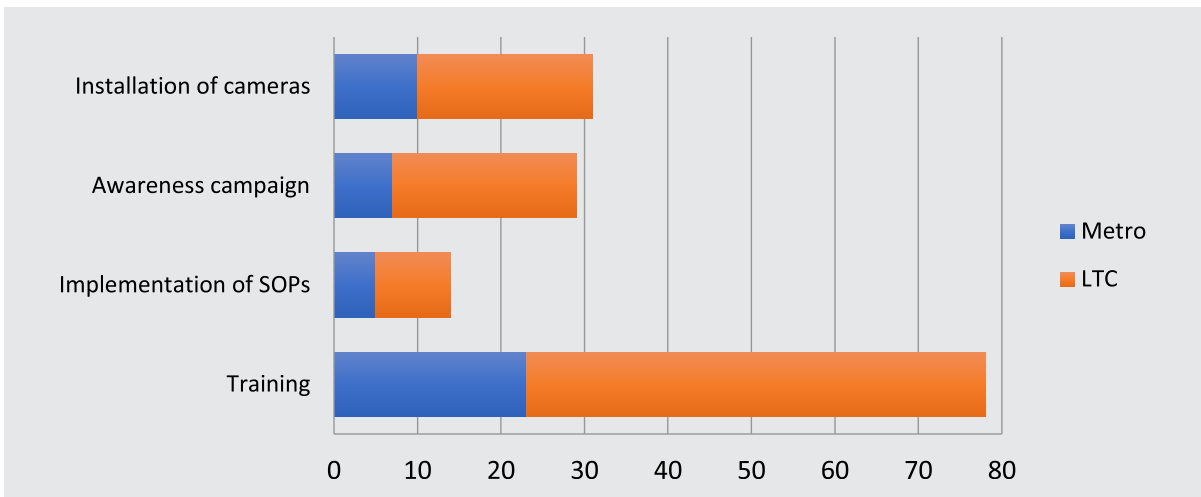


Table 4.33: Bus staff recommendations on enhancing gender sensitization

Gender sensitization	N	%
Training	78	51.30
Implementation of SOPs	14	9.20
Awareness campaigns regarding pro-women laws and helplines	29	19.10
Installation of cameras	31	20.40
Total	152	100

*Accumulated responses from 100 respondents.

4.4.9: Gender trainings attended by bus staff

The majority of LTC and Metro bus staff had attended gender trainings in the past. However, their suggestion to receive further training indicates that they are not satisfied with their previous trainings.

To ensure trainings are effective, it is important for these to be designed in consultation with expert stakeholders and future trainees.

Table 4.34: Bus staff attending gender training

	Metro		LTC	
	N	%	N	%
Yes	18	72.0	47	62.7
No	7	28.0	28	37.3

4.4.10: Bus staff awareness of pro-women laws

The study found that 92 percent of LTC bus drivers and conductors were unaware of pro-women laws whilst 44 percent of Metro bus drivers were unaware of such laws. This shows higher awareness than women commuters, of whom 96 percent were unaware of such laws.

Table 4.35: Bus staff awareness of pro-women laws

	Metro		LTC	
	N	%	N	%
Yes	14	56	06	8
No	11	44	69	92

None of the Metro and LTC bus staff were aware of Section 509 of the Pakistan Penal Code, similar to the lack of awareness amongst women commuters, and indicating the need to enhance awareness of pro-women laws.

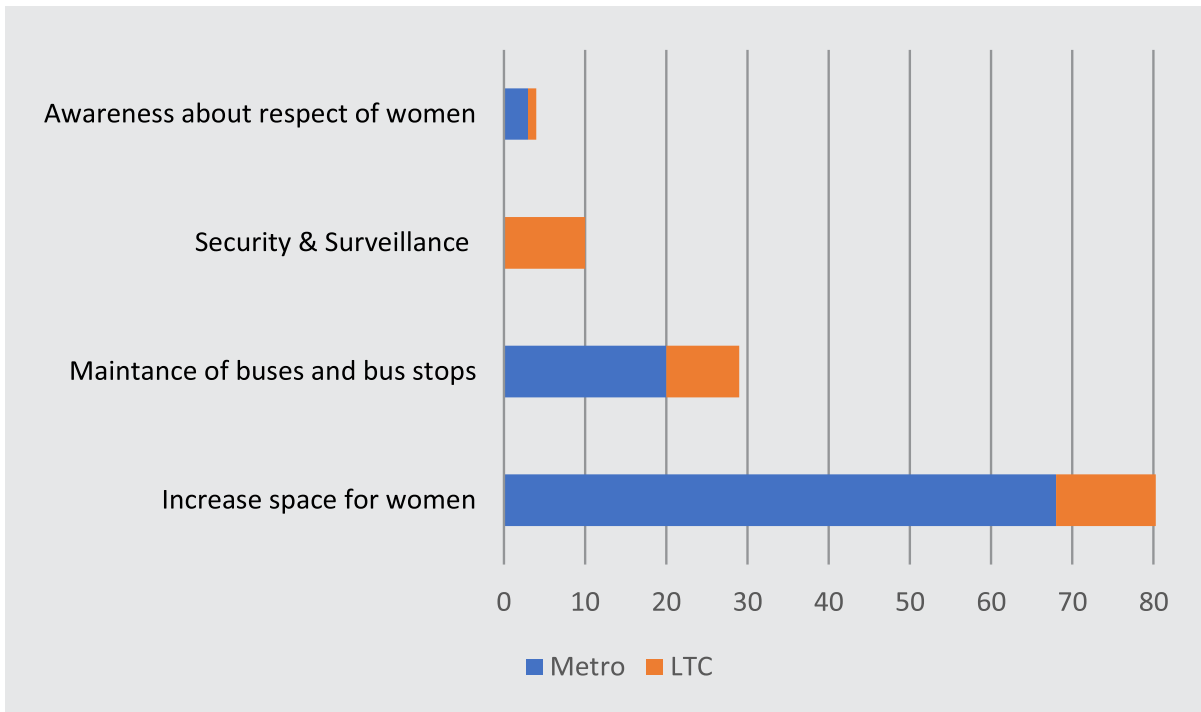
Table 4.36: Bus staff awareness of Pakistan Penal Code Section 509

	Metro		LTC	
	N	%	N	%
Yes	0	0	0	0
No	25	100	75	100

4.4.11: Bus staff perceptions of required facilities for women

About three-fourths of the bus staff respondents from both services suggested that adequate space should be set aside for women in buses as soon as possible. This was also the top suggestion of women commuters (67 percent). The overwhelming support for this proposal amongst both staff and commuters points to the urgent need for its implementation.

Figure 4.17: Bus staff perceptions of required facilities for women



4.5: KEY INFORMANT INTERVIEWS

Key informant interviews provided critical insights from a range of perspectives amongst key stakeholders. These insights were solicited using a questionnaire developed and finalized in consultation with the Steering Committee and intended to elicit opinions on gaps and challenges faced by women and girls and recommendations on rectifying them.

4.5.1: Safety risks on public transport

Informants believed that harassment has increased in recent years due to rapidly changing demographics. A large number of women have joined the workforce, enrolled in higher education

Sense of insecurity at public places force women and girls to stay at home and prevents them from contributing towards economic development. In addition, a “harassed” environment in public transport imposes restrictions on their fundamental right to movement, education and access to other opportunities.
– Bushra Aman, Secretary WDD, Punjab

and in professional institutions. There are also more women engaged in domestic, informal and home-based work. Some have started businesses. For this reason, there is a larger number of women who leave home, contributing to an increase in harassment.

The informants described several problems faced by women commuters. They believed that while sexual harassment and safety issues are rife in public and work spaces in both rural and urban areas, women and girls

in rural areas are more vulnerable. The main issues identified for women using public transport were teasing, staring, touching and catcalling. They noted that girls and women feel threatened by unemployed and “bad-mannered” boys and men who stand at bus stops simply to bother women.

A sense of insecurity in public spaces forces women and girls to stay at home and prevents them from contributing towards economic development. Loud, vulgar music is also played during the journey, which can create a hostile environment for women and girls. Some men also chase women and girls on motorcycles and cars, or try to touch them on the road, at bus stops and on buses. Women and girls feel insecure not only because of fellow passengers, but because they face harassment from bus conductors who also accept and tolerate misbehaviour. This was attributed to a complete absence of gender sensitization for bus service employees, including both drivers and conductors. Informants also expressed concern with the layout of buses, where very little space is allocated for women’s exclusive use. Overcrowding on buses often contributes to harassment.

Informants pointed out that women experience harassment at various stages during travel. The first stage is during the movement from home to the bus stop; the second is whilst waiting at the bus stop, where they feel threatened and unsafe; and the third stage is whilst traveling on the bus, where men often push into spaces allocated to women. Informants concluded that traveling by public buses is a difficult experience for women, and especially for young girls.

4.5.2: Safety issues at bus stops

Harassment faced by women in public is “repulsive behaviour” and should not be accepted. Harassment of women indicates an “eroding of our social value system” where women enjoy limited respect as they step out of their homes.
– Begum Zakia Shahnawaz, Minister for Population Welfare, Punjab

Informants noted that the main safety issues faced by women and girls in bus stops are the non-conducive environment, overcrowded conditions, limited space for women, lack of shade, poor signage, poor lighting and long waiting hours at bus stops where they feel threatened. They also noted that women face harassment due to the presence of drug addicts, lack of self-confidence and the poor security and surveillance at bus stops and on buses. They emphasized that it is the

responsibility of policymakers to introduce measures to reduce public harassment.

4.5.3: Determinants restricting female mobility

Family

Some informants argued that the family is responsible for the difficult situation women find themselves in. The restrictive family environment and the discouragement of women who attempt to raise their voice against harassment contributes to the status quo. Further, dependence on parents, preferential treatment for boys and restrictions on girls' mobility by families make women and girls less confident. With family support, women will gain confidence in themselves and be empowered to speak up against harassment. This will, in turn, help reduce harassment in public spaces.

Girls' mobility is a major barrier in their enrolment in education. Parents are reluctant to enrol their girls in higher education due to uncondusive and unsafe public transport.

– Kausar Hashmi, Representative,
Teachers Association, Lahore

Socioeconomic and cultural factors

Some informants argued that the culture of silence around harassment is a major contributing factor. Patriarchy, social pressure and taboos faced by survivors of abuse create an environment of insecurity and a reluctance to report incidents. Public transport is largely used by members of the middle, lower middle and poorer socioeconomic groups and women and girls from such backgrounds believe that they are not considered a priority by the authorities.

Informants argued that religious leaders also show extreme bias. Some resist women's mobility and threaten them to "stay home", propagating the notion that women who leave their home are of bad character. This falsely justifies perpetrators' actions.

Women routinely face uncomfortable environments whilst travelling, and male passengers who are completely unaware of the harassment occurring around them, and have accepted it as the norm. Poverty, illiteracy, lack of economic resources, and low awareness amongst women about protecting themselves from harassment, also restrict movement and the reporting of harassment.

Media

Some informants blamed the media for increasing levels of harassment, arguing that it plays a negative role in projecting women's safety issues and with regard to women's mobility and harassment. Respondents suggested that information on pro-women laws and policies could be provided through television, street theatre and stage dramas.

Transport authorities

Some informants held the Transport Department and transport companies responsible, including LTC and Metro bus. They argued that there is no planned gender sensitive training for higher management or for drivers and conductors. The lack of an

Patriarchal mind-sets and lack of accountability are main reasons of increasing violence against women at bus stops and within buses.

