EMPOWER II

Tackling sexual harassment on public transport in sub-Saharan Africa

Final Report

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EMPOWER/058

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Abstract	

EMPOWER II builds the capacity of transport professionals to deliver gender-equitable, inclusive transport with improved participation, diverse sector workforce as well as safety and personal security for women and girls. It specifically addresses the causes of sexually-related harassment and assault on women and girls when they travel. The EMPOWER SHE CAN Tool is a user-friendly, internet-based decision-making resource, assisting policymakers and transport providers to develop an evidence-based approach to addressing sexual harassment and personal security within public transport. It was the focus of the high impact actions within the project and in the research uptake in ten sub-Saharan African countries and beyond.

Keywords	Inclusive transport. Personal security and safety. Sexual harassment. Gender-based violence. SHE CAN Tool. Decision-making. Capacity building. Train the trainers.
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Abbreviations/Acronyms

AATB	Addis Ababa Transport Bureau
EIP	European Integrated Projects
FCDO	Foreign, Commonwealth & Development Office
GBV	Gender Based Violence
GBVF	Gender-based Violence and Femicide
HVT	High Volume Transport
IPT	Informal Public Transport
ISO	International Organisation for Standardisation
KNUST	Kwame Nkrumah University of Science and Technology
LAMATA	Lagos Metropolitan Area Transport Authority
LMIC	Low and Medium Income Country
M&E	Monitoring and Evaluation
NANA	Nana Girls and Women Empowerment Initiative
NIMASA	Nigerian Maritime Administration and Safety Agency
NGO	Non-Governmental Organisation
NCP	National Contact Point
PRG	Project Reference Group
QA	Quality Assurance
SACCO	Savings and Credit Cooperative Organisation
SHE CAN Tool	Sexual Harassment Engagement – Changing Attitudes meeting Needs Tool
SLURC	Sierra Leone Urban Research Centre
TRANSIP	World Bank Transport System Improvement Project
UCT	University of Cape Town
ZRST	Zambia Road Safety Trust

Executive Summary

The first EMPOWER project's initial objective was to help make a change in the existing processes regarding sexual harassment and gender bias in the transportation sector in Sub-Saharan countries. It built the capacity of transport professionals to deliver gender-equitable, inclusive transport with improved participation, diverse sector workforce as well as safety and personal security. It specifically addressed the causes of sexually-related harassment and assault on women and girls when they travel.

The principal output was the **SHE CAN Tool**: **S**exual **H**arassment **E**ngagement – **C**hanging **A**ttitudes meeting **N**eeds. The SHE CAN Tool (https://shecan-tool.info) offers stakeholders the necessary resources to identify and tackle sexual harassment in public transport through data collection methods, interventions and case studies. Categories include: new laws; policing and surveillance methods; infrastructure design; campaigns and education; vehicle design and improvements to management practices.

The EMPOWER II project has delivered an integrated programme of stakeholder mapping, engagement, training, workshop, data collection, pilots and roadmaps focusing on impact-driven measures, inspired by the SHE CAN Tool and its resources. This has involved cross sector stakeholders in countries across sub-Saharan Africa: known as the National Contact Points (NCPs), who have in turn engaged dozens of further organisations in their nations. As such the project has successfully increased the innovation, awareness and application of the tool

The EMPOWER Final Report presents the activities, outputs and impacts from the project. It also contains new research findings.

The project has produced and uploaded three videos to show how the SHE CAN Tool has been successfully deployed in the formal and informal public transport sectors in Nigeria. This has helped to communicate its rationale across the continent and the videos have received 400 views via the EMPOWER project YouTube channel.

The social media dissemination actions have received nearly 500 views of the project's LinkedIn posts concerning events, blogs and research findings. The project's external-facing dissemination body, the Project Reference Group, has expanded from 140 to 250 participants across seven sectors, representing 16 LMICs, boosting project learning more widely.

SHE CAN Tool training workshops have been delivered in 7 NCP countries welcoming 162 participants who are now equipped with the knowledge to use the tool to tackle sexual harassment in public transportation.

Such action has especially been seen in seven NCP countries: Ethiopia, Ghana, Kenya, Nigeria, Sierra Leone, South Africa and Zambia where they have used the tool and its resourced to deliver passenger surveys and focus groups, improve management practices of transport operators, improve reporting mechanisms for Gender-Based Violence (GBV), deliver advocacy and awareness raising campaigns, deliver training programmes for transport authorities and draft policy recommendations for the attention of transport ministries.

In Nigeria alone, Lagos Metropolitan Area Transport Authority (LAMATA) has launched a Gender Equality Plan which is increasing recruitment of female bus drivers, conductors and ground staff. It has also integrated the SHE CAN Tool resources into ISO Management Systems and delivered SHE CAN Champions across the company to raise gender awareness at management levels. Nana Girls and Women Empowerment Initiative has deployed EMPOWER research findings to design and deliver an awareness-raising programme to 44,000 students across 20 secondary schools in the state of Kebbi, teaching them how to avoid harassment while travelling to and from school when using informal transport.

The project proved the value of the 'Train the Trainer' approach to capacity building. Whereby a single virtual workshop first trained up 10 trainers (the National Contact Points) on the SHE CAN Tool. With this knowledge and a supporting slide deck, these 10 trainers then held physical workshops a few weeks later with key local and national stakeholders to present how to use the tool and the rationale behind it. Within the space of six weeks, 150 people were empowered to deliver actions across ten countries in sub-Saharan Africa. This should be a recommended approach for the efficient deployment of resources in other development programmes.

Thanks to the formulation of the roadmaps by the NCPs, each country has a forward-facing programme of activities to consolidate and advance the progress made in terms of stakeholder engagement, awareness-raising, training and education, vehicle and urban design, management processes and policymaking. These activities have been identified in collaboration with their respective stakeholders and so benefit

from already having broad support. The same stakeholders have received training on the SHE CAN Tool and so are well placed to use its resources in the delivery of these roadmaps.

The project and tool have been showcased at high-profile international conferences including: AfDB Transport Forum in Abidjan; Southern African Transport Conference in Pretoria; COP28 Greener Transport must be Inclusive in Dubai; and Powering Change Conference in Cape Town.

The successful uptake in several African countries through the train the trainer model has the potential to be refined and applied in other regions internationally. The six step process for engaging and building capacity amongst the National Contact Points – including the train the trainer programme – proved effective. This should be a recommended approach for the efficient deployment of resources in future development programmes: whereby one workshop with ten NCPs, then leads to ten workshops with fifteen national stakeholder participants each on average, quickly produces 150 engaged actors in the desired field.

Finally, the project has committed to the long-term hosting of the SHE CAN Tool online (by securing its URL domain) hence continuing to offer free access to users for many years to come.

1. Introduction

1.1 SHE CAN Tool

The first EMPOWER project ran between 2020 and 2021. It built the capacity of transport professionals to deliver gender-equitable, inclusive transport with improved participation, diverse sector workforce as well as safety and personal security. It specifically addressed the causes of sexually-related harassment and assault on women and girls when they travel.

The principal output was the **SHE CAN Tool**: **S**exual **H**arassment **E**ngagement – **C**hanging **A**ttitudes meeting **N**eeds (https://shecan-tool.info/).

The SHE CAN Tool is a user-friendly, internet-based decision-making resource, assisting cross sector organisations to develop an evidence-based approach to addressing sexual harassment and personal security within public transport. It is especially designed to support:

- Transport providers;
- Local authorities;
- Policymakers;
- Enforcement agencies and police; and
- NGOs.

The tool contains guides and templates to help organisations gather data on the prevalence of sexual harassment, deliver stakeholder mapping exercises, organise surveys and workshops as well as offer dozens of tailored interventions that can be deployed to tackle the issue.

Interventions and supporting case studies are available in the following categories, each offering the potential to improve public transport safety, with greater impacts achievable when combining several together. This often requires stakeholder collaboration across several intervention topic areas:

- Legislation;
- Surveillance and policing;
- Infrastructure;
- Campaigns and educations;
- Vehicle design; and
- Management.

Within EMPOWER II, the tool was the focus of further training, workshops, seminars, capacity building and pilot activities to accelerate uptake of the research especially amongst sub-Saharan African countries and beyond. The new project aim added new case studies to the tool, including those from the informal public transport sector, and enhance ways of promoting it such as by uploading new user videos online.

The three main tasks in EMPOWER II were to increase the:

- Innovation of SHE CAN Tool;
- Awareness of SHE CAN Tool; and
- Application of SHE CAN Tool.

The reason for this focus was to maximise the impact of the tool which was launched just before the end of the first EMPOWER Project, and hence the uptake potential was limited to that short period. This new targeted project was able to take the product directly to much wider markets whilst enhancing its content on the way.

1.2 Project partners

The project was composed of five main partners as shown in the Table 1, built around the main objective of delivering impact and uptake of EMPOWER research and SHE CAN Tool.

Table 1: Main Project Partners

Organisation	Short Name	Country	Contact

SLR Consulting	SLR	UK	Paul Curtis
University of Cape Town	UCT	South Africa	Dr Marianne Vanderschuren
European Integrated Projects	EIP	Romania	Lucia Cristea
Lagos Metropolitan Area Transport Authority	LAMATA	Nigeria	Oluwaseun Sonoiki
Nana Girls and Women Empowerment Initiative	Nana	Nigeria	Dr Fatima Adamu

1.3 National Contact Points

In order to maximise the impact and uptake of the SHE CAN Tool at local and national levels, the project secured the participation of organisations in ten sub-Saharan countries to perform the role of National Contact Points (NCPs). These were a mixture of ministries, city authorities, transport agencies, academic institutions and NGOs. These are detailed further in chapter 2.

The overall aim of the NCPs was to help promote the take up of the SHE CAN Tool and its resources to build capacity across multiple sectors to accelerate the tackling of sexual harassment in public transport through different categories of interventions.

The work of the NCPs formed the backbone of the EMPOWER II field work and was set across six main phases between March and October 2024, supported at every stage by the EMPOWER project team. This is further detailed in chapter 4.

2. Increasing innovation of SHE CAN Tool

This chapter presents an overview of the activities and outcomes of Task 1 of the project: increasing innovation of SHE CAN Tool.

The rationale was to use the additional time and resource to add more case studies and interventions to the tool so that it resonated to a wider audience and to include examples which have been inspired by using the tool itself to show its effectiveness. The first project found that there was a need for additional informal transport references to be added, which was addressed. Also, that the tool would benefit from short videos showing how it has been used to date, which were filmed by partners LAMATA and Nana, edited by EIP and uploaded as an effective means of conveying its usefulness.

As such the task sought to deliver new approaches for scaling-up original project outputs and outcomes beyond the original project country to other LMICs in Africa. The three subtasks were entitled: case studies, interventions and user videos.

2.1 Case studies

This task has been led by EIP in collaboration with SLR, UCT, LAMATA and Nana.

10 new case studies have been added to the tool to demonstrate how different intervention types have been implemented in practice. These relate to the formal and informal public transport sector. A very positive story is that the case studies from Nigeria have all been delivered during the project thanks to the deployment of the SHE CAN Tool. This has further validated its value and impact.

