

- 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

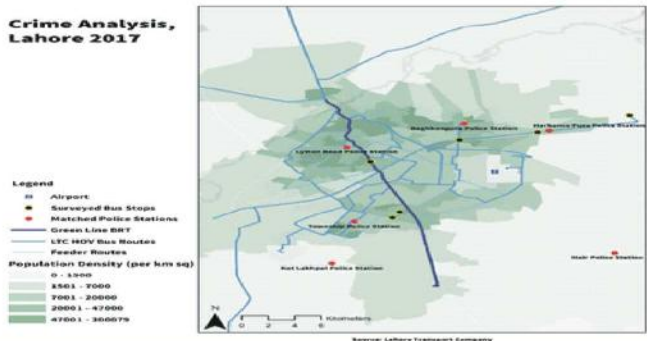
designation of safe spaces for women and girls at bus stops.

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.



Bus Stop Accessibility

To evaluate the physical environment of the bus stops, safety walks were conducted on 1 Metro Bus stop (Naseerabad) and 3 LTC operated bus stops (Railway Station, R.A. Bazar & Kot Lakh Pat). Accessibility for disable population has some results for Metro and LTC bus stops with the strongest need to improve the wheelchair access, particularly for women commuters.

NO 100%	Is the bus stop easily accessible for PWD's?	NO 100%
NO 100%	Is there a wheelchair ramp?	NO 100%
YES 100%	Is there an alternate mode of transportation available?	YES 100%
NO 100%	Is the bus stop easily accessible for women with wheelchair?	NO 100%



01, January, 2018

Women's Safety Audit in Public Transport in Lahore

آئیے ٹرانسپورٹ کو خواتین کیلئے محفوظ بنائیں
Let's Make Public Transport Safer for Women



PICTURE GRAPHS

RECOMMENDATIONS

KEY FINDINGS

CONTEXT ANALYSES

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.

Introduction to the Project:

The study was designed and managed by WDD, Punjab and UN Women. Aurat Foundation carried out their search 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.

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 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 girls' lives, are some of the major reasons why dramatic levels of harassment on public transport have gone unnoticed and perhaps increased.

CONTEXT ANALYSES:

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 trans gender 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, and free travel cards for senior citizens and persons with disabilities, complaint centers and segregated spaces for women at bus stops and inside buses. Help lines 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.

KEY FINDINGS:

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 help lines 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.

RECOMMENDATIONS:

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 stake holders 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 thorough 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.
- 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 behavior 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.
- Prioritize gender sensitization and training for the police in dealing with cases of sexual harassment in public spaces.
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- 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.
- Law enforcement agencies are responsible for providing safety to all citizens, particularly the most vulnerable.
- Develop social, cultural, and behavior change communication materials on women's safety concerns.
- 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.
- Information, education and communication material on pro-women laws and mechanisms, including helplines, should be developed, and widely disseminated among the public. They should also be displayed at bus stops.
- Effective communication material should be developed using innovative approaches to influence hostile behavior.
- 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 help lines, smart phone apps for women, police stations and women's police help desks, and the benefits and use of transport cards for youth and the elderly.