– Fatima Khan, Chief Minister's Strategic Reforms Unit, Punjab

Awareness should be raised through media campaigns to sensitize citizens on laws related to the protection of women.
– M Asif Sadiq, SSP, Traffic Police, Lahore

easy and accessible complaint mechanism also contributes towards harassment in public spaces. When women and girls complain, they face unprofessional behaviour from bus staff.

It was also noted that transport companies should ensure that the safety and protection of women commuters as a priority, taking immediate action if a complaint is made. Reduction of harassment in public spaces is also the responsibility of WDD and it was recommended that this department should proactively introduce women-friendly initiatives.

Other factors

Informants believed that inadequate security also contributes to the increase in public harassment. They pointed out that women and girls lack trust in law enforcement agencies, which have a reputation for inherent biases against women. These agencies play a limited role in initiating legal action against perpetrators. Lack of capacity and sensitization about the relevant laws in responding to harassment cases are also obstacles. As a result, women and girls are discouraged from reporting incidents. There is also a lack of awareness amongst women and girls about public harassment and the mechanisms available to seek redress.

4.5.4: Impact of sexual harassment on public transport

The key informants said that harassment in public spaces has a “long term and acute impact” on the lives of women and girls. There are cases where girls have reported harassment, only to experience retaliation from the perpetrator through character assassination or even life threatening injuries by way of acid attacks.

Informants stated that they read, heard or saw on television news, reports of harassment incidents. In their individual capacities, some respondents had heard of incidents from women and girls but this was in complete confidence as survivors are reluctant to make the details public. Some had even heard of women being forcibly abducted. In some cases, the informants said, the police, PSCA, PCSW or ombudsperson are provided evidence of such incidents.

4.5.5: Role of public and private institutions in preventing sexual harassment

Transport authorities should inspect bus stops on regular basis and hold public hearings of complaints of harassment by women.
– Rukhsana Kokab, Member, Standing Committee on Transport

Informants emphasized that sexual harassment is a moral, social and legal offence and the responsibility of the government, all individuals and society as a whole: “every citizen is responsible to provide a harassment-free environment to women and girls at home, workplace and public places. We must understand that women are equal citizens and have equal fundamental rights of safety,

choice, mobility and freedom of movement.” It was argued that we need to recognize that this issue is a collective one, and we must work together to change people’s mind-sets.

Informants said that the Transport Department, companies, transport owners and managers

should take affirmative steps to stop harassment, and that the government should enhance gender sensitization among citizens particularly focusing on bus stops and buses. They suggested that the government should establish an effective complaint mechanism and redressal system. They added that improving the physical infrastructure and the attitude of male passengers was essential. Some felt that as heads of the family, it was their responsibility to educate their children, especially boys, on how to treat women and girls.

Experience has shown that transportation and mobility challenges have negative effects on women's personal lives.... At times, these challenges are responsible for the break-up of marriages and family unrest.

—Masood Anwar, Additional Secretary
Transport

The main responsibility for protecting women and girls is on state institutions, including the police, traffic police and upper management of LTC and Metro bus. Law enforcement must be strengthened in order to curb harassment against women. On the other hand, other stakeholders must play their role. These include PSCA, WDD, PCSW, the Education Department, civil society organizations, community based organizations and NGOs. Families, especially parents and men, along with the print, electronic and social media, representatives of local government and parliamentarians must also act to eradicate violence against women in public spaces and on public transport. Some pointed out that academic and other institutions such as CERP, World Bank and JICA have supported research initiatives but these are not focused on harassment faced by women and girls on public transport.

Most informants were unaware of whether gender sensitization for drivers and conductors is available. LTC officials stated that bus drivers and conductors were trained on basic professional road safety issues but not on gender sensitization, protection of women laws, harassment and safety issues for women and girls on public transport. Informants also emphasized that transport policy and traffic planning must be made gender sensitive.

4.5.6: Existing laws, policies and mechanisms for women's safety on public transportation

Through its women's empowerment package, WDD is addressing issues related to harassment of women on public transport. Informants shared that PCSW, police, LTC and Metro bus all have helplines to address harassment.

Informants said that an ombudsperson's office on sexual harassment at the workplace is responsible for addressing these issues. Only three informants remarked that women could register an FIR under the Pakistan Penal Code, Section 509. One informant said that the Punjab Protection of Women against Violence Act should also address women's safety and security on public transport. Most informants said that the Transport Department, police, PCSW and ombudsperson have mechanisms in place and these services should improve accessibility to women complainants.

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.

—Tahir Yousaf, Special Secretary, Higher
Education, Punjab

Women should firmly reject such behaviours.

The Punjab government is committed to protecting women rights.

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

Law enforcement must be strengthened in order to curb harassment against women.

– M Nasir Akbar Khan, Chief Operating Officer, PSCA

In order to curtail incidences of harassment against women at public place, perpetrators must be brought to justice and legal action must be taken against them.

– Maryam Shoaib, Assistant Chief, Planning and Development Department, Punjab

Gender sensitization and legal literacy on women's protection laws must be part of professional and refresher trainings of drivers, conductors and officials of the Transport Department.

– Zahida Sadiq Advocate, Member Lahore High Court Bar Association

4.6: FOCUS GROUP DISCUSSIONS

Three focus group discussions were held, with one cluster comprising women from various backgrounds and age groups, a second comprising transport-related policymakers and decision-makers, and a third comprising civil society representatives (see section 3.2.3).

4.6.1: Women's and girls' fears in public spaces

Discussants in all three clusters agreed that women feel unsafe at bus stops due to the male-dominated environment and crowded spaces. There is a lack of shade and seating arrangements for women and girls, which particularly affects those with special needs. Women and girls often feel threatened due to the long waiting times.

Women and girl discussants mentioned harassment at bus stops by male passengers including touching, following and whistling. They noted the presence of petty criminals at crowded bus stops, including pickpockets, drug

dealers, purse snatchers and addicts, as well as hawkers. Some pointed out that bus stops are used for purposes like begging, drug dealing and prostitution. Some women stated that they did not permit their daughters and children to wait at bus stops, preferring to use rickshaws, Qingqi rickshaws or vans for emergency travel. They gave the specific example of the LTC service on the Kasur route (Clusters 1, 2, 3).

There was felt to be a need for a strong surveillance system at all bus stops. The majority of women said that they had faced sexual harassment from men at bus stops: "...it doesn't matter how you are dressed and how you look... it is enough that you are a woman," said a representative of the MUMKIN Alliance, aged 48 (Cluster 3).

An MPA, aged 46, said that despite her high political office, she feels threatened while travelling in the city. "The major theft I feel is that someone may snatch my handbag or mobile phone, and this feeling constantly makes me insecure." She pointed out that street crimes like bag or mobile snatching happen daily in the city and most victims are female (Clusters 1, 3).

4.6.2: Facilities for women with special needs

Some discussants, especially older women, said that there are no facilities for older persons,

especially for women. They said it is very difficult for them to board LTC and even Metro buses. Transgender discussants noted some of the particular challenges they face and that reflect social attitudes towards this community, including being sent to the male compartment where they are vulnerable to abuse (Cluster 1, 2).

Due to the harassment in public transport, parents are afraid and they don't allow us to continue our regular education. It is very haunting and I feel very insecure as there is no light at the bus stop.
— Factory worker, aged 32

A factory worker told the group that she travels late in the evenings due to her job but feels frightened as there is little street lighting and light at the bus stops. Students and domestic workers agreed that Metro bus stations are better than LTC bus stops.

4.6.3: Perspectives on feeling empowered to travel safely

Almost all participants said that they do not feel safe whilst in transit, particularly in the evenings. Most discussants said that normally they keep silent and do not complain to the police or helplines about harassment because of the biased behaviour of the police. A housewife said "This is a daily problem. You can't make a fuss every day." Women said that the police demand evidence and that they are unable to provide it.

Further discussion revealed that socialization within the home makes women submissive and therefore they remain silent about harassment or violence. "Actually it's our culture which plays an important role in deciding how a society views, perceives, and processes sexual acts as well as sexual violence... a continuum, with transgressive coercion at one end and tolerated coercion on the other," said a representative of a civil society organization, aged 58. Another civil society representative, aged 52, explained: "Women's modesty is attached to family honour and pride. That's why she is mostly not allowed to travel alone and given very limited mobility."

Discussants discussed in detail the patriarchal structures responsible for violence against women. "I believe patriarchy and misogynist behaviour is the root cause of sexual violence against women," said an academic, aged 46. A male civil society discussant, aged 38, added, "Masculine identity is associated with power and authority, and the incidents of sexual harassment involve elements of control, power, domination, and humiliation. The perpetrators of harassment crimes are fearless and they are aware that their position is stronger for the assertion of rights or use of law, at the same time as the fear of sexual violence among women restrict their freedom and occupational opportunities and affect their long-term psychological well-being."

Girls and young women noted that due to sexual harassment on public transport, their parents are afraid and in many instances do not allow them to continue their education. Many families do not permit girls to travel alone.

"Once two boys followed me to my home for several days, noting my timings. I really got scared and shared it with my mother. After that, my mother used to accompany me to and from the bus stop. I feel so annoyed, but can't do anything, this is not fair, and this must change," said a student, aged 19.

Discussants agreed that buses are overcrowded and conductors also touch and push women intentionally instead of giving verbal instructions. Often bus drivers stop the bus for no reason

"If the women's compartment is full, conductors push us to male compartments... they are not concerned about our emotions. And fellow passengers continuously touch our bodies and give vulgar comments.
– Transgender discussant

and use their rear view mirrors to stare and pass comments on women. "They are just unavoidable," said an 18-year-old home-based worker. A male civil society discussant, aged 52, added: "Bus stops are the target areas for youngsters to follow and tease girls. I've personally seen that women don't feel safe at bus stops while waiting for their bus because bikers blow horns to get their attention and make vulgar gestures at them." (Clusters 1, 3).

Bus services are often not available at late hours, and bus drivers and conductors charge extra fares claiming that they have been revised. The additional charge of Rs 5–10 is a significant amount for some women. Despite this, women workers said that they are compelled to use public transport because they cannot afford to go by car or Qingqi rickshaw. "Whenever they like, they charge extra and usually it is said that these receipts are old, now the fare has been revised," said a 22-year-old university student. "Charging extra fare from women is also a type of harassment," said a 28-year-old housewife.

4.6.4: Perpetrators of sexual harassment

All the women emphasized that they face harassment at bus stops by male pedestrians, passing motorcyclists, and male fellow passengers. "I face harassment not just by boys but also by men aged 50 and above in the bus," said a university student, aged 22.

A factory worker, aged 34, said: "I was coming back from my work, when a fellow passenger started staring at me and passed some sexual comments. I ignored him but he kept on staring me. When I step down from the bus, he followed me and near to my house, he just gripped my hand. I got so frightened that I couldn't think of what to do. He touched my body, then ran away. I can still feel his hands on my body." Silence prevailed in the hall when the participant shared this incident. Anger and desperation could be seen on the faces of all the participants.

A man of Allah might help out... once on the bus, one of Allah's people might give me some space....
– Elderly woman discussant, aged 62

Discussants shared that boys take pictures, play inappropriate songs, throw visiting cards or papers with their mobile numbers, and pass inappropriate comments including on the dress and physical appearance of girls at bus stops. Women, especially students, do not feel safe even in separate women's spaces

inside buses as men manage to touch them and stare constantly. "If a woman does ask boys or men to stop the harassment towards other girls, the reply is: it's none of your business, we are not disturbing you," said a housewife, aged 28 (Cluster 1, 3).

Discussants in all three clusters believed that if boys and men are aware of the punishments for sexual harassment, they would never harass women at bus stops and on buses.