Table 2: New case studies

Intervention Category	Case Study
Digital Campaigns	**Speak Up campaign, LAMATA -** Nigeria LAMATA has delivered the Speak Up campaign to public transport passengers in a new collaboration with the Lagos State Ministry of Justice & the Lagos State Domestic & Sexual Violence Agency. This unique combination of regional and local stakeholders gave additional gravitas to the campaign and offered a special hotline number with trained staff for victims to report incidences to. A campaign video was also made to broaden outreach: Speak up against sexual harassment.
Digital Surveillance (CCTV) & Improved Lighting	**Gender inclusive bus station design, LAMATA – Nigeria** Using the interventions in the SHE CAN Tool as a guide, LAMATA made significant enhancements to the design of two bus stations from the female user perspective. The installation of customer alert 'panic' buttons, the re-activation of CCTV and additional security personnel provide passengers with direct and immediate means of seeking help in emergencies. Additionally, enhancements to lighting around the transit infrastructure played a significant role in improving perceived and actual safety during evening hours. It was also decided to put distance between the location of male and female toilets to address potential safety risks.
Increasing Diversity of the Transport Workforce	**Recruitment of female staff, LAMATA - Nigeria** A Gender Equality Plan has been implemented, with a focus recruiting female bus drivers, conductors and ground staff. The greater presence of female staff is expected to foster a more inclusive, empathetic and secure environment, thereby encouraging greater use of bus services by women and other vulnerable groups; and increasing levels of reporting.
Ensuring that Women Form Part of the Decision-Making Teams	**ISO Management Systems, LAMATA - Nigeria** By integrating gender sensitivity considerations into LAMATA's ISO Management Systems and standard operating procedures, LAMATA addressed the diverse needs of all passengers through the better understanding of its decision makers. This was supported by a new female recruitment policy. Ultimately this should contribute to a more equitable and user-friendly transport system in Lagos, and more sustained improvements in service delivery. SHE CAN Champions have been appointed within the organisation to advocate for a safer transport environment across different departments.

Train Staff to Receive Reports of Incidents	**Staff gender awareness training, LAMATA - Nigeria** To train staff, LAMATA first engaged in extensive consultations with key partners, including transport unions, civil society organisations, and gender advocacy groups. These consultations helped to build a coalition of support around the initiative, addressing potential concerns and ensuring that the policy changes reflected the needs and realities of the broader community. Internally, awareness campaigns and training sessions were conducted to sensitise staff to the importance of gender integration.
Education events	**School-related gender-based violence campaign, Nana - Nigeria** As part of its education programme on school-related gender-based violence (SRGBV), Nana Girls and Women Empowerment Initiative has informed girls on how to stay safe on their trips to school; especially when using informal transport. The bike taxi is the only available intracity public transport mode for students in the state of Kebbi, Nigeria. The education programme used the SHE CAN Tool to download a series of pictograms which helped to define sexual harassment in transport. Twenty secondary schools and 44,000 students have been reached. They are now more aware of the actions they can take to avoid harassment while travelling to and from school.
Legislation against street harassment	**National framework for gender-sensitive public transport** - **Jordan** A local civil society organization SADAQA, along with the Ministry of Transport, UN Women, and the EU Delegation to Jordan, released a national framework for gender-sensitive public transport in 2021 to address gender concerns in public transport, including increasing representation of women workers in the transport sector. The framework proposes the legislative reforms necessary to increase women's mobility and access to public transport. It also lays the onus on the Land Transport Regulatory Commission to ensure that efforts such as transportation planning, creation of public spaces and non-motorized transport infrastructure, and financing of transport begin to address gender concerns at every level (UN Women 2021).
Incident hotline reporting	**Victim helpline to report sexual harassment – Brazil** **I**n 2021, São Paulo Transporte (the city's public transport company) made an enhancement to their standard toll-free helpline number for passengers. The number 156 was extended such that a woman experiencing harassment or an observer wishing to report harassment could add a 0 (1560) to receive assistance. The person would then be put in touch with a female operator trained to handle harassment and violence against women. During the 3-month campaign period in 2021, 26 complaints were reported. This is a good example of developing existing services and systems to the benefit of female passenger safety.
Incident desks	**Victim or observer reporting kiosks – Brazil** Safe Kiosks are safe spaces where women can report harassment after disembarking from a bus. These were opened at two bus stations in Sao Paulo on International Women's Day in March 2021. These kiosks had sufficient space and privacy to ensure that women felt safe to report. The kiosks were used by women, not to report sexual harassment on board public transport, rather the abuse they experience at home and work. This approach can be deployed in other countries, with the support of the public transport authority.
Female dedicated services	**Female-only buses - Papua New Guinea** The women-only transport programme began exclusively as a free service called Meri Seif (Woman Safe) and, in 2017, added a pay-to-ride service called M-Buses. From 2014 to the middle of 2019, in Port Moresby, the number of buses increased from one to 11, the number of routes from one to six, and the number of female passengers from 21,000 to more than 600,000. Since 2019, signs point to continued growth.
Educational events	**Safer Neighbourhoods for Women Programme** - South Korea Government policies on violence against women often focus on punishing offenders and providing support for victims. A new approach in Seoul centred on prevention drawing on grassroots civic participation: • 656 convenience stores have been designated as Women's Safety Patrol Houses to assist women fleeing from danger. 1,000 delivery men from franchise restaurants have been trained to spot violence and how to respond.

2.2 Interventions

The term "intervention" is used in the SHE CAN Tool to categorise the solutions that can be taken by stakeholders to tackle different elements of gender-based violence in public transport. The tool offers 49 different interventions which have been deployed in different countries around the world, amassed from the EMPOWER research. This includes one new intervention which was added during the project, entitled 'Neighbourhood Watch for Women'. This entails citizen-led surveillance teams to reduce the risk of gender-based violence. This is inspired from the case study in Seoul where 1,000 citizens volunteered to accompany women returning home at night.
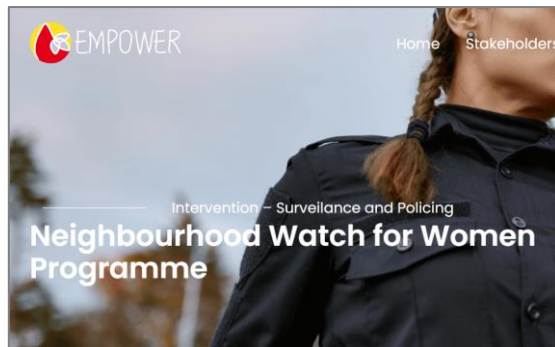
Figure 1: New Intervention on SHE CAN Tool

This resulted from a multi-stakeholder strategy that included the community, the private sector, and public officials. Detailed data on the nature and patterns of sexual assaults in the city were analysed through the Seoul Metropolitan Agency (SMPA), working with four support centres for victims of sex crimes and the Seoul Women's University. The city council and the SMPA conducted research that identified 600 areas that warranted special control and monitoring for sexual violence, for where volunteers were mobilised.

2.3 User videos

The SHE CAN Tool user video task was led by EIP in partnership with LAMATA and NANA. Interviews with users of the tool in Lagos and Abuja were recorded and edited into short stories within three different videos. The videos quickly inform the viewer on a visual and human level of how the various tool resources can unlock improvements in safety for female public transport passengers.

Figure 2: Impact story videos

- LAMATA video: How the tool has been used to inspire several interventions in Lagos to improve inclusive management processes, staff training and bus interchange designs. https://youtu.be/1WCX8mxw4ag
- NANA video: How the tool has been used to engage with the local transport union in Abuja, to improve the conditions for women using the informal public transport taxi services. https://youtu.be/twQYg7ECfiw
- Short video: includes summary of both LAMATA and NANA. https://youtu.be/PgWtJS6dILE

The videos are available from the SHE CAN Tool website and on YouTube. These are also signposted via the HVT website. They have been shared via the EMPOWER LinkedIn page and were shown to attendees of the National Contact Point workshops. The videos are a lasting resource to continue promoting the tool.

3. Increasing awareness of SHE CAN Tool

This chapter presents an overview of the activities and outcomes of Task 2 of the project: increasing awareness of SHE CAN Tool.

The rationale for this task was to develop stronger leverage to increase usage of research tools and policy through improved and scaled-up ways of communicating and disseminating.

This took the form of: further engaging and expanding the Project Reference Group; increasing our social media activity to communicate outputs; confirming a permanent home for the SHE CAN Tool; developing and publishing a training module which can be used to help future uptake; and participating in awareness-raising events. These are the five sub tasks as described below.

3.1 Project Reference Group

This task has been led by SLR, supported by EIP as communication lead. The Project Reference Group (PRG) is composed of cross sector organisations forming an additional external audience for project research. The number of contacts has increased from 140 to 254 and are composed of organisations from 16 LMIC countries from 8 sectors, as shown in Table 3.

Table 3: Project Reference Group representation

Stakeholder sectors	Countries	% female contact person
Public transport provider	Botswana, Cote D'Ivoire, Eswatini, Ghana, Kenya Malawi, Mozambique Namibia, Nigeria,	63%
City and regional authorities		
National authorities & ministries		
Development banks		
Academic institutions	South Africa, Rwanda, Sierra Leone, Tanzania, Uganda, Zambia, Zimbabwe	37%
Transport security and police		
Urban designers		
NGOs (transport and women's rights at local, national and international level)		

Additional members have been accumulated through the actions of the National Contact Points (stakeholder mapping, stakeholder workshops, local pilots), awareness raising events and presentations (COP26 side event, AfdB Transport Forum, THREDBO Conference, EMPOWER seminar), social media posts (LinkedIn) and contacts referred to the project via the HVT Programme and partner projects (e.g. T-TRIID project: Inclusive Interchanges). Others participated in the online train the trainer seminar on the SHE CAN Tool in April 2024.

Eleven PRG members participated in the online SHE CAN Training Seminar in March 2024. Here, all EMPOWER partners presented different aspects of the project and the tool. Those PRG members unable to attend were subsequently sent more information and the slides after the event by email.

The project has also sent email updates to the PRG members on project outputs and invited them to external conferences where the project was being presented, including the EMPOWER Seminar on 4 October 2024. All PRG members were emailed the EMPOWER Seminar presentation slides and video recording.

The most important contribution of the PRG was that it was from this pool of stakeholders which the National Contact Points were originally identified and their participation secured. Their interest and subsequent commitment to the NCP role was present thanks to the steady engagement by the project over the preceding two years.

The project has engaged with the development sector including World Bank (IE CONNECT), UN Habitat, UNEP, EBRD, UN Women, FCDO attachés, African Development Bank and others who have been briefed on the elements of the SHE CAN Tool so that they can consider it as a resource for their own programmes. One success was the invitation to present at the AfDB Transport Forum in September 2024 in Abidjan where the LAMATA representative took part in a panel discussion to promote the tool.

The informal transport sector has also been engaged thanks to the pilot actions and included on PRG communications. This includes the directors of Embassava (the Nairobi minibus SACCO) and the Nigerian transport unions who oversee the running of the informal transport in Kebbi.

The EMPOWER Seminar in Cape Town in October 2024 increased the uptake potential of project outputs amongst international academic professionals many who had attended THREDBO Conference, as well as local and national policy makers: the City of Cape Town and the South African Department of Transport have both requested further information on the SHE CAN Tool so they can decide how to take in their policy making work.

3.2 Dissemination programme – social media

In addition to the direct engagement of PRG members, a wider dissemination programme was coordinated over the whole project lifetime via social media, to expand project outputs to new audiences.