4.6.5: Gaps and needs in public transport and public spaces

The gendered needs of marginalized and vulnerable groups in society, including transgender,

LGBT, pregnant women, women with disabilities, the elderly, the sick and women with young children should be considered when planning and designing infrastructure. They face a number of problems on both LTC and Metro buses. The seats are not comfortable or allocated in sufficient numbers.

Women don't make a lot of hue and cry over the harassment they face, that's why it continues.

—Housewife, aged 28

A transgender discussant said that whilst travelling by bus: "I am often harassed by male fellow travellers. If I travel in the women's section, women and girls feel uncomfortable."

During the frequent power cuts, it is more difficult for pregnant, disabled and older women and women with young children to access bus stops. In particular, women said that it is hard to access the Metro bus. Proper facilities, such as separate seating arrangements, shelter from the sun, drinking water and lighting should be available at bus stops.

Women discussants said that there are no women staff inside buses and they hesitate to make complaints to male staff members. Some said that bus drivers and conductors do not take incidents of harassment seriously. Most drivers advise complainants to forget about the matter: "Madam, let it be." Discussants recommended that security alarms and cameras be installed at all bus stops and inside buses.

A police officer, aged 35, said: "Conductors and drivers misbehave with women mostly because there are no proper criteria or qualifications while hiring them and companies just recruit them for having a driving license. Further, there are no trainings given to them on public dealing, particularly with women."

Most discussants were unaware of services such as student bus cards, helplines, or the women's app. Discussants also felt that the token system used on the Metro bus is not user friendly; indeed, some uneducated and older women hesitate to use the service, preferring to travel by LTC buses. "I have heard a 'helpline' has started to help women from harassment. My cousin told me, but I don't know how to contact it," said a home-based worker, aged 32 (Cluster 1, 3). Most participants were unaware of the helpline and its number (Clusters 1, 2, 3). While many women carry smartphones some felt they are not very good at using apps.



On the whole, discussants felt that Metro bus services are more comfortable than the LTC. However, Metro bus stations are no safer for women than the LTC stops. Discussants said that thieving, mobile and bag snatching incidents are actually more frequent on the Metro bus compared to the LTC and other bus services. They added that in many Metro bus stations the surveillance cameras

and elevators are out of order or damaged, benches are missing, and seating space is limited on buses. This causes discomfort to the elderly, sick and pregnant women, as well as those with infants or traveling long distances, especially during rush hour. The air conditioning does not work properly and since windows are sealed shut buses can be airless and hot. The Metro bus stop time and speed are not comfortable for women and girls with disabilities, the elderly, sick and women with infant children. Discussants said that bus stops are dirty and occupied with beggars, for example Ichra and Gulab Devi Hospital stations. The situation of the LTC services is the same.

4.6.6: *Creating a safe environment on public transport*

The government and citizens are equally responsible to improve public transport facilities. "The real tragedy is that no government department is ready to take the responsibility, it's all blame shifting," said a civil society organization representative, aged 37. A female LTC representative, aged 37, said, "Although I agree with the participants highlighting women's harassment issues at bus stops but to make bus stops better and safer for women is not only the responsibility of transport authority or LTC because this is under local government's domain and this is local government's responsibility to construct and maintain bus stops and make them secure for women."

The MPA said: "The government doesn't pay attention to issues which are not in the headlines, the public don't demand public transport facilities, and particularly women haven't highlighted any harassment issues at bus stops or in buses. Sexual harassment or violence is considered as an outcome of a patriarchal society and women generally show a submissive attitude as victims. Thus, government has the habit of sweeping issues under the carpet."

In their defence, government representatives explained that government has purchased new buses and is continuously trying to improve the city's public transport infrastructure. "Change is visible but with very slow pace and eventually all these obstacles will be removed," said a male discussant from local government, aged 32. A discussant from UN Women said, "The situation is alarming and needs attention of the concerned authorities. Listening to different stakeholders at one table reveals that we are aware of the issues, the only thing needed is prioritizing the issues."



Discussants recommended that bus stops and buses should be made women-friendly with proper lighting, comfortable seating arrangements within buses and bus stops, security, surveillance and a complaint mechanism. They added that LTC and Metro bus should hire "civilized" bus drivers and conductors as well as women conductors. Strict monitoring and checking should be carried out in

buses and at bus stops/ stations. Basic safety instructions, SOPs and helpline numbers should be displayed inside buses. Awareness campaigns should also be launched to give knowledge about helplines and the women's app. This information must also be displayed at bus stops and on

buses pictorially and in local languages and the helpline should be active 24/7. Finally, they recommended that the Metro bus token system should be made simpler (Clusters 1, 2, 3).

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

— Woman, aged 25.

Discussants suggested that the distance between bus stops should be reduced and the number of bus stops increased. Seats should be equally allocated to men and women in all bus services. Special arrangements for disabled persons to travel on public transport should be prioritized. Designation of spaces for women and girls at bus stops must be designed.

As far as planning is concerned, discussants argued that the traffic department should develop gender sensitized traffic plans keeping in view women's and girls' safety. Strong coordination among various departments, such as the Transport Department, Local Bodies Department, police, policymakers and legislators must be developed. An integrated monitoring plan should also be designed and followed.

Police representatives suggested that security cameras should be installed so as to cover the entire bus stop. "Local governments of the city should also be involved in the efforts for women's safety in the city. It must be a combined effort," said a male traffic police officer, aged 48. Some discussants suggested that local government should form Women Protection Committees in their respective Union Councils and link these committees with law enforcement agencies. This would help provide accessible protection to women. The majority of discussants stressed the need for proper implementation of policies and laws which protect women instead of new legislation. Another commonly agreed upon suggestion was to create mass awareness among the public about helplines for women's protection. (Clusters 1, 2, 3).

It was felt that gender sensitization awareness campaigns should be initiated. Media campaigns should be introduced to sensitize the general public about the issues women face while travelling on public transport, about the laws against harassment, and about the roles and responsibilities of law enforcement agencies.



A representative of PSCA, aged 26, suggested that social media can also be utilized for spreading messages and changing mind-sets. "Women's issues, particularly harassment against them in public transport, can be addressed very effectively through social media," she said.



CHAPTER 5

SUMMARY OF SAFETY AUDIT 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

- The Transport Department does not have sex-disaggregated data on public transport. This is not just a technical concern, it means that there is no way to identify patterns in how women use public transport.
- There is an urgent need to collect sex-disaggregated data for policy analysis and improvements in the design, planning and provision of infrastructure and services in public transport.

Better use of technology to curtail harassment

- About 69.8 percent of the women and girls surveyed who were traveling by Metro bus did not possess travel cards. Reasons include the fact that women do not know how to use travel cards. Women stated that they were afraid of using technology, including fears that the card may get stuck in the machine causing them to miss their bus, hidden charges, etc.
- Hence, the authorities should make this service more women-friendly and provide – and constantly reinforce – simple instructions on how to use the card.

Safety concerns at bus stops

- Almost all sources find that bus stops are not safe or women-friendly spaces. Due to their modern design, Metro bus stations are closed and covered which were found to be less risky than LTC bus stops but also received criticism for being unsafe places for women. For example, there were no escape routes available.
- About 82 percent of women commuters have faced harassment at bus stops. The percentage of women facing harassment at LTC bus stops (79.9 percent) is much higher than at Metro bus stations (56.4 percent).
- An alarming proportion of women, 12 percent, feel the threat of abduction or physical attack at LTC bus stops.
- Young women are the most likely to face sexual harassment. The youngest age group (20–29 years) faced the most harassment at bus stops.
- Housewives are the most vulnerable to experiencing harassment at bus stops, followed by domestic workers, students and working women. Housewives report a larger number of harassment incidents and express greater vulnerability perhaps due to their limited

experience with commuting and not knowing fellow female passengers. Domestic workers are marginalized, which adds to their level of vulnerability. Students typically belong to the age group that is most likely to face harassment in public spaces including public transport.

- Staring, stalking, obscene gesturing, whistling, passing sexual comments and touching are the most common forms of sexual harassment faced by women at bus stops.
- Physical attacks are an unfortunate reality for many women commuters, and are brought out particularly in the crime data analysis. This may be because less severe forms of harassment are ignored by women and girls (as suggested by focus group discussions) or dealt with on their own or by informing the bus driver. It is perhaps only in very serious cases that FIRs are registered against the accused.
- The main factors that contribute towards sexual harassment at LTC bus stops are overcrowding, poor maintenance, poor lighting and a higher proportion of men. At Metro bus stations the contributing factors are overcrowded bus stations, a higher proportion of men and lack of security and surveillance.
- The Railway Station and, especially, Kot Lakhpat LTC bus stops are found to be the most unsafe for women of those studied. The crime data analysis validates this finding as the greatest number of FIRs registered were in the Kot Lakhpat area. Women commuters also reported a high rate of sexual harassment at this bus stop. Safety walk observations found poor lighting, poor maintenance, and almost no signage or directions at this bus stop. Mobile police patrolling is very limited during the day and especially in the evening and at night.
- 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.
- Despite the presence of staff at Metro bus stations, women report regular incidents of sexual harassment. Metro bus staff, such as sweepers and ticketing staff, etc., are present on each platform at all times, which discourages inappropriate advances by men towards women at stations and buses. There are also cameras installed at Metro bus stations, which is another safeguard for women from sexual harassment. Nevertheless, this study shows that women travelling on Metro bus report sexual harassment in significant numbers. Finally, Metro bus stations are not consistent and the facilities vary from area to area.

Sexual harassment on buses

- About 90 percent of women commuters on LTC and Metro buses have experienced sexual harassment on the bus.
- The major types of harassment are inappropriate comments, staring and physical touching and pushing. Women commuters, bus drivers and conductors, key informants and focus group discussants agree that these types of sexual harassment are frequently experienced by women traveling on buses.

- Physical touch is a very common form of sexual harassment reported by almost all the women commuters. Where possible, many women avoided using public transport after such incidents.
- There is lack of monitoring of buses, including of gender segregated seating and the number of passengers on the bus.
- 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.

Who is the harasser?

- About 62 percent women commuters say that fellow passengers are the harassers. All Metro bus drivers and 97 percent of LTC bus staff agree that women are harassed in buses by fellow male passengers.
- Women commuters also report harassment by bus conductors, in which touching and pushing the body is the most common. Bus staff do not report harassment by their peers.
- Women also face harassment from male passers-by, particularly men and boys on motorcycles who pass inappropriate remarks and make inappropriate gestures. This is confirmed by both qualitative and quantitative data.

Women's response to sexual harassment

- The majority of women are not aware of helplines, mobile apps or other services for reporting sexual harassment.
- Cultural barriers are the main reason women do not report harassment.
- Patriarchal structures and notions of "honour" attached to women's sexuality prevent them from reacting to sexual harassment. In interviews, key informants mentioned family, sociocultural attitudes towards women and the role of the media as the main factors for women's lack of response to sexual harassment.
- The discriminatory roles defined for women lead to limitations on their mobility imposed by families and discourage them from reporting harassment. In focus group discussions, participants noted that personal safety issues also restrict women from responding to harassment. Women and girls stated that showing a reaction to harassment or informing their families could lead to further restrictions on their mobility.

Awareness of pro-women laws and helplines

- About 98 percent of women commuters have not heard of helplines for women established by the government.
- Additionally, 94.8 percent of women and girls are not aware of pro-women legislation on sexual harassment while almost 99 percent are unaware of Pakistan Penal Code Section 509.

- About 92 percent of LTC bus staff have no knowledge of pro-women laws and almost all bus staff from the two services are unaware of Pakistan Penal Code Section 509.
- None of the bus staff have used the helpline service. While LTC staff are aware of the LTC helpline, when asked, most did not know the number.

The role of the police

- About 95 percent of women commuters and bus staff agree with key informants and focus group discussants that the police do not play their role as they should in addressing harassment.

Special needs of women

- Even the newly established Metro bus stations fail to cater to women's special needs, including the needs of women with disabilities, the elderly, pregnant women and women with infant children. Most elevators are out of order or damaged, or simply not functioning due to power cuts. Women embarking on long journeys and during rush hour feel particularly uncomfortable accessing bus stops. No separate seating arrangements are available at LTC bus stops or Metro bus stations. There are no special arrangements for breastfeeding or changing babies.
- Transgender passengers say that bus staff humiliate them and do not understand the needs of the transgender population. Staff force transgender passengers into bus compartments regardless of whether it is intended for men or women. Male passengers pass inappropriate sexual comments and touch them.



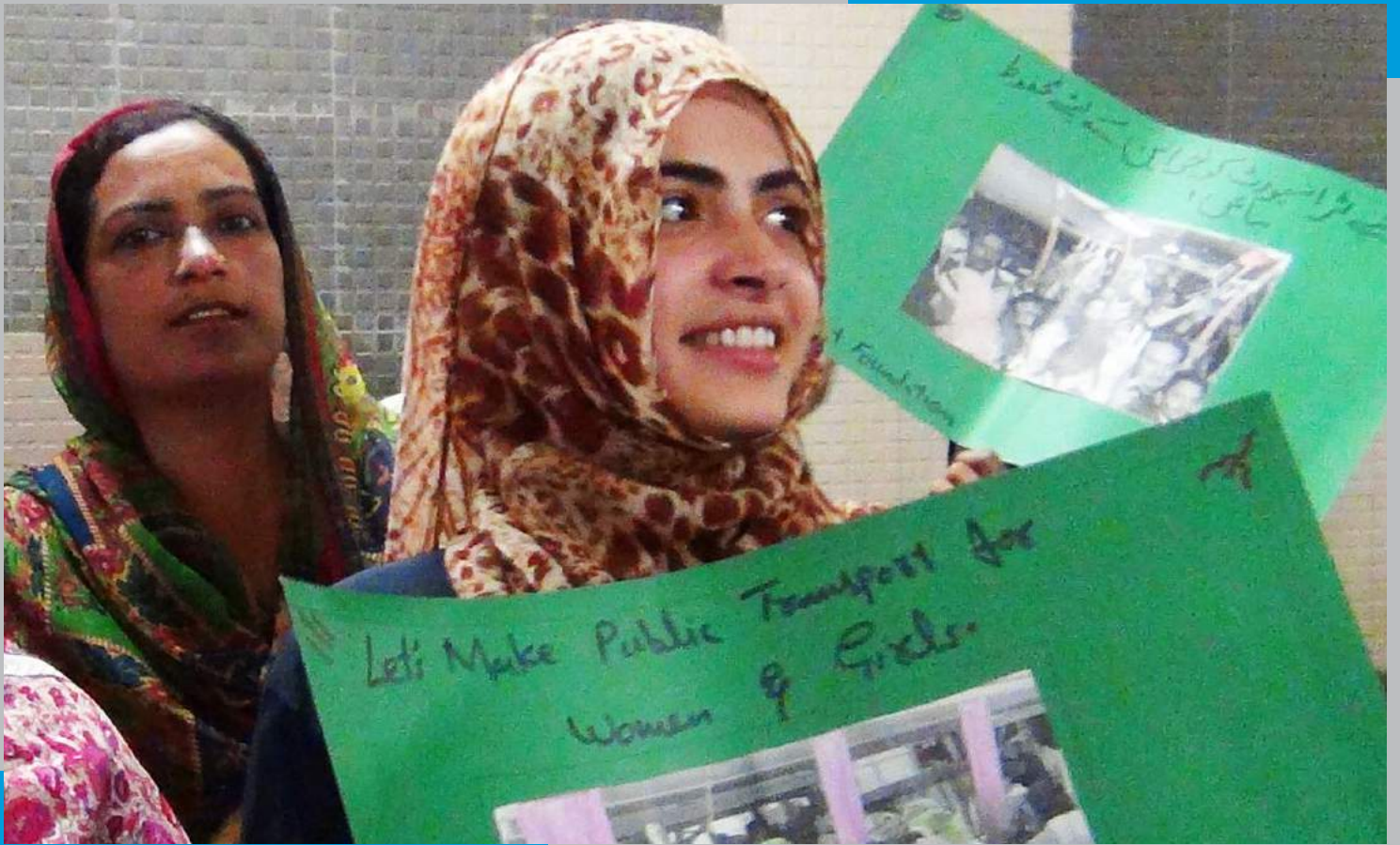
Attitude of bus staff

- Half of women commuters say that bus drivers and conductors show ignore sexual harassment on buses.
- LTC and Metro bus drivers and conductors emphasized the need for trainings on gender sensitization, safety, pro-women laws and harassment issues. This is a positive sign as it suggests that bus staff recognize that sexual harassment occurs and needs to be controlled.

Maintenance, signage and surveillance

- LTC stations are very poorly maintained, with poor lighting, missing benches, no drinking water, no dustbins, dirty overhead shades, etc.
- LTC bus stops completely lack signs and directions. Even route maps and direction boards are absent.
- Surveillance cameras are not installed at LTC bus stops.
- Women commuters report a high level of security risks both at bus stops and on buses. The Punjab Mass Transit Authority Act 2015 mandates the provision of security arrangements to bus passengers, but primary data shows that this mandate is not implemented.
- The Metro bus has a code of conduct but it is not implemented. Women commuters report harassment both at Metro bus stations and on buses. Women commuters and safety walks both show that no seating preference is maintained by bus staff on Metro buses.





CHAPTER 6

RECOMMENDATIONS

There is an urgent need to address issues surrounding women's safety, outside the home, at bus stops and traveling on buses. Serious efforts are needed at the provincial level to combat women's safety issues in public transport.

1. Collect sex-disaggregated data.

- There is a dire need to collect sex-disaggregated data to effectively analyse and address the issues faced by women using public transport.

2. Make infrastructure and the integrated transport network women-friendly.

- The construction of bus stops should be reviewed from a gender perspective to ensure that infrastructure is sensitive to women's and girls' safety concerns.
- The number of bus stops should be increased.
- The Metro bus travel card system should be made simple and woman-friendly. Special assistance and basic instructions should be provided to women and girls.
- The number of seats allocated to women should be increased on all bus services.
- During rush hour, the number of buses should be increased so that women can travel safely and comfortably, without overcrowding.
- The Transport Department should plan and design an integrated transport network for LTC and Metro bus routes, adopting a gender perspective and emphasizing the safety and security of women and girls.

3. Consider the gendered needs of marginalized groups.

- Specific groups should be accommodated when designing bus stop infrastructure, including special seats for the elderly, sick, persons with disabilities, pregnant women and women with young children. Groups such as transgender individuals should also be accommodated.

4. Prioritize safety and security at bus stops and on buses.

- Security alarms and cameras should be installed at bus stops and on buses.
- Women bus conductors should be inducted for women's sections on buses.
- Emergency-only phones should be set up at or near bus stops so that women can make complaints.
- Mobile police and Dolphin Force officials should be deployed near bus stops, particularly in the evening and at night.

- Women traffic wardens should be appointed at larger bus stops, particularly during rush hour.
- The mandate of the Punjab Mass Transit Authority regarding “the provision of safety and security arrangements” for the Metro bus service should be clarified. It should be taken into account to formulate a comprehensive mechanism dealing with security issues facing women and girls.

5. 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, and policymakers and legislators. This will help in understanding and prioritizing the steps to be taken in realizing the gender action plan.

6. Strengthen accountability through improved monitoring, tracking and surveillance systems.

- Accountability through monitoring, tracking and surveillance systems should be strengthened especially for LTC.
- There should be regular monitoring, analysis and follow up action for complaints received by helplines (LTC/ Metro/ PCSW).
- There is a need to engage elected local government representatives in urban and rural areas to monitor missing facilities at bus stops that lead to further harassment of women and girls.
- Women's Protection Committees should be formed to monitor harassment in public spaces. Women councillors may play active role in this regard.

7. 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, children, disabled persons and transgender individuals. Training should focus on recognizing and eliminating biased behaviour towards harassment.
- A special emphasis must be placed on dealing with transgender persons and their needs respectfully. This is particularly important because transgender people are not only marginalized because of their gender identity but because they belong to the poorest economic group.

8. Prioritize gender sensitization and training for the police in dealing with cases of sexual harassment in public spaces.

- Law enforcement agencies are responsible for providing safety to all citizens, particularly the most vulnerable.

9. Develop social, cultural, and behaviour 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 behaviour.

10. Increase mass awareness on issues and facilities related to government transport services.

- Regular announcements on Pakistan Penal Code Section 509 should be introduced targeting both LTC and Metro bus users.
- 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. This will improve awareness, build public trust and confidence in the services offered by the government.
- 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.
- Positive media engagement may be a useful tool in raising public awareness.
- 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

11. Ensure gender friendly maintenance of bus stops.

- Bus stop maintenance should be a top priority for the Transport Department, LTC and Metro bus.
- Proper facilities at bus stops should be available and maintained. This includes adequate seating arrangements, lights, ramps, lavatories, dustbins and drinking water facilities.
- Prominent signage, including route maps, should be displayed at bus stops and on buses, in both Urdu and English.

- Cleanliness and maintenance of public lavatories should be the responsibility of the LTC and Metro bus management companies.

12. Display and implement the code of conduct.

- The code of conduct should be displayed prominently in Urdu at Metro bus stations and on buses.
- The authorities should take strict action to implement the code of conduct.

ANNEXES

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Annex 2: Terms of reference for Steering Committee

Annex 3: Toolkit

Annex 3.1: Women's perceptions questionnaire (English)

Annex 3.2: Women's perceptions questionnaire (Urdu)

Annex 3.3: Route maps

Annex 3.4: Key informant interview questionnaire

Annex 3.5: List of key informants

Annex 3.6: Discussion points for focus groups

Annex 3.7: Women's safety walk checklist and report card

Annex 3.8: Women's safety walk participants

Annex 4: Data tables

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ANNEX 1: PROJECT BRIEF

In support of the Government of Pakistan's gender policies, Aurat Publication Information Service Foundation (Aurat Foundation), is implementing a project titled "Women Safety Audit in Public Transport in Lahore", co-led by the Women's Development Department, Punjab and UN Women, in collaboration with the Punjab Commission on the Status of Women, Chief Minister's Strategic Reform Unit, and the Punjab Safe City Project.

While the incidence of violence is reported to be highest in Punjab (with an increase of 12.4 percent in 2016),¹ there is no data on women's perceptions of safety and the harassment they experience on public transport. Studies on women's mobility show that social norms against women coming into close contact with unrelated men, and the discomfort, social stigma, and fear of harassment when they do so, limits women's movement and their use of public transport. The government has attempted to address women's concerns by introducing separate sections in buses and running women-only buses. However, challenges remain for women's safety and comfort on public transport.

In order to collect data on the safety concerns facing women and girls on public transport in Lahore, as well as factors that pose threats and may lead to increased violence against women and girls, a safety audit will be conducted in selected bus stops and metro stations.

The programme aims at advancing women's human rights and empowerment with the objective of achieving real behavioural change and contributing to a productive gender debate in Pakistan. Within this overall objective, as per the given guidelines and terms of reference, the study will work on three smaller objectives:

- Collect and compile an evidence base of data, inputs, suggestions and recommendations on women's and girls' mobility to eliminate barriers and increase safety and security for women and girls using public transport in Lahore.
- Provide policy advocacy recommendations and evidence-based actions with regard to gaps in services to help the authorities improve the public transport infrastructure so that there is timely and proper response to, and prevention of, violence against women and girls.
- Introduce to the relevant authorities the importance of creating space for the participation of women and girls in public transport policymaking and programme design.