This task was led by EIP and saw an active programme posting updates on EMPOWER events and milestones to generate awareness and uptake of the SHE CAN Tool, as shown in Figure 4. Between January and October 2024, the project produced 21 posts on the LinkedIn page, tagging DT Global and UKAid for wider outreach, receiving a total of 471 reads and 234 likes. The number of followers has increased from 110 to 194.
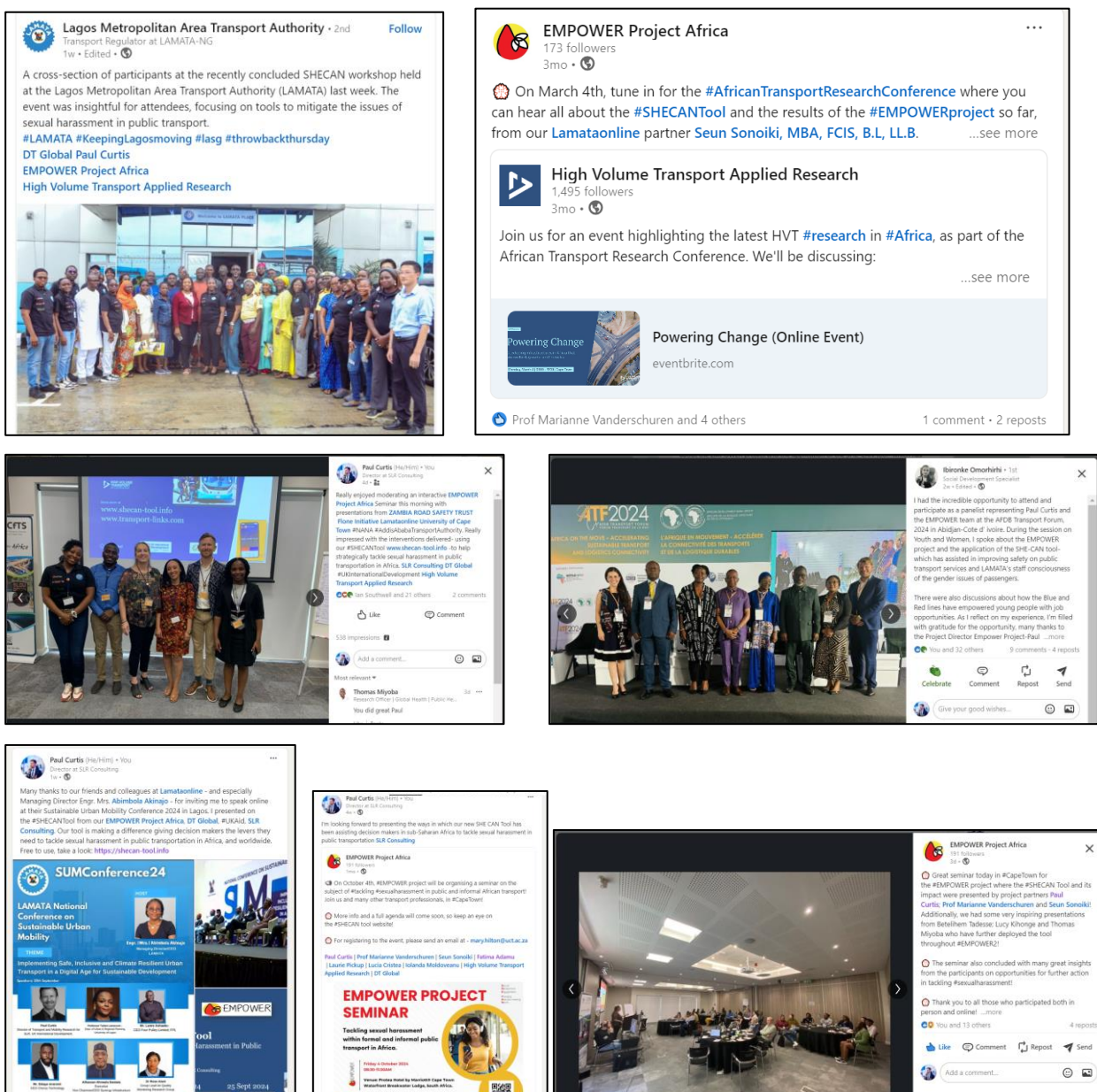

Figure 3: Social media activity

3.3 SHE CAN Tool permanent resource

This task has been coordinated by SLR. EIP has committed to the long-term hosting of the SHE CAN Tool online (by securing its URL domain) hence continuing to offer free access to users.

In addition, SLR has engaged with a number of key organisations to explore gaining endorsements for the tool and to help signpost it from their websites and include it as a reference source within their related projects, programmes and advocacy work.

Contact was made with UITP, UNWomen, World Bank (IE Connect), African Development Bank, the Africa Transport Policy Programme (SSATP) the Flone Initiative, the Asian Development Bank, GIZ, Urban Catalyst, TransAid and the Polis Network. At the time of writing the most promising leads are with Urban Catalyst, Flone Initiative and SSATP with all three indicating their desire to highlight the SHE CAN Tool within their development work. Firmer commitments are being sought before the end of December 2024 to help continue the promotion and uptake of the tool in future years. Discussion is also continuing with UNWomen.

3.4 SHE CAN Tool training module

This task was led by SLR, in close collaboration with LAMATA. The SHE CAN Tool training module was developed by SLR consisting of a detailed slide deck which presents the definition and challenge of sexual harassment, the SHE CAN Tool resources and inspirational case studies.

The module was presented by SLR to the National Contact Points at the train the trainer workshop in April, before being refined (with QA input) and sent to the NCPs who used it in their own stakeholder workshops. As such the module has helped to build capacity at the local and national levels in the NCP countries.

The slides were also presented by SLR (online) at the Sustainable Urban Mobility Conference 2024, organised by LAMATA in Lagos on 25-27 September 2024. The event attracted nearly 60 transport professionals and was structured into 7 learning course topics, one of which was gender and transportation and the SHE CAN Tool. This was thanks to the EMPOWER research and the slide deck produced by the project. The full programme of topics was as follows:

- Urban Transport Developments in Selected States;
- The Lagos Urban Transport Story;
- Transformative Initiatives for Sustainable Mobility;
- Urban Transport Developments in Selected States & FCT;
- Non-Motorised Transport (NMT) Development & Road Safety;
- Role of Gender and Inclusivity in Sustainable Mobility; and
- Climate Change and Air Quality Assessment in Urban Transport.

Thanks to the commitment of LAMATA, they will deliver the Sustainable Urban Mobility Conference in future years which will ensure that the SHE CAN Tool module is a permanent and integrated component of the annual learning programme for long term capacity building in the sector.

The module slides were also used to deliver presentations by LAMATA and Nana at the Flone Initiative's Women in Transportation Conference in Nairobi on 4 December 2024. The slides have been uploaded onto the SHE CAN Tool so they can be downloaded for any future training event.

3.5 Dissemination Events

Awareness of the SHE CAN Tool and wider EMPOWER research has been raised at several targeted events across the year. The target of presenting at two events was exceeded with EMPOWER playing an active role in five major international conferences and seminars.

3.5.1 COP28: Greener Transport must be Inclusive Transport, Dubai & Online

Paul Curtis delivered an online presentation on the SHE CAN Tool in December 2023 at a physical side event to COP28 organised by the HVT Programme, entitled: Greener Transport must be Inclusive Transport.

3.5.2 Powering Change Conference, Cape Town

Seun Sonoiki delivered a presentation on EMPOWER and the SHE CAN Tool at the Powering Change conference in Cape Town on 4 April 2024.

3.5.3 Southern African Transport Conference, Pretoria

In July 2024, two presentations delivered by LAMATA (Engr. Ms Abimbola Akinajo) and UCT (Marianne Vanderschuren) highlighted the EMPOWER project and tool to this audience of transport professionals. The event was organised by the International Road Federation and the South African Department of Transport event.

3.5.4 AFDB Transport Forum, Abidjan

On 19 September 2024, Ibironke Omorhirhi of LAMATA participated in a panel discussion on road safety and gender where she spoke about the SHE CAN Tool to the audience of national policymakers and transport professionals from across Africa. This resulted from a direct invitation from AfDB to participate noting that GBV was a very important part of the transport agenda for the bank and its partners in SSTAP. This had led to subsequent discussions about how SHE CAN Tool can be promoted by these organisations.

3.5.5 EMPOWER Seminar, Cape Town

Hosted by UCT and with support from SLR, this bespoke morning seminar was delivered on 4 October in Cape Town with 48 participants (35 physical and 13 virtual; 22 male, 26 female) from local and national government, NGOs, transport operators and research institutions. Paul Curtis and Marianne Vanderschuren presented the SHE CAN Tool to the participants, supported by presentations from four of the National Contact Points demonstrating how the tool has been used in practice this year in Ethiopia Kenya, Nigeria and Zambia. One successful outcome was the subsequent invitation by the City of Cape Town, Western Cape Government and the Department of Transport of South Africa to hold follow up discussions and meetings regarding the SHE CAN Tool and how it might support their policy objectives in the field of tackling GBV in transportation.

3.5.6 Women in Transportation Annual Conference, Nairobi

Hosted by the Flone Initiative between 3-5 December 2024, members of LAMATA and Nana gave presentations on how the SHE CAN Tool has been deployed to improve safety for female passengers in the formal and informal transport sectors in Nigeria.

4. Increasing application of SHE CAN Tool

This chapter presents the details and the outcomes of the six phases of fieldwork delivered by the NCPs and the EMPOWER Project team to deliver task 3 of the project: increasing the application of the SHE CAN Tool.

The rationale behind this task was to use the additional time and resource to maximise the uptake and application of the tool by transport stakeholders from different sectors. This new targeted project was able to take the product directly to wider markets, then building capacity so that the knowledge could be taken forward, long after the end of EMPOWER II.

This helped to realise the original project objectives:

- New approaches for scaling-up original project outputs and outcomes beyond the original project country to other LMICs in Africa or South Asia;
- Increase research uptake by recipients and beneficiaries in the original project country and the widening scalability in other LMICs in Africa; and
- Improve stakeholder engagement and involvement of policymakers, transport authorities, NGOs and research professionals.
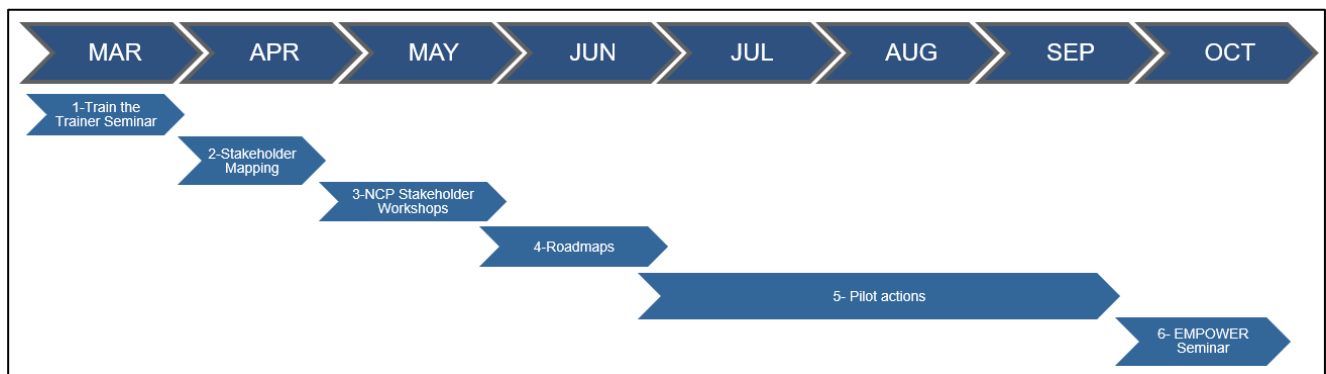
Figure 4: Project's six main phases

A carefully crafted programme was designed and delivered to increase ownership of the SHE CAN Tool by the National Contact Points and its wider application, as shown in Figure 4. This comprised six sequential phases, each building on the preceding one, and each comprising a specific project sub task:

1) **SHE CAN Tool Train the Trainer Seminar**
   The purpose of the online event was to train the NCPs on the rationale and components of the SHE CAN Tool, so that they: identified how it can benefit the work of their organisations; and so that they then trained up key stakeholders in their countries.