The findings and recommendations from the safety audit will be used to develop policy briefs to inform provincial policies and strategies for strengthening services to prevent and respond to violence and harassment facing women in public transport.

¹ Punjab Commission on the Status of Women, Gender Parity Report 2017.

ANNEX 2: TERMS OF REFERENCE FOR STEERING COMMITTEE

A Steering Committee has been designated to act as an advisor and steer the Women's Safety Audit. Its TORs are:

- The main role is to provide broad policy guidelines to the Women's Safety Audit, align with government's gender commitments and provide guidelines for ongoing cooperation with UN Women.
- Provide guidance, technical input and oversight of the process, i.e, development and finalization of toolkits for the research study, review of first draft and final draft of the study, inputs to the surveys, safety walks, focused group discussions and key informant interviews, etc.

ANNEX 3: TOOLKIT

Annex 3.1: Women's perceptions questionnaire (English)

Women's perceptions about public transport (LTC & Metro)

Date of Interview _____ Time _____

Bus Stop: Metro LTC

Location of Interview (settled area of metropolitan city/Urban/Slums/Kachi abadi/crowded areas) _____

(Tick the area or write the location name)

Interviewer (name & signature): _____

Personal Information (interviewer should tick the appropriate box or write where unnecessary)

Name of interviewee (Optional) _____

Status: Single Married Widow Divorce Age: 10-19 20-29 30-39 40-49 50-59 60+ Education: Illiterate Primary Middle Metric F.A B.A Post-graduation Madrasa Other _____Category: Transgender Women with children Physical health: Pregnant Person with disability Nature of disability: Respiratory Osteoporosis Sight Hearing Speech Physical Mental Multiple disability Employment group: HBW DW FW Business Private Govt. job *(Pls write the specific profession)* _____Purpose of using public transport: Residence Work Study Shopping Visiting Family Social gathering Others: _____Do you have travelling card: Yes No Family income level: Less than 10,000 10,000 - 20,000 20,000- 30,000 30,000 -40,000 40,000 - 50,000 Above 50,000

5. **Frequency of travelling on public transport?**Daily (5-7 days in a week) Often (1-4 times in a week) Sometimes Rarely (once a month) Very rarely

others: _____

6. **At what time you mostly travel by public transport?**Morning Afternoon Evening Night 7. **Which bus service you prefer to travel?**LTC Metro Private bus/wagon 8. **Give reason for preferring the above mode of transportation**9. **Have you faced any kind of sexual harassment, while traveling by bus?**Sometime Always Never 10. **If yes, which kind of sexual harassment have you faced when traveling by bus?**Verbal (comments, whistling, etc.) Physical (touching, feeling up, etc.) Visual (staring/ leering/ obscene gesture) Mirror flashing Taking photos Violent physical attack Blocking way

Others: _____

11. **How often have you faced such incidents while traveling by bus in the past year?**Once 2 to 4 times 4 - 6 times Many Times 12. **Who do you think is/are mostly the harasser?**Fellow passengers Bus conductors Bus drivers 13. **What was your reaction when you felt harassed?**Ignore Slapped the perpetrator Ask for help Verbally retaliate the perpetrator Reported to police Reported on 1122 App Changed route Reported on LTC helpline 111-582-111 Ask for help Reported to women's helpline 1043 Changed mode of transportation

Others: _____

14. Have you seen any other women/girl sexually harassed in front of you?

Yes No Never

15. If yes, which kind of sexual harassment did she face?

Verbal (comments, whistling, etc.) Physical (touching, feeling up & etc.)
 Visual (staring/ leering/ obscene gesture) Taking photos with mobile
 Violent physical attack Blocking way
 Flashing Others: _____

16. Did you take any action for that women/girl?

Sometime Always Never

17. If yes, what type of action?

Retaliate the perpetrator Asked travellers for help
 Report to police Report on 1122 helpline
 LTC Helpline 111-582-111 Report on Women's helpline 1043
 Others: _____

18. When you reported this incident to the police, what was their response?

Nothing Blamed me for the incident
 Registered Investigated
 They caught the offender others: _____

19. What was the behaviour of bus driver and conductor towards your action taken?

Ignored Cooperative Annoyed Teasing
 Others: _____

20. In your opinion how the behaviour of bus drivers and conductors be made more gender sensitive towards women, children, transgender and disabled women?

Trainings Implementation of SOPs Awareness campaign
 Installation of camera Others: _____

21. Are you aware of the pro-women laws on sexual harassment passed in Pakistan recently?

Yes No

عورت فاؤنڈیشن، محکمہ ترقی خواتین اور یو این ویمن کے مالی تعاون سے لاہور ٹرانسپورٹ کمپنی اور میٹرو بس سروس میں سفر کے دوران خواتین کو ہراساں کرنا، جنسی ہراساںی اور تشدد جیسے مسائل سے متعلق بس میں سفر کرنے والی خواتین سے تجاویز جمع کر رہے ہیں تاکہ پبلک ٹرانسپورٹ میں ان تجاویز کی روشنی میں بہتری لائی جاسکے اور خواتین کے لئے محفوظ سفر کو یقینی بنایا جاسکے۔

لاہور ٹرانسپورٹ کمپنی اور میٹرو بس سروس سے متعلق خواتین کے تاثرات

تاریخ انٹرویو _____

وقت _____

بس سٹاپ _____ میٹرو 1 _____

اےیل ٹی سی 2 _____

انٹرویو کی جگہ (شہری 1 / کچی آبادی 2 / گنجان علاقہ 3) _____

انٹرویو لینے والے کا نام اور دستخط _____

ذاتی کوائف (انٹرویو لینے والا متعلقہ خانے میں نشان لگائے یا جہاں ضروری ہو دیگر میں تحریر کرے)

انٹرویو دینے والے کا نام (اگر وہ بتانا مناسب سمجھے) _____

ازدواجی حیثیت: کنواری 1 _____ شادی شدہ 2 _____ بیوہ 3 _____ مطلقہ 4 _____

عمر: 110-19 _____ 220-29 _____ 330-39 _____ 440-49 _____ 550-59 _____ 660+ _____

تعلیمی معیار: اُن پڑھ 1 _____ پرائمری 2 _____ مڈل 3 _____ میٹرک 4 _____ ایف اے 5 _____

بی اے 6 _____ پوسٹ گریجویٹ 7 _____ مدرسہ 8 _____ دیگر 9 _____

کیٹیگری: خواجہ سرا 1 _____ عورت 2 _____

جسمانی صحت: حاملہ 1 _____ جسمانی معذوری 2 _____

معذوری کی قسم: سانس کی تکلیف 1 _____ ہڈیوں کی تکلیف (osteoporosis) _____ کم نظر آنا 3 _____

کم سنائی دینا 4 _____ بولنے میں رکلا ہٹ / ہکلا پن 5 _____ جسمانی 6 _____

ڈہنی 7 _____ ایک سے زیادہ معذوری 8 _____

پیشہ: گھر مزدور 1 _____ گھر بیو ملازم 2 _____ فیکٹری ورکر 3 _____ ذاتی کاروبار 4 _____

غیر سرکاری ملازم 5 _____ سرکاری ملازم 6 _____ گھر بیو خاتون 7 _____ دیگر 8 _____

عوامی ذرائع آمدورفت استعمال کرنے کا مقصد: گھر جانے کے لئے 1 _____ کام پر جانے کے لئے 2 _____ سکول و کالج کے لئے 3 _____

خرید و فروخت 4 _____ رشہ داروں کو ملنا 5 _____ سماجی میل جول 6 _____

دیگر 7 _____

- کیا آپ کے پاس سفری کارڈ موجود ہے؟ ہاں 1 نہیں 2
- خاندان کی آمدنی: 10000 سے کم 1 10000 سے 20000 (2) 20000 سے 30000 (3) 30000 سے 40000 (4) 40000 سے 50000 (5) 50000 سے زائد (6)
- 1- کیا آپ بس سٹاپ پر خود کو غیر محفوظ محسوس کرتی ہیں؟
 کبھی کبھار 1 ہمیشہ 2 بہت کم 3
- 2- اگر ہاں تو آپ کس طرح کا خطرہ محسوس کرتی ہیں؟
 پیچھا کرنا 1 تاڑنا 2 تنگ کرنا 3 چھونا 4 بیہودہ جملے 5 راستہ روکنا 6 اغواء 7 نازیبا حرکات 8 موبائل سے تصویر لینا 9 دیگر 10 _____
- 3- کیا آپ سمجھتی ہیں کہ بس سٹاپ پر جنسی ہراساں کیا جاتا ہے؟
 کبھی کبھار 1 ہمیشہ 2 نہیں 3 بہت کم 4
- 4- اگر ہاں تو آپ نے بس سٹاپ پر کس قسم کی جنسی ہراساںی کا مشاہدہ کیا؟ (اپنے یا کسی اور خاتون کے ساتھ)
 جنسی جملے 1 سیٹی بجانا 2 چھونا 3 گھورنا 4 پیچھا کرنا 5 شدید جسمانی حملہ کرنا 6 گانا گانا 7 نازیبا حرکات 8 راستہ روکنا 9 تاڑنا 10 اغواء 11 موبائل سے تصویر بنانا 12 دیگر 13 _____
- 5- آپ کے خیال میں وہ کون سے عوامل ہیں جن کے باعث آپ خود کو غیر محفوظ محسوس کرتی ہیں؟
 کم روشنی کی وجہ سے 1 بس سٹاپ پر نامناسب انتظام 2 بہت زیادہ ہجوم 3 سنسان علاقہ 4 غیر واضح سائن 5 پولیس کا نہ ہونا 6 مردوں کی زیادہ تعداد 7 دیگر 9
- 6- آپ اس بس سٹاپ پر اپنے آپ کو کتنا محفوظ محسوس کرتی ہیں؟
 بہت محفوظ 1 بہت غیر محفوظ 2
- 7- آپ پبلک ٹرانسپورٹ سے کتنا سفر کرتی ہیں؟
 روزانہ (5-7 دن ایک ہفتہ میں) 1 اکثر (ہفتہ میں 1-4 مرتبہ) 2 کبھی کبھار 3 بہت کم 5 دیگر 6 _____
- 8- آپ زیادہ تر کس وقت میٹرو یا ایل ٹی سی بس میں سفر کرتے ہیں؟
 صبح 1 دوپہر 2 شام 3 رات 4 دیگر 5 _____
- 9- آپ کس بس سروس کو ترجیح دیتے ہیں؟
 ایل ٹی سی بس 1 میٹرو بس 2 پرائیویٹ بس روگیٹن 3
- 10- کیا وجہ ہے کہ آپ اس بس سروس کو ترجیح دیتے ہیں؟