2) **Stakeholder Mapping**
   Making used of EMPOWER's guides and templates, the NCPs identified which organisations at local and national levels had the most power and interest in the field of talking harassment proactively (e.g. policymakers, campaigns, infrastructure designers); or reactively (e.g. enforcement agencies). These stakeholders were then confirmed as the target of ongoing engagement in the project, starting with inviting them to a cross-sector workshop.

3) **Cross-sector workshops**
   NCPs hosted a physical cross-sector workshop, inviting the key stakeholders identified in the stakeholder mapping exercise with most power and interest in this issue. The aim was to record where action was already being taken, examples of policies and data which already existed, opportunities to exploit, discuss where stakeholder collaboration could be improved as well as barriers.

4) **Roadmaps**
   The findings were crystallised into short roadmaps to document areas where progress could be made in each NCP country, such as through cross sector working, awareness raising or implementing policies and interventions which had been successful in other countries.

5) **Pilot activities**
   The NCPs then used these insights to put forward potential pilot activities that could be delivered using the SHE CAN Tool to support implementation. Pilots included transport user surveys to gather data on sexual harassment; travel awareness campaigns; and training workshops. Each proposed pilot was evaluated by and suggestions made before approving.

6) **EMPOWER Seminar**

   NCPs were invited to attend the final promotional event in Cape Town - and online - where the achievements of the pilots were showcased to further inspire uptake of the SHE CAN Tool in sub-Saharan Africa and beyond.

This task was led by SLR and successfully resulted in recruiting 11 National Contact Points (NCPs) from the following countries: Ethiopia, Ghana, Kenya, Malawi, Mozambique, Nigeria, Rwanda, Sierra Leone, South Africa, Uganda and Zambia. These cross-sector organisations represent transport authorities, NGOs, city authorities, road safety experts and academia; all of which have interest in – and influence over - tackling sexual harassment in public transportation. These are shown in Table 4.

This resulted in maximising the outreach potential of the project by empowering the seven stakeholders with knowledge of the SHE CAN Tool, so that they in turn engaged with many more local and national cross-sector organisations in their respective countries.

This dynamic could be replicated in other development projects to similarly gain best value from project investments.

During the project, seven of the NCPs were active and collaborative in delivering all their expected tasks. They used the opportunity to build capacity in the field of Gender-Based Violence (GBV) within transportation, raise their profile and engage with stakeholders. Whereas four NCPs unfortunately became unable to fulfil all their duties for different reasons (as explained in chapter 5). The active and passive NCPs are summarised in Table 3.

Table 4: National Contact Points

Organisation	Country
Active NCPs	
Addis Ababa Transport Bureau (AATB)	Ethiopia
Kwame Nkrumah University of Science and Technology	Ghana
Flone Initiative Trust	Kenya
Lagos Metropolitan Area Transport Authority (LAMATA)	Nigeria
Sierra Leone Urban Research Centre (SLURC)	Sierra Leone
University of Cape Town (UCT)	South Africa
Zambia Road Safety Trust	Zambia
Passive NCPs	
Kampala Capital City Authority	Uganda
Ministry of Transport and Public Works	Malawi
Maputo Metropolitan Transport Agency	Mozambique
Rwanda Utilities Regulatory Authority	Rwanda

4.1 SHE CAN Train the Trainer seminar (NCPs)

The seminar was led by SLR and delivered online in March 2024. The seven active NCPs attended along with the representatives from Uganda and Mozambique. Presentations were made by all the EMPOWER partners to provide the rationale and functions of the SHE CAN Tool. NCP roles and responsibilities were presented and a discussion took place to provide clarifications around expectations and financing rules. Ahead of the seminar, SLR drafted and distributed the NCP Briefing Paper to provide context and background.

The seminar was recorded and, along with the presentation slides, sent to the NCPs to aid them in briefing their key stakeholders.

The aim was to build capacity and ownership amongst the NCPs in learning about how the tool could make a difference in their areas of operation. This process was an effective approach in view of seven NCPs subsequently taking forward the stakeholder mapping, stakeholder workshops, pilot actions and roadmaps.

4.2 Stakeholder Mapping

This task was coordinated by SLR but delivered by the seven active NCPs (plus Uganda).

NCPs each conducted a desktop stakeholder mapping exercise following the guidance and templates saved on the SHE CAN Tool (https://shecan-tool.info/data-collection) which had been successfully deployed in the first EMPOWER project. This successfully validated the utility and transferability of the downloadable resources.

In total, 150 separate organisations were identified as having power and interest in either preventing or responding to GBV in public and informal transportation. These organisations have been categorised into 27 stakeholder types, split across three thematic groupings of government, transport and NGO. These are shown in Table 5 in order of importance. The stakeholder mapping matrices of each country can be found in the Appendix.

Table 5: Main stakeholder types identified in the mapping exercise

Government stakeholders	Transport stakeholders	NGO stakeholders
Local government departments	Public and private bus companies	Community orgs
Ministries of transport, women, road safety, urban development, social affairs	Light rail service companies	Women protection NGOs
Police	Transport authorities	Advocacy
Transport police	Maintenance contractors of services	Road safety NGOs
Land transport authorities	Urban designers - public space engineers	Networks
Justice departments	Training colleges	Development banks
Spatial planning authorities	Transport workers unions	International organisations
Driver & Vehicle Licensing & Control Authority	Traffic Management Authorities	Transport research institutes
Domestic Violence and Victims Support Unit	Maritime, land and aviation authorities	Foundations and Federations on road safety, women, justice

4.3 NCP Stakeholder workshops

This task was coordinated by SLR who liaised closely with the seven active NCPs to provide support.

The NCPs each hosted a physical cross-sector workshop, inviting the key stakeholders identified in the mapping exercise with the most power and interest in this issue. Costs for hosting the workshop (room hire, catering, travel) were reimbursed up to £750.

Agendas, promotional fliers, discussion guides, presentation slides and video recordings were provided by EMPOWER to support the NCPs. These materials also reside on the SHE CAN Tool as a useful resource of training materials for all.

The purpose of the workshops was to introduce the SHE CAN Tool, highlight the issue of harassment, showcase how this has been tackled elsewhere, and how each stakeholder has a responsibility to become involved.

The outcome of the seven workshops was an exponential growth in the number of stakeholders who were engaged and briefed on this issue. In total 162 people attended across the 7 workshops. Most of the workshops took place in May 2024, but some were held later due to competing schedules. Many participants continued to be active in the project by participating in the subsequent pilot actions.

Details of each individual workshop are presented in chapter 4.6.

4.4 Roadmaps

In order to take forward the findings from the stakeholder mapping and workshops, each NCP devised a roadmap with the guidance of SLR.

The purpose of the roadmaps was to document areas where progress could be made such as through cross sector working, awareness raising or implementing interventions which have been successful in other countries inspired by the SHE CAN Tool.

The roadmaps are owned by the NCPs to help them plan and prioritise future actions. It is from the roadmaps that the pilot actions were drawn and agreed for funding.

They also constitute a communication tool to engage to key local and national stakeholders to create momentum in delivering future cross-sector actions.

Details of each individual workshop are presented in chapter 4.6.

4.5 Pilot actions

This chapter introduces the pilot actions delivered by five NCPs, with full details and outcomes set out in chapter 4.6.

To support the implementation of the roadmaps, NCPs were invited to propose one pilot activity each, drawing on the findings from the stakeholder mapping and workshops as well as the case studies in the SHE CAN Tool.

Through an application process, five pilot proposals were received and evaluated by SLR and where necessary, additional information and justification requested. To help guide the NCPs, pilots had to relate to one or more of the SHE CAN Tool intervention categories:

- Data collection;
- Legislation;
- Surveillance and policing;
- Infrastructure;
- Campaigns, education, events or training;
- Vehicle design; and/or
- Management.

Applications set out expected impacts, costs and participating stakeholders.

In total five NCPs delivered pilot activities, shown in Table 6, taking place between July and October 2024 each being allocated up to £1,000 of reimbursable expenses.

Table 6: Summary of Pilot Actions

Organisation	Intervention Category	Pilot Action
GHANA Kwame Nkrumah University of Science and Technology	Data collection	Public transport user surveys
KENYA Flone Initiative Trust	Campaigns, education, events or training	Advocacy campaign - informal public transport sector
NIGERIA Lagos Metropolitan Area Transport Authority (LAMATA)	Campaigns, education, events or training	Training workshop with the maritime sector
SIERRA LEONE Sierra Leone Urban Research Centre (SLURC)	Campaigns, education, events or training	Awareness-Raising Campaign
ZAMBIAN Zambia Road Safety Trust	Data collection	Public transport user surveys and focus groups

4.6 NCP Stakeholder workshops, road maps and pilot actions

This chapter presents the details of the fieldwork conducted by the National Contact Points across the three key tasks of: stakeholder workshops, roadmaps and (where applicable) pilot activities. Each NCP country is taken in turn, showing how progress grew over the course of each task.

4.6.1 Ethiopia

4.6.1.1 Stakeholder workshop

Introduction

In October 2024, the Ethiopian NCP, Addis Ababa Transport Bureau (AATB), delivered their stakeholder workshop where the following national and local organisations participated. It comprised 3 men and 6 women:

- Ministry of Transport and Logistics;
- Ministry of Women and Social Affairs;
- Addis Ababa Office of Women, Children, and Social Affairs;
- Addis Ababa Justice Office;
- Addis Ababa Traffic Management Authority;
- Addis Ababa City Police Commission;
- Addis Ababa Light Rail Transport Service Company;
- Addis Ababa City Bus Service Company; and
- Private Bus Operators (Pvt. Ltd.)

Figure 5: Formal and informal public transport in Addis Ababa

The SHE CAN Tool training module was used to present to the group which led to a discussion highlighting the barriers and opportunities towards tackling GBV in transportation in Ethiopia.

Findings

Participants provided insights into the measures already being taken to address the issue which could be built on. They included:

- GBV Prevention and Response Implementation Action Plan (IAP). This GBV IAP, sponsored by the AATB, aims to identify GBV risks and suggests mitigation measures in road transport infrastructure, facilities, and services in Addis Ababa. It includes several recommendations to be delivered such as providing training on GBV for staff, and basic concepts on prevention and response mechanisms, legal frameworks, best practice and manuals. The IAP is an output of the World Bank Transport System Improvement Project (TRANSIP): a World Bank-financed project launched in 2016 with the objective of improving mobility along selected corridors in Addis Ababa.
- Some laws have been passed to prevent sexual harassment in the workplace
- Partnerships with local law enforcement agencies have been set up to improve passenger safety and deliver a coordinated response to incidences
- Security guard presence at stations and on trains has been increased
- Signage raising awareness about sexual harassment installed inside trains

- Banners containing messaging to prevent sexual harassment in the five major terminals have been introduced to raise awareness for the user and driver
- Surveillance in trains and stations, installing adequate lighting in waiting areas, and ensuring the presence of security personnel to deter potential harassment
- Organizations like the Ethiopian Women Lawyers Association (EWLA), WHO Ethiopia office, and others have launched awareness campaigns that inform the public about sexual harassment
- Using social media to spread awareness
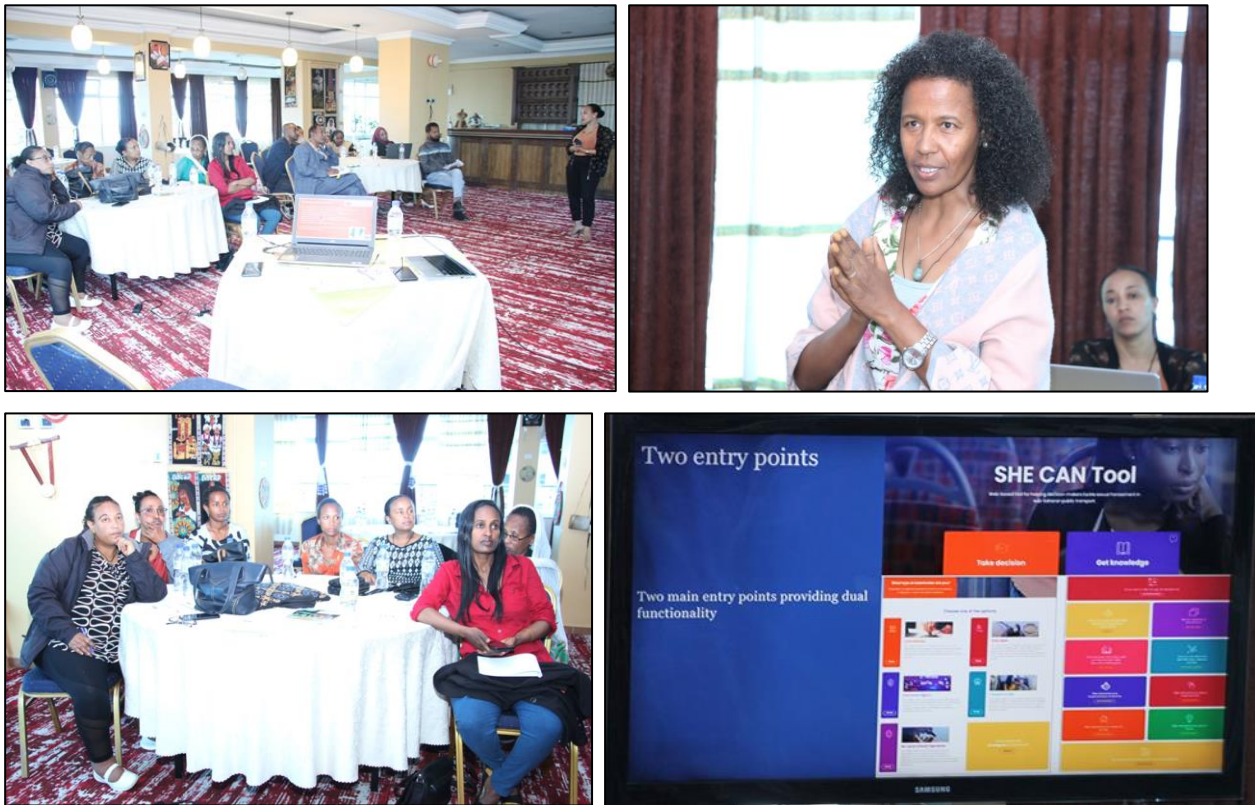
Figure 6: Ethiopian NCP Stakeholder Workshop

The group made the following suggestions to tackle GBV:

- Workplace code of conduct;
- Legal action against the attackers;
- Educational campaigns;
- Provide training for ticket cutters and outreach workers;
- Adequate installation of CCTV cameras on public transport;
- Free hotlines; and
- Street lighting.

Their intention is to continue collaborating with AATB in the context of the delivery of the GBV Prevention and Response Implementation Action Plan. More details are set out in the roadmap chapter.

4.6.1.2 Ethiopia Roadmap

The discussions in the stakeholder workshop combined with the expertise of AATB has led to several identified opportunities to take forward.

One of the most promising areas relates to how the SHE CAN Tool has now been deployed to support the implementation of GBV-related policies and procedures in the city's transportation, namely: through the GBV Prevention and Response Implementation Action Plan (IAP). The IAP is part of the World Bank's Transport System Improvement Project (TRANSIP) which aims to improve mobility along selected corridors in Addis Ababa through the implementation of a package of recommendations.

- Recommendation 1.2 of the IAP states the need for: "Providing practical training on GBV and basic concepts of GBV prevention and response mechanisms, and existing legal frameworks". The stakeholder workshop delivered by AATB in Addis Ababa in October 2024 comprised such practical training on the SHE CAN Tool to cross-sector stakeholders which has helped to realise the KPIs set out in the IAP. This combination of World Bank and UK Aid resource is a positive development for the project.
- The next step will be to use the tool's resources to support Recommendation 1.1 of the IAP: "Prepare practical and contextualised training manuals on GBV… and best practices". This will be possible by using the case studies within the SHE CAN Tool and the various downloadable training materials.

There was no pilot activity, instead AADT and its partners identified the following measures, many of which will be enhanced by the case study interventions in the SHE CAN Tool:

- Devise GBV prevention mechanism through public transport operators;
- Build capacity of transport sector stakeholders through training on GBV prevention & response;
- Utilise the public transport vehicles (bus, light rail) internal advertisement (audio, video and poster) channels and external bodies to convey GBV prevention messaging.

4.6.2 Ghana

4.6.2.1 Stakeholder workshop

Introduction

As NCP, the Kumasi workshop was delivered by the Kwame Nkrumah University of Science and Technology (KNUST) at which 15 participants (10 male, 5 female) attended from:

- Ministry of Gender;
- Ejisu Municipal Association;
- Kumasi Technical University; and
- Ghana Private Road Transport Union.

The workshop took the format of:

- A practical demonstration was delivered on how to use the SHE CAN-Tool effectively and navigate its various pages and entry points;
- Case studies were presented from the successful implementation of safety measures in public transport in Lagos and education measures in Abuja; and
- Discussion on opportunities and barriers.

Figure 7: The SHE CAN Tool Cross Sector Workshop, Kumasi, Ghana

Findings

The main issues raised were as follows:

- Lack of data to justify taking action;
- Cultural and societal barriers to addressing sexual harassment;
- Limited resources and funding for implementing comprehensive safety measures;
- Resistance from some stakeholders to change established practices; and
- Lack of awareness regarding sexual harassment in various public transport settings.

Next steps were detailed in the roadmap.

4.6.2.2 Roadmap

One of the main findings from the workshop was the lack of available data on GBV in public transportation in the country. Hence, in order to drive forward change, it was agreed that a programme of bus passenger surveys was needed that would be communicated to local and national stakeholders. **This became the pilot activity for the NCP which was delivered by using the SHE CAN Tool data collection resources, templates and downloads.**

In addition, the following opportunity were identified:

- Engaging community leaders and influencers to drive cultural change;
- Initiating incremental steps despite limited resources and funding for implementing comprehensive safety measures;
- Providing extensive training and support to stakeholders for effective implementation of the SHE CAN Tool;
- Implementing awareness campaigns, such as posters at various terminals and buses, as well as public education initiatives, to raise awareness about sexual harassment and promote a culture of respect and safety within public transportation systems; and
- The collaborative efforts of various stakeholders highlighted the need for a comprehensive approach involving awareness campaigns, policymaking, security measures and data analysis to create a safer and more inclusive public transport system.

4.6.2.3 Pilot activity - Public Transport User Surveys

Method

The surveys were conducted in Kumasi, Ghana. The city has several spatially distributed transit terminals to facilitate intra- and inter-city travel. The predominant modes of transport in Kumasi are trotros (minibuses), which carry between 14 and 23 passengers, and shared taxis, which take four passengers. These vehicles do not provide scheduled services, and they operate with the 'fill and go' principle. Additionally, ride-hailing services such as Uber and Bolt exist in the city.

The study was conducted using the SHE CAN Tool's questionnaire instrument. The survey was further integrated into Kobo Toolbox (Kiran Kumar Poloju et al., 2022). To allow for both online and offline administration of the survey, the Kobo Collect mobile application was installed on tablets, which allowed for the survey to be deployed and administered using Android tablets. This approach was complemented with traditional paper-and-pencil surveys to accommodate respondents who preferred or required a non-digital format. The data was collected from September 19 – 27, 2024. Data enumerators interviewed participants who were essentially passengers at six main transport terminals in Kumasi (Figure 8):

- Kejetia/Adum
- Abuakwa
- Ejisu
- Asafo
- Tech junction, and
- Sofoline

Figure 8: Location of selected transit terminals in Kumasi.

To ensure participants had a good understanding of what was meant by the term "sexual harassment", the pictograms from the SHE CAN Tool downloads were used, as per Figure 9.

Figure 9: Pictograms to describe definition of sexual harassment.

After data cleaning and processing, a total of 981 responses were recorded. However, the sample size varied across different questions due to the survey design, as some questions were intentionally skipped based on previous responses.

The study utilised descriptive statistical analysis to examine various aspects including socio-demographic characteristics, trip characteristics, public transport usage, and safety concerns of respondents. Frequencies and percentages of various variables were computed. This method was used to summarise and interpret the distribution of responses across different categories.

Results

The majority of the respondents were female, constituting 67% of the sample data, while the remaining 33% were males. The sample size was 981 people, as detailed in Table 7.

Table 7: Sample size and gender split of respondents

	No. People	Percentage
Male	326	33%
Female	655	67%
Total	981	100%

The mode of travel was recorded as shown in Figure 10. It shows the reported travel mode by both genders. Minibus/trotro is the most used travel mode for both genders, with 57.8% of females and 51.5% of males relying on them, highlighting the role of trotro as the backbone of urban public transport in Ghana due to affordability and accessibility. Shared taxis or ride-hailing cabs are used by 21% of males compared to 19.5% of females, suggesting slightly greater affordability or a preference for convenience among male commuters. Mixed modes, such as private vehicles, motorbikes, and taxis, are used by 7.7% of males compared to 4.4% of females. This indicates men's higher tendency to accomplish a trip using multiple transport modes, possibly due to work-related flexibility. Walking is more common among males (2.6%) than females (1.2%), possibly due to safety concerns resulting from infrastructural limitations

discouraging walking for women. A slightly higher proportion of females (2.5%) use Keke (motorised tricycles) compared to males (1.8%), suggesting a preference for cost savings.
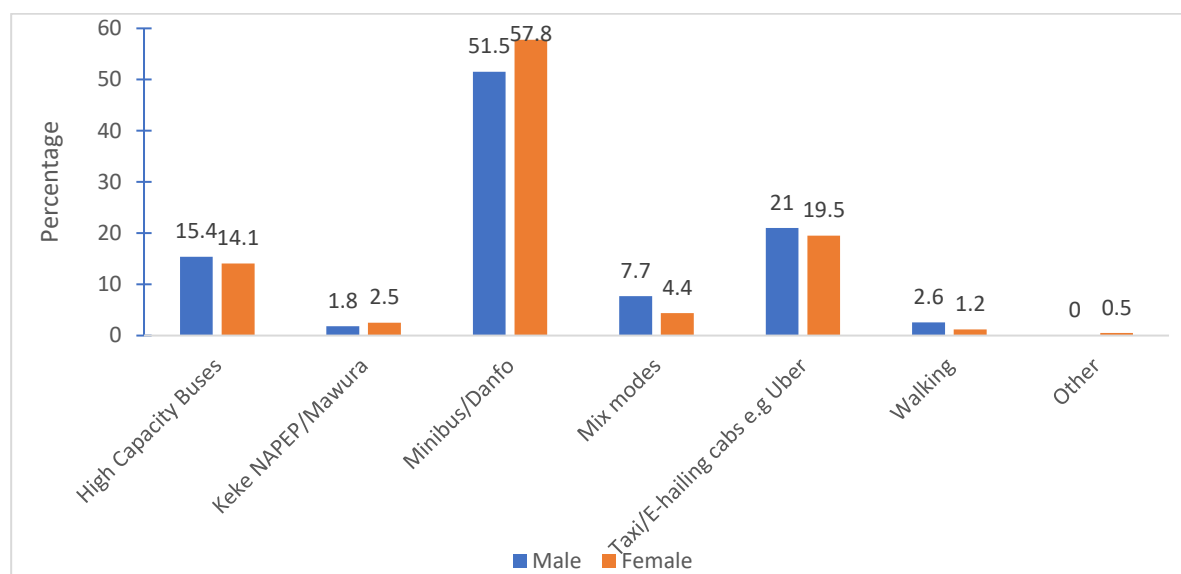
Figure 10: Respondent's mode of travel