- 11- کیا آپ کو کبھی دوران بس سفر کسی قسم کی جنسی ہراسانی کا سامنا کرنا پڑا ہے؟
 کبھی کبھار 1 ہمیشہ 2 کبھی نہیں 3
- 12- اگر ہاں تو کس قسم کی جنسی ہراسانی کا سامنا کرنا پڑا ہے؟
 زبانی (جملے کستا، سیٹیاں بجانا وغیرہ) 1 جسمانی (چھونا وغیرہ) 2
 دیکھنا (گھورنا، چور نظروں سے دیکھنا، فحش اشارے) 3 شیشے کی چک روشنی پھینکنا 4
 تصویریں لینا 5 پرتشدد جسمانی حملہ 6 راستہ روکنا 7
 دیگر 8
- 13- گزشتہ سال میں کتنی مرتبہ آپ کو دوران بس سفر ایسے واقعات کا سامنا کرنا پڑا؟
 ایک مرتبہ 1 2 سے 4 مرتبہ 2 4 سے 6 مرتبہ 3 بہت مرتبہ 4
- 14- آپ کے خیال میں زیادہ تر کون ہراساں کرتے ہیں؟
 ساتھی مسافر 1 کنڈکٹر 2 ڈرائیور 3
- 15- جب آپ ہراساں ہوئے تو آپ کا کیا رد عمل تھا؟
 نظر انداز کر دیا 1 ہراساں کرنے والے کو تھپڑ مارا 2 مدد کے لئے پکارا 3 مجرم کو زبانی تنبیہ کی 4
 پولیس رپورٹ کی 5 1122 پر رپورٹ کی 6 راستہ بدل لیا 7
 LTC ہیلپ لائن 111-582-111 پر رپورٹ کیا 8 مدد کے لئے پوچھا 9
 وہین ہیلپ لائن 1043 پر رپورٹ کی 10 نقل و حمل کا طریقہ بدل لیا 11
 دیگر 12
- 16- کیا آپ نے کسی دوسری عورت رلڑکی کو اپنے سامنے جنسی طور پر ہراساں ہوتے ہوئے دیکھا؟
 ہاں 1 نہیں 2 کبھی نہیں 3
- 17- اگر ہاں تو اُس نے کس قسم کی جنسی ہراسانی کا سامنا کیا؟
 زبانی (جملے کستا، سیٹیاں بجانا وغیرہ) 1 جسمانی (چھونا وغیرہ) 2
 دیکھنا (گھورنا، چور نظروں سے دیکھنا، فحش اشارے) 3 موبائل سے تصویر لینا 4
 پرتشدد جسمانی حملہ 5 راستہ روکنا 6
 چک روشنی کے ذریعے تنگ کرنا 7 دیگر 8
- 18- کیا آپ نے اُس عورت رلڑکی کے لئے کوئی ایکشن لیا؟
 کبھی کبھار 1 ہمیشہ 2 کبھی نہیں 3
- 19- اگر ہاں تو کس قسم کا ایکشن لیا؟
 ہراساں کرنے والے کے خلاف جوابی کارروائی کی 1 مسافروں سے مدد مانگی 2

- 1122 ہیلپ لائن پر رپورٹ کی 4
 1043 ویمن ہیلپ لائن پر رپورٹ کی 6
 پولیس کورپورٹ کی 3
 LTC ہیلپ لائن (5)111-582-111
 دیگر 7

- 20 جب آپ نے واقعہ کی پولیس میں رپورٹ کی تو اُن کا کیا ردِ عمل تھا؟
 کچھ نہیں 1
 شکایت درج کر لی 3
 پولیس نے ملزم کو پکڑ لیا 5
 مجھ پر ہی واقعہ کا الزام لگا دیا 2
 تحقیقات کیں 4
 دیگر 6
- 21 آپ نے جو ایکشن لیا اُس پر بس ڈرائیور اور کنڈکٹر کا رویہ کیسا تھا؟
 نظر انداز کرنے والا 1
 تعاون کرنے والا 2
 پریشان کرنے والا 3
 چڑانے والا 4
 دیگر 5

- 22 آپ کے خیال میں بس ڈرائیورز اور کنڈکٹرز کے رویے کو عورتوں، بچوں، خواجہ سراؤں اور معذوروں کے لئے کیسے صنفی طور پر حساس بنایا جا سکتا ہے؟
 تربیتی پروگرامز 1
 SOPs کا نفاذ کر کے 2
 آگہی مہم کے ذریعے 3
 کیمرے لگا کر 4
 دیگر 5

- 23 کیا آپ حال ہی میں جنسی ہراسانی کے حوالے سے عورتوں کے لئے بنائے گئے قوانین سے آگاہ ہیں؟
 ہاں 1
 نہیں 2

- 24 اگر ہاں تو کیا آپ کسی ایک قانون کے بارے میں بتا سکتی ہیں؟

- 25 کیا آپ کام کی جگہ پر عورتوں کے تحفظ کے قانون کے بارے میں جانتی ہیں؟
 ہاں 1
 نہیں 2

- 26 کیا آپ سیکشن 509-PPC کے بارے میں جانتے ہیں؟
 ہاں 1
 نہیں 2

- 27 اگر ہاں تو تفصیل بتائیے:

تجاویز یا سفارشات

28- آپ کے خیال میں مسافر عورتوں کو عوامی ذرائع آمد و رفت کے لئے کیا سہولتیں دی جانی چاہئیں؟ براہ مہربانی کم از کم تین سہولتیں تجویز کریں۔

آپ کے تعاون کا شکریہ

Annex 3.3 Route maps



Lahore Transport Company



Route No. B-08

جزل بس اسٹیشنڈ تا ایئر پورٹ

روٹ الاٹمنٹ

Route alignment

جزل بس اسٹیشنڈ		Distance	
جزل بس اسٹیشنڈ	19.2	0	General Bus Stand
کشمیری گیٹ/آٹو مارکیٹ	18.8	0.4	Kashmiri Gate/Auto Market
شیرانوالا گیٹ	18.1	1.1	Sheran wala Gate
ایک موریہ	17.4	1.8	Ek Moriya
دو موریہ	16.9	2.3	Do Morya
ریلوے اسٹیشن	15.6	3.6	Railway Station
بہار والا چوک	15.3	3.9	Bahar wala chowk
کیوز ہسپتال	15	4.2	Cairns Hospital
ریلوے ہیڈ کوارٹر	14.7	4.5	Railway Head Quarter
محمد نگر	14.4	4.8	Muhammad Nagar
گاری شاہو چوک	14	5.2	Gari Shahu Chowk/ Bati Chowk
گاری شاہو بازار	13.8	5.4	Gari Shahu Bazar
گاری شاہو پولیس اسٹیشن	13.4	5.8	Gari Shahu Police Station
آصف سنٹر	12.9	6.3	Asif Center
دھرم پورہ پل	12.3	6.9	Dharampura Pull
دھرم پورہ مشن بازار	11.7	7.5	Dharampura Main Bazar
ایف جی ہائی سکول/ڈپوسٹ	10.7	8.5	F.G Public High School/Depot Stop
صدر بازار	10.3	8.9	Sadar Bazaar
صدر چوک	9.8	9.4	Saddar Chowk
آفیسرز کالونی پھاتک	9.1	10.1	Officers Colony Phattak
پی اے ایف کالونی/اسکری 9	8.7	10.5	PAF Colony/ Askari 9
گیٹ نمبر 4 پی اے ایف کالونی	8.5	10.7	Gate no. 4 PAF Colony
مرچی خانہ سٹاپ	8	11.2	Murgi Khana Stop
جوز سے پل	7.3	11.9	Jorray Pull
رینجرز آفیسرز میس	6.9	12.3	Ranger's Officers Mess
الطاف کالونی	6.4	12.8	Altaf Colony
گلدشت کالونی گیٹ نمبر 1	6.1	13.1	Guidasht Colony (Gate # 1)
گلدشت کالونی گیٹ نمبر 2	5.9	13.3	Guidasht Colony (Gate # 2)
چونگی دوچنگ/عبداللہ انٹرنیچ	5.5	13.7	Chungi Dugaich/ Abdullah Interchange
عسکری فلیٹس گیٹ 1	3.7	15.5	Askari Flates (Gate 1)
عسکری فلیٹس گیٹ 2	2.7	16.5	Askari Flates (Gate 2)
ڈیرھ پندی	2.1	17.1	Dairh Pindi
ایئر پورٹ مور	1.3	17.9	Airport Mor
کارگو سٹاپ	0.4	18.8	Cargo stop
ایئر پورٹ ٹرمینل	0	19.2	Airport Terminal

*Distance is in K.M



Lahore Transport Company



Route No. B-26

شالیمار چوک تا آراے بازار

روٹ الاٹمنٹ

Route alignment

شالیمار چوک		Distance ↓	
شالیمار چوک	10.1	0	Shalimar Chowk
شالیمار ہسپتال	9.2	0.9	Shalimar Hospital
رام گڑھ	8.6	1.5	Ramgharh
مغلپورہ	7.6	2.5	Mugalpura
چوگی غازی آباد	7.2	2.9	Chungi Gharziabad
صدر گول چکر	6.1	4	Sadar Roundabout
کینٹ کچہری	5.8	4.3	Cantt Court
گورنمنٹ اسلامیہ کالج برائے خواتین	5.5	4.6	Gov. Islamia College For Women
کمانڈر مسز می ہسپتال	4.8	5.3	Combined Military Hospital
راحت بیکری	3.8	6.3	Rahat Bakery
مال آف لاہور	3.2	6.9	Mall Of Lahore
گرجا چوک	2.7	7.4	Girja Chowk
پی ٹی ایل ایکسچینج	2.4	7.7	PTCL Exchange
پی اے ایف مارکیٹ	2	8.1	PAF Market
منیر چوک	1.7	8.4	Munir Chowk
آراے بازار	0	10.1	R.A Bazar
↑ Distance		آراے بازار	

*Distance is in K.M



Lahore Transport Company



Route No. B-22

پاکستان چلو موٹر

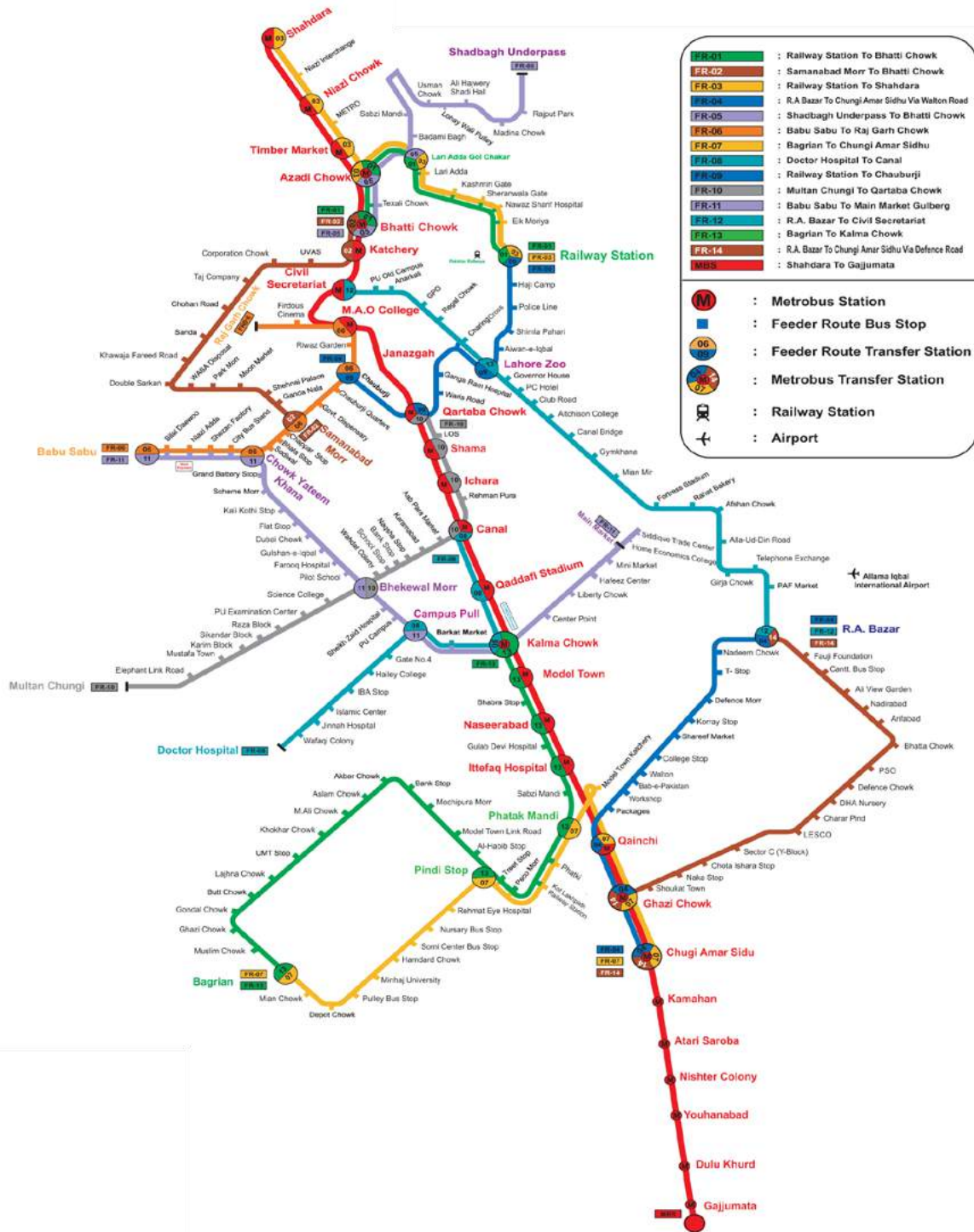
روٹ الاٹمنٹ

Route alignment

پاکستان		Distance	
پاکستان	36.4	0	Paka Meel
ٹرینل سٹاپ	34.7	1.7	Terminal Stop
ٹھوکر نیاز باغ	33.1	3.3	Thokar Niaz Baig
کنال ویو	31.6	4.8	Canal View
ہانجر وال اسپارکو	30.7	5.7	Hanjarwal/SPARKO
جوریاں پل اوہسٹ بنک سٹاپ	30.3	6.1	Jorian Pull/West Bank Stop
ڈاکٹر ہتھال	29.1	7.3	Doctor's Hospital
وفاقی کالونی	28.3	8.1	Wafaqi Colony
شاہ دی کھوئی	27	9.4	Shah Di Khoi (U-Turn)
اسلامک سنٹر	26.5	9.9	Islamic Center
گیت نمبر 15	25.9	10.5	Gate No.15
ہیمل کالج	25.5	10.9	Hailey College
گیت نمبر 4	25	11.4	Gate No.4
کمپس پل	24.5	11.9	Campus Pull
نئے مسلم ٹاؤن	23.4	13	New Muslim Town
اچھرا پل	22.3	14.1	Ichra Pull
ایف سی شاہ جمال	21	15.4	FC/Shah Jamal
منٹل ہسپتال سٹاپ	20.6	15.8	Mental Hospital Stop
جیل روڈ	18.5	17.9	Jail Road
جی او آر سٹاپ	17.8	18.6	GOR Stop
مال روڈ	17	19.4	Mall Road
دھرم پورہ سٹاپ	15.9	20.5	Dharampura Stop
چوبوچا پل	14.7	21.7	Chobucha Pull
ڈاکٹر نانا پھٹاک	14.2	22.2	Dakkhna Phattak
مغل پورہ	13.5	22.9	Mughal Pura
جھفری پل	12.8	23.6	Jaffery Pull
مسکین پورہ	12.1	24.3	Maskeen Pura
نیا پل	11.5	24.9	Naya Pull
فتح گڑھ	10.9	25.5	Fateh Garh
آزیز پل	10.4	26	Aziz Pulli
تاج باغ	9.8	26.6	Taj Bagh
پھٹیان والی پل	9.2	27.2	Phattian walli Pulli
ہربانسپورہ مور	8.9	27.5	Harbanspura Mor
ہربانسپورہ	7.8	28.6	Harbanspura
نواب پورہ	7.1	29.3	Nawab Pura
ہجوری 5 نمبر پل	6.7	29.7	Hajveri /5 No. Puli
خورشید پل	6.1	30.3	Khursheed Pull
دیال ہاؤس	5.7	30.7	Diyal House
لاہور میڈیکل کالج	5.1	31.3	Lahore Medical College
ریمان گارڈن	4.3	23.1	Rizwan Garden
جالو پارک	3.5	32.9	Jallo Park
سوزو پارک	2.9	33.5	Sozo Park
کھرا پل	1.3	35.1	Khera Pull
گھر کی ہسپتال	1	35.4	Ghurki Hospital
جالو مور	0	36.4	Jallo Mor

*Distance is in K.M

Lahore Metro Bus



Reference: <http://pma.punjab.gov.pk>

Annex 3.4: Key informant interview questionnaire

The questions below are provided as guidance and can be used as a basis for key informant interviews with duty bearers and stake holders.

Date of Interview _____ Location of Interview _____

Interviewer (Name & Signature) _____

Personal Information:

Name _____ Designation _____

Organization/ Institution/Department _____

General concerns for all interviewees

1. In your opinion, what are the main safety issues faced by women in public transportation?

2. Do you think that sexual harassment happen in public transport only in urban area in your city?

Safety issues at bus stops

3. What are the main safety issues at bus stops?

4. In your opinion, who are the main perpetrators creating such situations?

5. What impacts do such incidents have on women and girls?

Safety issues in public transportation

6. Do you think any evidence is available about sexual harassment taking place on public transport? Please give examples:

7. In your opinion does sexual violence and harassment against women and girls occur on public transport? Please give examples:

8. In your opinion, whose responsibility is it to prevent such sexual violence and harassment taking place? Examples please:

9. Apart from the government, which other organizations do you think are working on these issues?

10. Which bodies or mechanisms exists for consulting women on legislation, policies and plans for women's safety on public transportation?

11. Are there any specific legislation and policies by the government to address the issue of women's security on public transport?

12. Has the LTC conducted any analysis or training on gender sensitization for drivers and conductors in your city?

13. What is your responsibility in terms of preventing sexual harassment against women and girls on public transport and providing services for female victims of violence?

14. Any other suggestions and recommendations?

Thank you for your cooperation

Annex 3.5: List of key informants

	Name	Designation
1	Begum Zakia Shah Nawaz	Minister for Population Welfare, Punjab
2	Bushra Aman	Secretary, Women's Development Department, Punjab
3	Rukhsana Kaukab	MPA, Member Standing Committee on Transport
4	Hameeda Waheed-ud-Din	Minister for Women's Development, Punjab
5	Asif Sadiq	SSP, Traffic Police Lahore City
6	Muhammad Shey Bhatti	Additional Secretary, Human Rights Department Punjab
7	Muhammad Masoud Anwar	Additional Secretary, Punjab Transport Department
8	Shahida Nasreen	SSP Police, Punjab Police
9	Rahat Rasheed	Representative, Local Government Department
10	Kate Vyborny	Expert, Centre for Economic Research in Pakistan
11	Martin Lau	Professor of SAHSOL, Lahore University of Management Sciences
12	Tahir Yousaf	Special Secretary, Punjab Higher Education Department
13	Dr Hafiz Asim	Director, Punjab Health Department
14	Akbar Nasir	Chief Operating Officer, Punjab Safe Cities Authority
15	Fauzia Viqar	Chairperson, Punjab Commission on the Status of Women
16	Maryam Khawar	Company Secretary, Lahore Transport Authority
17	Maryam Shoaib	Assistant Chief, Planning and Development Authority
18	Adil Mumtaz	Assistant Manager Operations, Punjab Mass Transit Authority
19	Zahida Sadiq	Member, Lahore High Court
20	Rana Khalid	Representative, Transporter Association
21	Kausar Hashmi	Representative, Private School Association
22	Fatima Khalid Khan	Strategic Reform Unit, Chief Minister Office

Annex 3.6: Discussion points for focus groups

Women and girls' perspectives:

1. Why do women and girls find themselves feeling unsafe especially in public places?
2. Are women, especially young women and girls in urban centres of Pakistan, empowered enough to travel? What are some of their major barriers at home and in public?
3. What, according to you, are the safety and security issues faced by women and girls on public transport?
4. What are the gaps in current services to prevent and respond to violence, harassment and safety issues on public transport in Lahore?
5. What would a safe and women friendly transport look like in terms of its key features/ services?
6. Who do you think should be the major actors responsible for protecting women from harassment while they travel on public bus services?

Policymakers' and service providers' perspectives:

1. Why do women and girls find themselves feeling unsafe especially in public places?
2. Are women, especially young women and girls in urban centres of Pakistan, empowered enough to travel? What are some of their major barriers at home and in public?
3. What according to you are the safety and security issues faced by women and girls on public transport?
4. What are the gaps in current services to prevent and respond to violence, harassment and safety issues on public transport in Lahore?
5. What would a safe and women friendly transport look like in terms of its key features/ services?
6. Who do you think should be the major actors responsible for protecting women from harassment while they travel on public bus services?
7. What is needed (capabilities, infrastructures, services, etc.) to make public transport safe for women and girls in Lahore?

Annex 3.7: Women's safety walk checklist and report card

WOMEN SAFETY WALK CHECKLIST

The purpose of the safety walk is to bring people together to walk through a physical environment (bus stop and surrounding area), and evaluate how safe it feels for women, and also identify ways to make this place safer. This checklist is a template for noting down your observations. The walk particularly looks at matters that relate to the physical environment, such as building design or street lighting, or the use of an area, for example by speeding traffic or youth gangs. Walking about in the location and at a time when problems are evident can be very effective in raising awareness, clarifying what is wrong, increasing engagement and developing responses. Walkabouts have been used very effectively as part of women's safety audits and, more generally, to assess safety issues along routes to and from transport nodes.

Your Name	
Designation	
Area/Bus Stop	
LTC/METRO	
Date	
Time & Day	
Duration of Walk	

Criteria	Issues to be considered	Yes √	No X	Remarks
Lighting	<ul style="list-style-type: none"> ■ Are there street lights? ■ Are all the street lights working? ■ Are they distributed evenly? ■ Is the area well-lit? ■ Are all the lights on bus stop working? ■ Are you able to identify the face of a person 25 metres away? ■ Do you feel safe in this area? ■ Why? Comment: 			

Maintenance	<ul style="list-style-type: none"> ■ Is the area well maintained? ■ Is the bus stop well maintained and clean? ■ Does garbage lying on the roads impede women's mobility? ■ Are there garbage bins? ■ Is there litter lying around? ■ Are there benches available at the bus stop? ■ Is there water cooler (electric) available? ■ Is there separate section for women to wait for a bus at the bus stop? ■ Are the drains well maintained allowing for easy movement? ■ Is the street/road in good condition? ■ Is it possible to walk fast and easily on the street/road? ■ Is it possible for a woman with crutches/wheelchair/any other disability to move easily on the street/road? ■ Does the general state of maintenance of the area make you feel safe/ unsafe? <p>Why?</p>			
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<p>Signage</p>	<ul style="list-style-type: none"> ■ Are the signs on the bus stop large and easily readable? ■ Are there visual symbols to represent important information such as Rescue 111, LTC Helpline 111-582-111, Women Helpline 1043, Police Helpline 1122, Fire brigade or any other? ■ Are the signs within visual range for a person with visual impairment? ■ Are there signs or maps identifying where you are? (Street, building, neighbourhood, etc.) ■ Are there signs indicating where to seek assistance in the case of an emergency? ■ If yes, are they clearly visible? ■ Is there graffiti on the walls? ■ Are there racist or sexist slogans/ signs/ images drawn at the bus stop? ■ Is there a route map of buses mounted on the bus stop? ■ What is overall impression of the signage in this place? ■ Are there any signals or signs that should be added or changed? 			
<p>Visibility</p>	<ul style="list-style-type: none"> ■ Is it clearly seen ahead from the bus stop? ■ Is visibility obstructed by pillars, walls, bushes, bill hoardings, ditches, etc.? ■ Is it easy for a woman to see people around and can people easily see a woman standing at the bus stop? 			