When asked about broader concerns of using transport, respondents were primarily worried about crime, followed by violence, sexual harassment, and COVID-19. Double the number of women exhibited concern about sexual harassment than men, as per Figure 11.
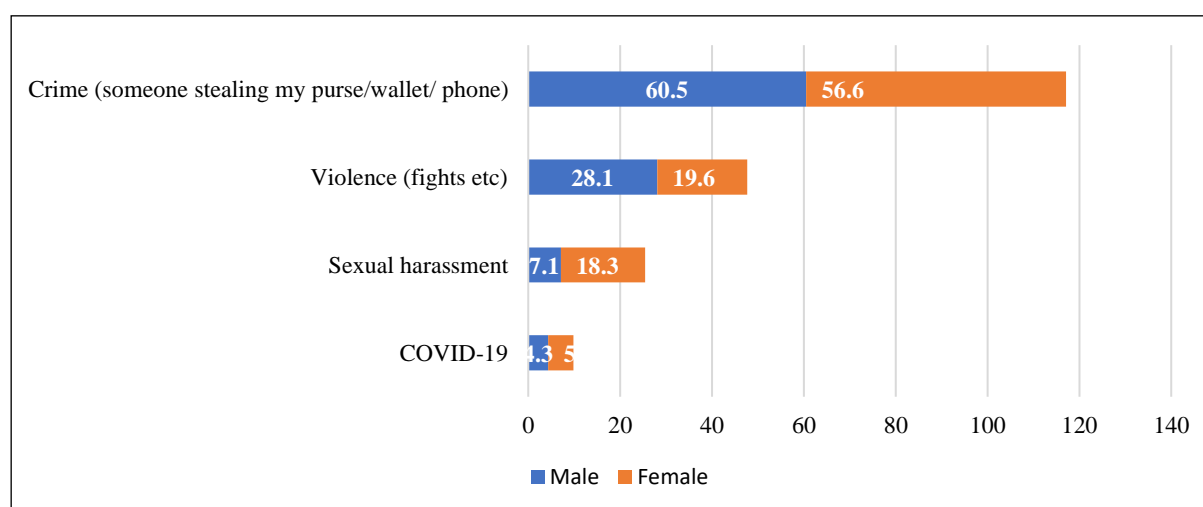
Figure 11: Respondents' Concerns When Using Public Transport

A series of questions were then asked specific to sexual harassment on public transport.

Presented in Figure 12 is the rating of how much sexual harassment is a concern to female commuters while using public transport, measured on a scale of 1 to 10. The most significant proportion (23.2%) rate their concern as 8, followed by 17.1% at 6 and 11.3% at 7. This equates to more than 50% rating their concern of 6 or more out of 10 which is significant.
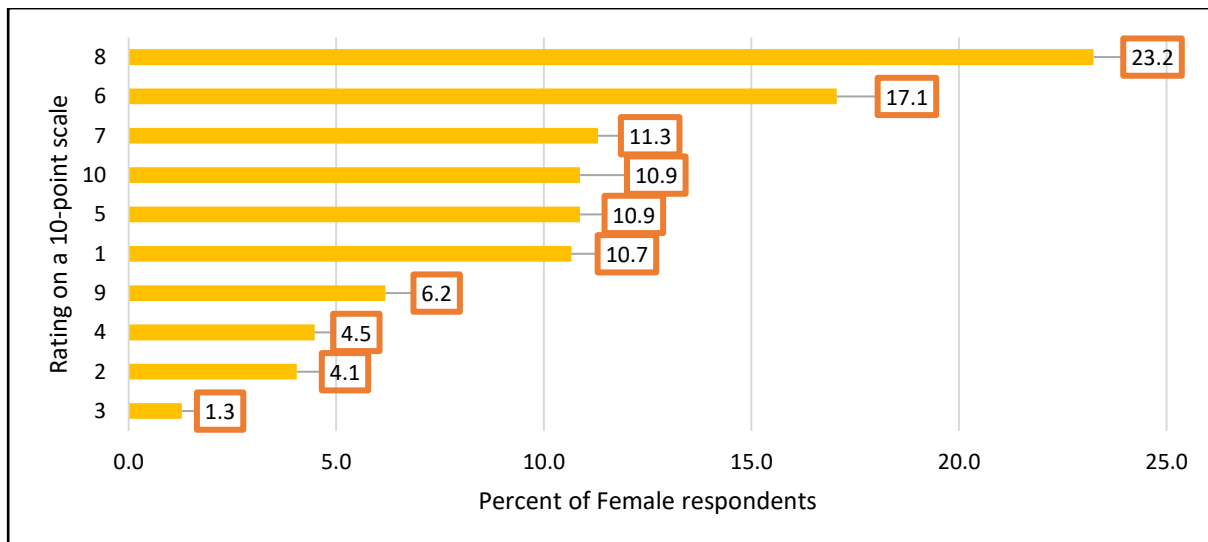
Figure 12: Rating of sexual harassment as a concern for women in using public transport in the city

In terms of the types of harassment experience by women, visual harassment, such as uncomfortable staring, and inappropriate touching was experienced by over half of females. A third suffer from being followed and a quarter from intimidation from a group, as shown in Figure 13.
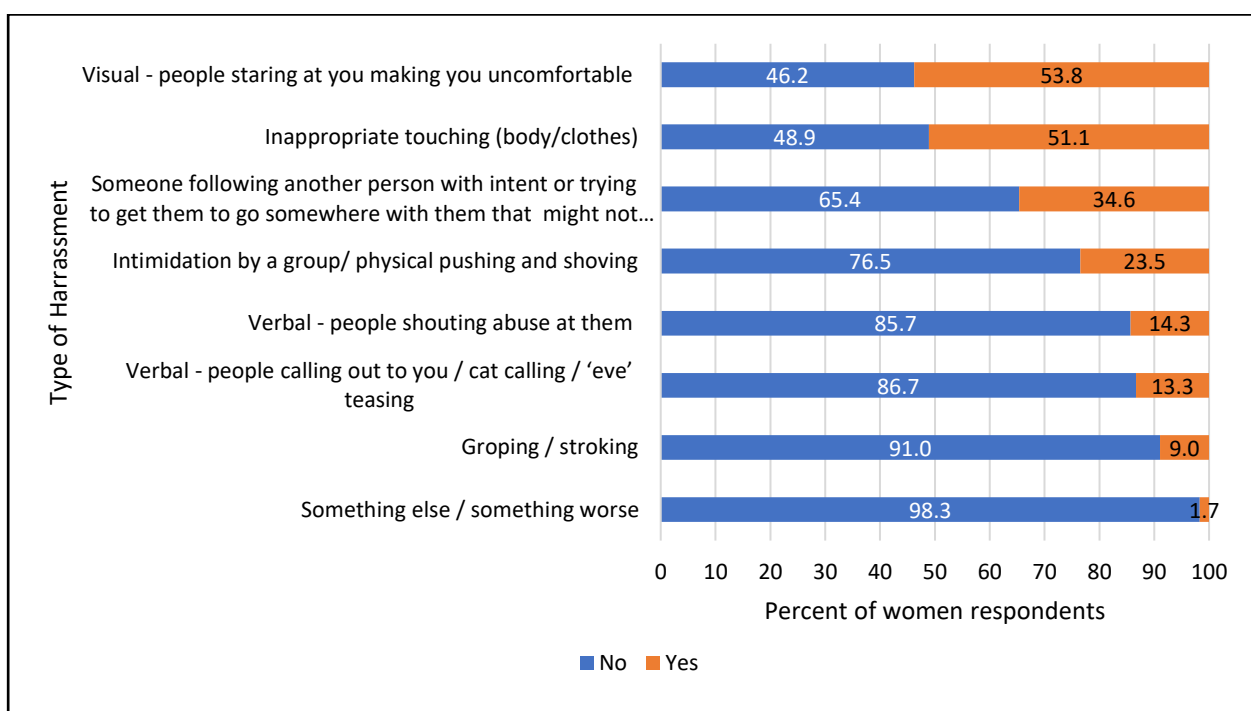
Figure 13: Types of Harassment Experienced by Women in Public Transport

The most reported location for harassment of women is while waiting for public transport (65.2%), followed by within vehicles (56.5%) as per Figure 20. This provides insights into where to prioritise corrective measures as shown in Figure 14.
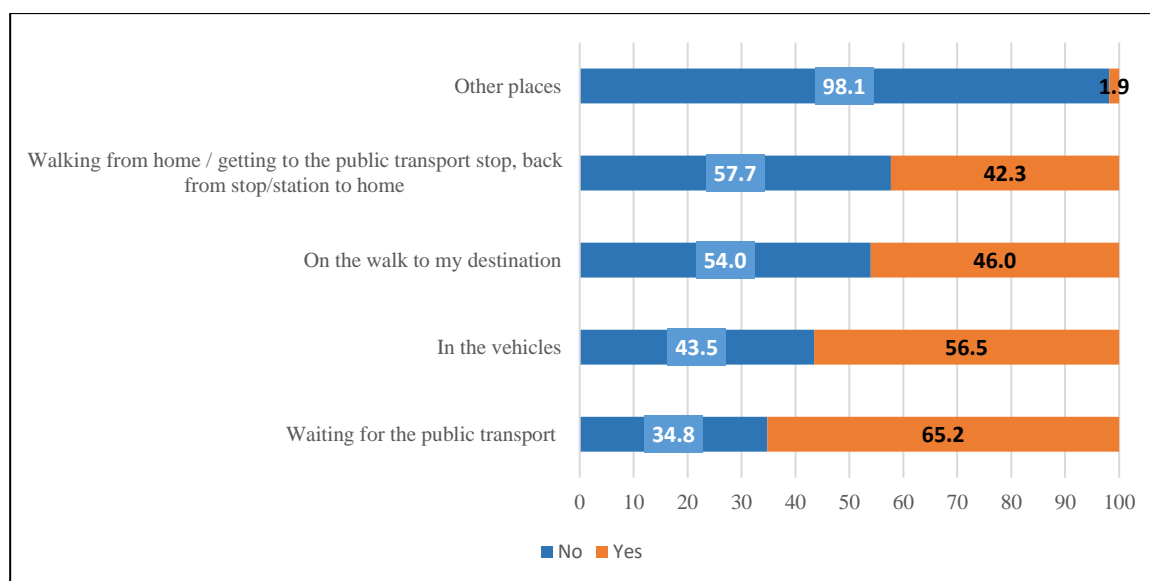
Figure 14: Locations where harassment was experienced by female passengers

When all respondents were asked whether they reported incidents of harassment, an overwhelming majority—95.1%—revealed that they did not report it, while only 4.9% took the step to do so. Among those who chose not to report, many cited a lack of time as the primary reason. Another significant portion (29.3%) admitted that they did not know who to report the incident to, highlighting gaps in awareness or clarity regarding the proper channels for lodging complaints, whereas 15% thought it was pointless to report it.