<p>Busy areas & Isolated spaces</p>	<ul style="list-style-type: none"> ■ Is emergency support such as phones available close to bus stop? ■ Are there a lot of people using this area? ■ What are they doing (passing by, working, and meeting)? ■ Are there more men than women near the bus stop? ■ Are there markets/ shops near the bus stop? ■ Is there any cigarette/ paan shop near the bus stop? ■ Are there particular group of people living in nearby area that make women feel unsafe? ■ Does the place feel abandoned? ■ Does this place seem safe for women because of over-crowdedness/ isolation? ■ Are there any particular spots near bus stop where people can hide? 			
<p>Escape Routes</p>	<ul style="list-style-type: none"> ■ Is it easy for a woman to get away/escape to a safe place if needed? ■ Is there more than more escape routes available? 			
<p>Accessibility</p>	<ul style="list-style-type: none"> ■ Is the bus stop easily accessible for persons with mobility disabilities? ■ Are the wheelchair access ramps appropriate? ■ Does a woman easily access other alternative modes of transport (private vans, rickshaws, taxi etc.) from the bus stop? ■ Are there a signs or maps identifying the place around? 			
<p>Stairwells</p>	<ul style="list-style-type: none"> ■ Is the lighting level comfortable? ■ Can the voice be heard if calling for help from the staircase? ■ Is it safe for a woman to use the staircase at night? 			

<p>Special Needs</p>	<ul style="list-style-type: none"> ■ Is there baby diaper change facility available at the bus stop? ■ Is there a safe place for women with small children (breastfeeding mothers)? ■ Are there decals on the road and bus stop for visually impaired persons? ■ Is there a detectable indicator denoting stairway or escalators for visually impaired persons? ■ Are escalators available for pregnant women/ women with children/ elderly women? 			
<p>Informal/ Formal Surveillance</p>	<ul style="list-style-type: none"> ■ Is there any monitoring or surveillance system? ■ Are there security camera installed? ■ Can you see mobile police/ Dolphin police patrolling the area? ■ How far is the nearest police station? ■ Is there any public office near the bus stop? ■ Can people in the buildings/ areas around see if a woman is being harassed at the bus stop? 			

SAFETY WALK REPORT CARD

Kindly rate this place/bus stop, based on your observations, from 1-5 on the following criteria:

CRITERIA	Very Unsafe	Unsafe	OK	Safe	Very Safe
	1	2	3	4	5
LIGHTING					
MAINTENANCE					
SIGNAGE					
VISIBILITY					
BUSY/ISOLATED SPACES					
ESCAPE ROUTES					
ACCESSIBILITY					
SURVEILLANCE					
SPECIAL NEEDS					

Any suggestions:

THANK YOU FOR YOUR TIME AND COOPERATION

*Annex 3.8: Safety walk participants***Times: 08:00–09:00****12:00–13:00****15:00–16:00****20:00–21:00****Location I: Railway Station Bus Stop****Aurat Foundation representatives:****Nabeela Shaheen: 0300-4299778****Arif Mukhtar: 03344547618**

S#	Name	Affiliation	Contact
1	Rahat Rasheed	Local government	03214876634
2	Shahzad Rana	Advocate	03334845926
3	Attia Jaffari	Media	03214814647
4	Khatija Rasheed	PML N (political party)	03234630732
5	Sajida Mir	Ex-MPA, political activist	0300-4146609
6	Rana Khalid Mehmood	Transporter	0323-5260140
7	Nazli	Transgender	0307-4269927
8	Aziz Khan	Metropolitan	0320-4803883

Location II: Naseerabad Metro Bus Station towards Guju Mata**Aurat Foundation representatives:****Muhammad Tanwir: 0300-4611496****Sumera Saleem: 0343-8132255**

S#	Name	Affiliation	Contact
1	Humaira Aslam	Mumkin Alliance	03212044001
2	Ester Paul	Minorities	03208049643
3	Fatima Mukhtar	Media	03214498162
4	Ashi Jan	Transgender	0303-6147830
5	Maham	Civil society organization	03328392501
6	Arooj Shabir	Teacher, government schools	03338506408
7	Abid Ali	Trade	0333-4280898
8	M Akmal Farooq	Police	03400422074

Location III: Kot Lakhpat (PECO stop) towards Ichra**Aurat Foundation representatives:****Sahira Bano:** 0321-8855274**Zubair Yousaf:** 0333-4885946

S#	Name	Affiliation	Contact detail
1	Zahida Sadiq	Advocate, Member Bar Association	03356578140
2	Naiyra Suhail	Health Department	03043853528
3	Naila Nazeer	Political activist	03004821150
4	Haroon Shafqat	Teacher	0321455884
5	Kauser Hashmi	Private School Association	0332-8392501
6	Humaira Kokab	Local government	03004086245
7	Shakeel	Media	03004949502
8	Nirmal	Transgender	0301-4466423

Location IV: RA Bazar Bus Stop**Aurat Foundation representative:****Samina Javaid:** 0334-9055219

S#	Name	Affiliation	Contact detail
1	Dr. Sahnaz	Health	03004267380
2	Sara Seraz	Entrepreneur	03224400137
3	Javeria Kashif	Media	03004426923
4	Hina Akram	Planning and Development	03005008136
5	Khadija	Lawyer	03315858369
6	Mariam Shoaib	Planning and Development	-
7	Samina Shahzad	Revenue Department	Not available
8	Sadaf Mukhtar	Representative, religious minority	03014150254
9	Luck	Transgender	0322-6458803

*Annex 3.8: Safety walk participants***Times: 08:00–09:00****12:00–13:00****15:00–16:00****20:00–21:00****Location I: Railway Station Bus Stop****Aurat Foundation representatives:****Nabeela Shaheen: 0300-4299778****Arif Mukhtar: 03344547618**

S#	Name	Affiliation	Contact
1	Rahat Rasheed	Local government	03214876634
2	Shahzad Rana	Advocate	03334845926
3	Attia Jaffari	Media	03214814647
4	Khatija Rasheed	PML N (political party)	03234630732
5	Sajida Mir	Ex-MPA, political activist	0300-4146609
6	Rana Khalid Mehmood	Transporter	0323-5260140
7	Nazli	Transgender	0307-4269927
8	Aziz Khan	Metropolitan	0320-4803883

Location II: Naseerabad Metro Bus Station towards Guju Mata**Aurat Foundation representatives:****Muhammad Tanwir: 0300-4611496****Sumera Saleem: 0343-8132255**

S#	Name	Affiliation	Contact
1	Humaira Aslam	Mumkin Alliance	03212044001
2	Ester Paul	Minorities	03208049643
3	Fatima Mukhtar	Media	03214498162
4	Ashi Jan	Transgender	0303-6147830
5	Maham	Civil society organization	03328392501
6	Arooj Shabir	Teacher, government schools	03338506408
7	Abid Ali	Trade	0333-4280898
8	M Akmal Farooq	Police	03400422074

ANNEX 4: DATA TABLES

*Annex 4.1: Women's perceptions about public transport (LTC and Metro)***Nature of the disability of the respondents**

Options		Frequency	Percent
	Respiratory	9	1.0
	Osteoporosis	4	.4
	Sight	4	.4
	Hearing	2	.2
	Speech	3	.3
	Physical	2	.2
	Total	24	2.7
Missing	System	879	97.3
Total		903	100.0

Purpose of travelling by public transport

Options		Responses	
Frequency		Percent	
	Residence	335	24.2%
	Work	252	18.2%
	Study	149	10.8%
	Shopping	205	14.8%
	Visiting family	274	19.8%
	Social gathering	129	9.3%
	Other	38	2.7%
Total		1382	100.0%

Do you feel any personal safety risks concerns when you are at bus stops?

Options	Frequency	Percent
Sometimes	439	48.6
Always	275	30.5
Rarely	189	20.9
Total	903	100.0

Safety risks at bus stops

Options		Responses	
		Frequency	Percent
	Stalking	403	14.7%
	Ogling/leering	598	21.8%
	Teasing	539	19.7%
	Touching	438	16.0%
	Sexual remarks	258	9.4%
	Blocking way	147	5.4%
	Kidnapping	22	0.8%
	Obscene gestures	176	6.4%
	Taking photos with phone	132	4.8%
	Other	24	0.9%
Total		2737	100.0%

Frequency of travelling on public transport

Options	Frequency	Percent
Daily (5-7 days in week)	348	38.5
Often (1-4 times in a week)	211	23.4
Sometimes	249	27.6
Rarely (once in a month)	31	3.4
Very rarely	64	7.1
Total	903	100.0

Which bus service you prefer to travel on?

Options	Frequency	Percent
LTC	527	58.4
Metro	302	33.4
Private bus/wagon	74	8.2
Total	903	100.0

Have you seen any other women/girls sexually harassed in front of you?

Options		Frequency	Percent
	Yes	554	61.4
	No	349	38.6
	Total	903	100.0

Did you take any action for that woman/girl?

Options		Frequency	Percent
	Sometimes	220	24.4
	Always	29	3.2
	Never	453	50.2
	Total	702	77.7
	Missing	201	22.3
Total		903	100.0

Annex 4.2: Interview guide for bus conductors/ drivers (LTC and Metro)

Do you think sexual harassment takes place at bus stops?

Options	Metro		LTC	
	Frequency	Percent	Frequency	Percent
Sometimes	10	40.0	25	33.3
Always	13	52.0	26	34.7
Never	2	8.0	14	18.7
Rarely	0	0.0	10	13.3

How often have you observed/witnessed such incidents on the bus in the past?

Options	Metro		LTC	
	Frequency	Percent	Frequency	Percent
Once	5	20.0	19	25.3
2-4 times	2	8.0	22	29.3
4-6 times	5	20.0	13	17.3
Several times	13	52.0	21	28.0

ANNEX 5: GUIDELINES FOR ENUMERATORS

Introduction

The main purpose of the guideline is to support all field team in ensuring the timely and accurate completion of the questionnaire. All field team are required to study and understand fully the instructions and procedures that are contained in these guidelines. The success of this research depends on understanding of this subject. It is important that team follow the procedures and any instructions given, so that the output is the highest quality will possible.

Objectives

There are two key objectives for this survey. These are:

- To collect data through interviews of 1,000 women, girls, children, disabled women, pregnant women, transgender, including users of PSCA mobile app, followed by the METRAC tool.
- To identify women's and girls' safety and security concerns on public transport in Lahore.

Confidentiality

All information received will be kept confidential. The field team are required to sign a statement certifying that they will maintain confidentiality.

Roles and responsibilities of the enumerators

- The first task of enumerators in the field is to familiarize themselves with their enumeration area (bus stops and route);
- Ensure they understand title of the survey and field area marked on route map;
- The enumerators will be responsible for the collection of correct information from the field during the conduct of the survey; and
- The enumerators will check and return all completed questionnaires to the project supervisor.

Code of ethics

- Any political activity is not permitted while conducting the survey.
- Survey assignments may not be delegated or completed by any person (including spouses and family members) without the permission of a supervisor.
- The enumerators must take care at all times not to make any remarks or take any action that could be interpreted as discriminatory or otherwise offensive when dealing with travellers or other respondents, fellow employees and visitors.
- Enumerators must respect and behave well with research participants.

Enumerator requirements

- Ability to understand instructions (written and verbal);
- Basic knowledge of topic;
- Legible handwriting;
- Ability to meet deadlines;
- Ability to accurately follow survey procedures;
- Ability to be a good communicator;
- Ability to interact positively;
- Clear voice and speech pattern.



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