A significant proportion of respondents (14% of victims) reported that their experiences of harassment had altered their travel patterns (changing routes or times), highlighting the lasting impact of such incidents.

To firm up the suggestions, respondents were asked a structured question: "Out of this list - what do you think would be the most helpful to stop this?" The list included: fines, dedicated hotline, better lightening, CCTV camera and more security personnels at public transport terminals and stops. The majority (84.9%) strongly believe that increasing the presence of police and security personnel at various bus terminals would be an effective strategy for mitigating sexual harassment (Figure 15).
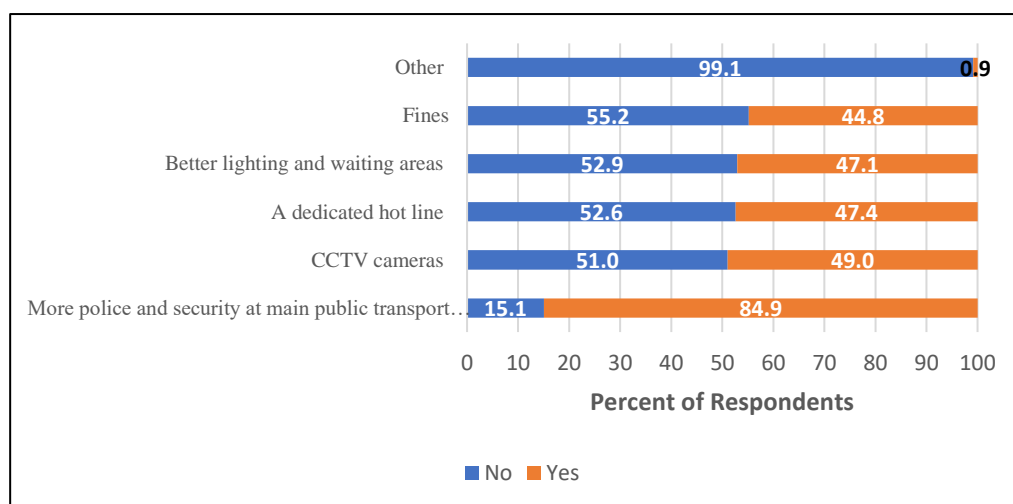
Figure 15: Respondent's perception on probable mitigation measure - all genders

4.6.3 Kenya

4.6.3.1 Stakeholder workshop

Introduction

As NCP, the workshop was delivered by the Flone Initiative in Nairobi in June 2024. A different approach was taken compared to the other NCPs thanks to the opportunity identified by Flone to use its specialist status in the field of gender and transport, to use its contacts to engage specifically with the informal public sector. This help realise a stated objective of the EMPOWER II project.

Figure 16: NCP workshop with the Embassava Board of Management

Hence the workshop was designed to engage with the 8 board members (7 male, 1 female) of Embassava Savings And Credit Cooperative Organization (SACCO) which has 1000 employees and about 500 vehicles operating in 4 counties within the Nairobi Metropolitan Area (Machakos, Kiambu, Nairobi, and Kajiado). Their fleet comprises Matatus (14-seater minibuses) and buses (25- and 33-seater).

According to a 2018 study report conducted by Flone on Violence Against Women and Girls (VAWG) in public transport in Nairobi, 73% of the SACCO managers, 44% of operators, and 88% of commuters had heard of or witnessed cases of harassment in their respective routes. Eighty-two per cent of Public Service Vehicles (PSV) SACCO managers, 40% of operators, and 62% of commuters identified public transport operators as the primary perpetrators. 64% of PSV SACCO managers, 60% of operators, and 70% of commuters stated that VAWG mainly occurs at the bus station. The study also found that the most common form of harassment in the selected routes was the use of abusive language, according to 35% of managers and 30% of operators. However, according to the commuters, inappropriate physical contact was the most common, representing a majority of 33%. Flone believes that the informality in the sector and male dominated workforce might have normalised harassment against women and girls and so the priority was to engage with the board of Embassava.

Findings

In moderating the workshop discussion, Flone revealed some important issues and opportunities in the sector:

- The SACCO board is mandated to adopt and implement interventions to prevent, respond, and conduct case management of all reported incidents by commuters and employees. The board is further tasked with providing trainings to the operators. However, most of the emphasis has been training on drugs and substance use, road safety, and first aid, with little acknowledgment of the need to develop policies and train their crew on prevention and response to sexual harassment.
- The Disciplinary Committee convenes weekly and handles disputes reported by commuters and workers. However, the committee is not trained in handling cases of sexual gender-based violence.
- The SACCO has also installed CCTVs inside their electric buses. However, due to the lack of a clear understanding of sexual harassment in public transport, most of the incidents are unrecognized and unreported.
- The board members knew that the Ministry of Public Service, Gender and Affirmative Action is the leading department in policy making. They also pointed at the Kenya National Police Service Commission, Federation of Women Lawyers (FIDA), and National Transport & Safety Authority

(NTSA) as responders and enforcers. They also cited NTSA as the leading body on training. However, the NTSA has not invested in SGBV training among the public transport operators. The Agency's primary focus is road safety, motor vehicle inspection, driver testing, and licensing.

- Barriers cited included:
  - a lack of understanding among commuters and management;
  - lack of training on tackling sexual harassment in public transport;
  - lack of data and evidence to inform the development of a sexual harassment policy internally; and
  - fragmented coordination by service providers and unknown roles and responsibilities.

The board members were then provided a training session on the SHE CAN Tool which led to the following findings and outcomes:

- The board was taken through a step-by-step process of navigating the tool using the two parameters of gaining knowledge and making decisions. The board showed more interest in the parameter-taking decision, which had practical solutions.
- There was a misconception of sexual harassment in public transport. Ninety percent of the board members identified sexual harassment as the acts of rape and defilement. The SHE CAN Tool pictograms clearly elaborated on the most common forms of harassment to help clarify.
- Similarly, from the engagement, the most common form of sexual harassment experienced within the SACCO included verbal harassment, where the operators would use sexualised threats and comments towards women in addition to demanding sexual favours in exchange for rides and jobs
- Although no law was enacted to address sexual harassment in Kenya, the board was sensitised by the provisions within the Sexual Offences Act and the Kenyan Constitution

4.6.3.2 Roadmap

The workshop with the board of Embassava provided many insights into the challenges of the informal public transport sector and the ways in which this can be overcome.

The first agreed priority was to roll out a robust advocacy campaign on zero tolerance to sexual harassment within Embassava SACCO; targeting passengers and staff members. This became the pilot activity for Kenya and was enhanced by using the SHE CAN Tool campaign case studies and GBV pictograms.

A subsequent programme of coordinated actions has been proposed and is being taken forward by Embassava, coordinated by Flone. They include:

- Develop a framework to document incidents of sexual harassment which will be incorporated in the Embassava SACCO (Occurrence Book);
- Organise a workshop with all operators from Embassava SACCO to sensitise them on tackling sexual harassment and how best they can invest in the tool;
- Development of a customer service charter as an M&E tool to meet the commuters' mobility needs;
- Offer training on drugs and substance use. Drug abuse has been primarily linked to increased cases of sexual harassment within the SACCOs
- Comprehensive training on gender and disability inclusion to enhance their understanding of the mobility needs of women and persons with disabilities;
- Review options for the SACCO to mainstream gender in the workplace (two-third gender rule) and implement a mechanism to address sexual harassment within the SACCO;
- They are looking forward to establishing a training centre to serve as a hub for operators on social issues in public transport.

Together these are expected to have a significant impact in improving the prevention and response to GBV in the informal public transport sector which could be used as a model for other cities and countries. Flone intends to take this programme forward with Embassava, resource depending.

4.6.3.3 Pilot activity – Advocacy Campaign, informal public transport sector

Building on the successful stakeholder workshop, Flone designed and delivered an advocacy campaign in partnership with Embassava, to put in place measures to both help tackle sexual harassment in terms of prevention and response. This pilot action focused on the following interventions specific to the informal public transport sector in Nairobi:

- Strengthen Embassava's GBV reporting mechanisms including improvements to the Occurrence Book which is the record of incidents;
- Better advertising of the hotline number for passenger to report incidences;
- Gained support from the operator to access vehicles to affix to windows campaign messages, highlighting differing forms of sexual harassment, SGBV Referral pathways, existing laws in place and the SHE CAN Tool QR Code; and
- Designed advocacy banners for management meetings.

These are all illustrated in Figure 17.
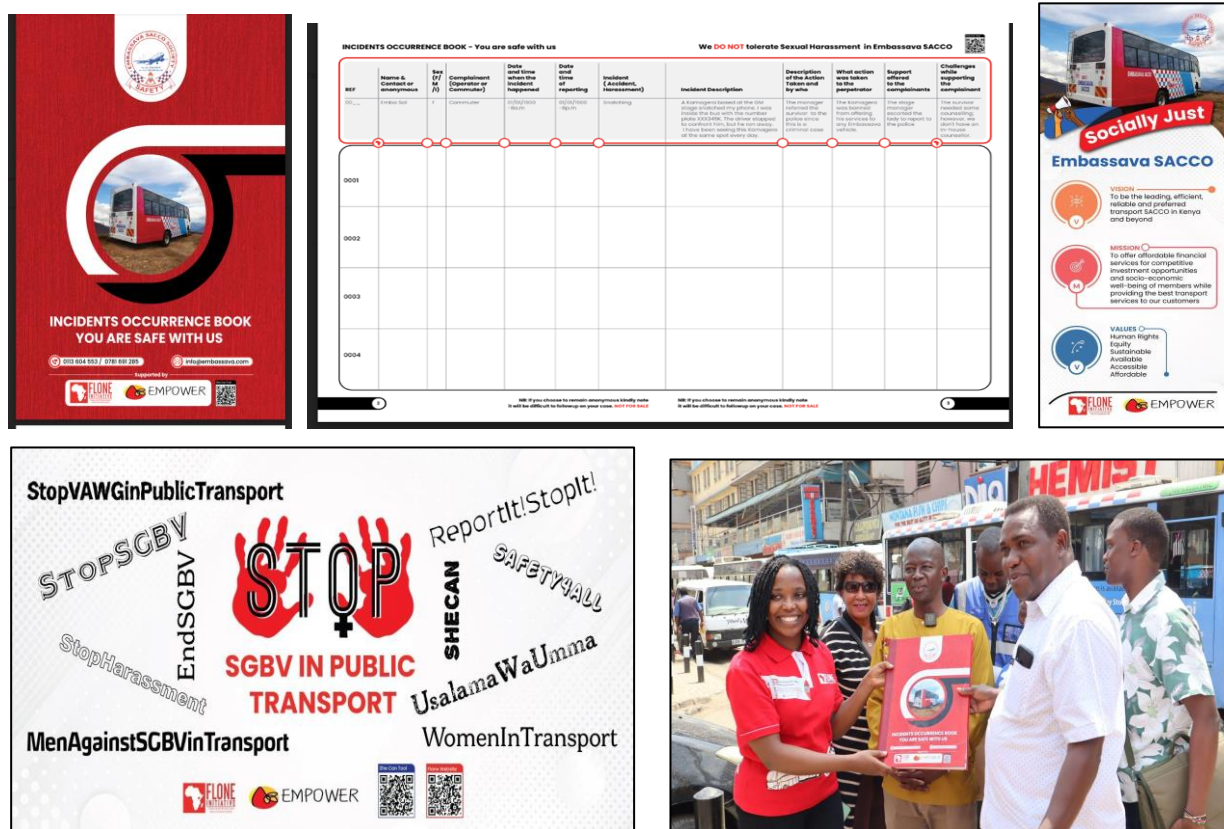
Figure 17: Flone advocacy campaign materials

The campaign was deemed a success with Embassava indicating their support to deliver additional measures going forward.

4.6.4 Nigeria

4.6.4.1 Stakeholder workshop

Introduction

As NCP, the Lagos workshop was delivered by LAMATA. In attendance were 60 representatives (41 male 19 female) from:

- Lagos State Traffic Management Authority (LASTMA);
- Ministry of Women Affairs & Poverty Alleviation (MWAPA)
- China Civil Engineering Construction Corporation (CCECC);
- Lagos State Waterways Authority (LASWA);

- Nigerian Railway Corporation (NRC);
- Nigerian Union of Road Transport Workers (NURTW);
- National Orientation Agency (NOA);
- Lagos Bus Services Limited (LBSL);
- IBB Ventures, Advanced Engineering Consultants;
- Heads of Units & Departments of LAMATA.

The workshop commenced with an opening remark by Engr. (Mrs.) Abimbola Akinajo, the Managing Director, LAMATA. This showed that the authority was giving full support at senior level. A recording made by Paul Curtis to welcome the participants was also shown.

Figure 18: The SHE CAN Tool Cross Sector Workshop, Lagos, Nigeria

It was agreed that to effectively prevent sexual harassment, a multifaceted approach like the use of the SHE CAN Tool is necessary as it involves not only improving security measures but also fostering proactive measures during policy and decision making.

An online demonstration was given on the use of the tool showing that it facilitates data collection and analysis, enabling stakeholders to better understand the extent of sexual harassment and justify the need for action.

Findings

The workshop underscored the importance of coordinated action across different sectors and stakeholders and empowered them to use the SHE CAN Tool for further guidance in this regard.

Barriers cited were:

- Understanding the concept of Sexual Harassment (social and cultural attitudes);
- Limited awareness and education;
- Inadequate reporting mechanism;
- Workplace culture and policies; and
- Resource constraints (limited funding, technological resources etc.).

LAMATA has already made significant progress in the last year, including:

- Awareness-raising campaign (SPEAK UP);
- Emergency hotlines installed;
- LAMATA ISO Quality Management System Process established;
- Women promoted in employment across operating companies;
- Training delivered on gender issues within the Lagos Transport Sector;
- Designs in terminals and interchanges improved;
- Surveillance (uniformed security personnel, CCTV etc.);
- Periodic passenger surveys;
- Vetting drivers;
- Priority seating for vulnerable groups, pregnant women, people with disabilities;
- SHE CAN Champions rolled out across different departments;
- Strategic relationships with Lagos State Domestic and Sexual Violence Response Team; and
- Development of a Gender Equality Plan.

The outcome of discussions was the idea of taking the successes from the surface transport sector and transferring them to the maritime sector and ferry services. This is further elaborated in the roadmap and pilot.

4.6.4.2 Roadmap

LAMATA have already delivered multiple measures and policies which has led to a significant shift in gender sensitive management, operations, design and awareness in the bus passenger domain.

It was decided that this was a good opportunity to spread this success to other areas of the public transport sector, beyond the realms of LAMATA, to boost impacts of the SHE CAN Tool: namely the Nigerian maritime sector and ferry services. This is a pivotal part of the country's transportation infrastructure and has witnessed a growing influx of women into its workforce. Despite this progress, addressing sexual harassment remains a substantial challenge. **As such the proposed pilot activity was for LAMATA to engage with the ferry sector stakeholders to offer an education and awareness raising programme**. All of which was delivered by using the SHE CAN Tool case studies, data collection resources, templates and downloads.

In addition to that pilot action, there are several other opportunities identified in the Nigerian Roadmap to maintain momentum in the road transport sector:

- Continue LAMATA's improvement to staff training and management systems to increase the number of female staff, conductors and drivers;
- Continue the programme of improve bus station design, lighting and surveillance;
- Awareness raising campaigns across different sectors to curb all forms of harassment;
- Government agencies to act as anti-harassment ambassadors whereby a person can walk into the nearest office to lodge a complaint rather than a police station (less confident of a response);
- Helplines to get quick responses from law enforcement agencies such as the Lagos State Traffic Management Agency, who are always on duty;
- Continue to strengthen policies and legal framework for gender sensitive transport;
- Improved reporting systems for passengers;
- Benchmark staffing best practices (study tours to different cities and countries – inspired by case studies in the SHE CAN Tool); and
- Empowering women in other parts of the transport sector with confidence and skills, raising awareness about sexual harassment, educating participants on their rights, and providing practical solutions.

4.6.4.3 Pilot activity by LAMATA – Training workshop with the maritime sector

Introduction

The Nigerian maritime sector includes the Lagos Ferry and is a pivotal part of the country's transportation infrastructure. At the management level, it has witnessed a growing influx of women into its workforce. Despite this progress, addressing sexual harassment remains a substantial challenge.

A pilot workshop was delivered by LAMATA to empower women in Nigeria's marine and blue economy by providing essential tools and knowledge to combat sexual harassment. The event was called "WAVES OF CHANGE: Deploying the SHE CAN Tool in the Blue and Marine Economy".

Utilising the SHE CAN tool, which has proven effective in land transportation, the workshop applied it to the maritime context. Objectives include empowering women with confidence and skills, raising awareness about sexual harassment, educating participants on their rights, and providing practical solutions. This initiative seeks to create a safer, more supportive environment for passengers and employees of Nigerian maritime services.

Figure 19: Training workshop with the maritime sector

The SHE CAN Tool which has proven effective in land transportation was perceived positively by attendees of the workshop which included representatives from Caverton Marines, Lagos Ferry (LAGFERRY), the Nigerian Maritime Administration and Safety Agency (NIMASA), the Lagos State Ministry of Transportation, Tarzan Marines the Lagos State Domestic and Sexual Violence Agency, Women in Logistics & Transportation (WILAT), the Nigerian Institute of Transport Technology, and LAMATA. There was a total of 32 persons in attendance.

Mrs. Gloria Adaugo Anyasodo, the Coordinator of the Western Zone the Nigerian Maritime Administration and Safety Agency (NIMASA) gave an overview on how NIMAMA is using the SHE CAN Tool to address sexual harassment in maritime transportation.

Findings

The workshop underscored the importance of coordinated action in ensuring the personal security of female passengers, ultimately supporting broader access to opportunities and reducing the impact of sexual harassment in the blue and marine economy

The presentation was followed by a brief question and answer during which participants raised important inquiries, including:

- Further details on the barriers and solutions related to the tool;
- Current level of awareness about the tool;
- Inquiries were made about LAMATA's response time to victims of sexual harassment;
- The legal framework supporting the tool;
- Recommendation to establish a central database that encompasses all transportation and enforcement agencies to proactively reduce incidents;
- Suggestions to create a jingle that could be played on the buses and trains, particularly to engage local communities and improve awareness; and
- Collaboration with other agencies on strategic innovations that elevate societal standards.

These suggestions were positively received as valuable feedback for improving the SHE CAN Tool. The questions were addressed by Oluwaseun Sonoiki, Abdul Muizz Ogbara, and Dr. Kemi Amure, Head of Bus Services, LAMATA.

NIMASA's Role and Statutory Instruments

Mrs. Gloria Adaugo Anyasodo delivered a presentation titled "Addressing Sexual Harassment in Maritime Transportation Using the SHE CAN Tool". She emphasised that NIMASA plays a vital role in regulating and enforcing safety measures within Nigeria's maritime sector. As part of its statutory responsibilities, the agency ensures compliance with the Maritime Labour Convention (MLC) 2006, which establishes minimum standards for working conditions, rights, and protections for seafarers globally.

NIMASA's dedication to upholding these standards is demonstrated through its implementation of the SHE CAN Tool, aimed at combating sexual harassment and fostering a safer maritime environment.

To effectively implement the SHE CAN Tool, NIMASA intends to engage with key stakeholders, including ship operators, unions, and NGOs. Collaboration with the EMPOWER project will facilitate the integration of the tool into existing safety frameworks.

By adopting this tool, NIMASA can enhance its regulatory framework, safeguard passengers and employees, and cultivate a safer, more inclusive maritime environment in Nigeria. With a well-defined implementation strategy, the SHE CAN Tool will improve safety but also foster greater trust and confidence in the maritime sector.

The workshop represented a significant milestone in LAMATA's commitment to eradicating sexual harassment in public transport by enhancing awareness within the blue and marine sectors. With the introduction of the SHE CAN Tool, stakeholders in the maritime industry are now equipped with the resources and knowledge necessary to combat sexual harassment and ensure the safety of women and girls in public transport.

The success of the SHE CAN Tool in Lagos serves as an exemplary model for developing safer transport systems in Nigeria and beyond. Ongoing collaboration among stakeholders - led by LAMATA - and the sustained implementation of gender-sensitive interventions will maintain momentum and expand the tool's reach and impact.

4.6.4.4 Pilot activity by Nana – Guidelines for Women Friendly Transport Services in Nigeria

Nana Girls and Women Empowerment Initiative has used its own resources to deliver a second pilot activity in Nigeria involving many national level stakeholders.

Guidelines for the Promotion of Women Friendly Transport Services in Nigeria

The initiative to develop guidelines for improving women's transport experiences in Nigeria was initiated by the Nana Girls and Women Empowerment Initiative, thanks to the findings derived from two UKAid-funded projects: HVT-EMPOWER and UKRI-GCRF. Women participating in these projects reported instances of discrimination and harassment when accessing or providing transport services. Issues Identified were:

- Discrimination and Harassment: Women reported safety and security concerns on buses, taxis, motorbikes, and at terminals and bus stops. Common issues included gender-based fare disparities, unfavourable seating arrangements, and difficulties in transporting goods for family or business purposes;
- Unsafe Transport Conditions: Complaints included poor road quality, reckless driving, and drug-influenced drivers;
- Workplace Harassment for Female Transport Workers: Women working in transport faced discriminatory attitudes, verbal abuse, passenger denial, intimidation, and sexual harassment. A female bus conductor in Lagos reported, "It's challenging. Passengers are often rude, insulting, and I was even slapped while pregnant"; and
- Challenges in Seeking Redress: Despite these concerns, there is currently no formal system, policy, or mechanism for women to seek protection or redress. This gap is largely due to the informal nature of Nigeria's transport sector, with 80% of land transport services operating informally. (https://cities-today.com/informal-transport-providers-treated-city-partners). Similarly the EMPOWER project found in 2022 that LAMATA reported 80% of the transport operators and 75% of buses in Lagos are in the informal sector.

In response, the Nana Girls and Women Empowerment Initiative has set up a partnership with the National Union of Road Transport Workers (NURTW) and the Nigerian Association of Road Transport Owners (NARTO) to address the issues highlighted in these studies. This initiative includes:

- Assessing Motor Park Facilities – To bridge knowledge gaps and better understand the conditions in motor parks;
- Workshop for Guideline Development – Stakeholders will work together to create guidelines ensuring safe and secure transport experiences for women and children; and
- Guideline Implementation Support – Partner unions will receive advocacy and support to implement these guidelines, aiming to make motor parks and stations more accommodating for women.

Motor Park and Vehicle Station Assessment

In collaboration with the NURTW's gender unit, NANA conducted assessments at 10 stations across Abuja, Kano, and Sokoto. In Nigeria, motor parks are public spaces where passengers board vehicles for intra- or inter-city journeys. These parks are usually owned by local government authorities but controlled and managed by transport unions. Control over these motor parks brings economic benefits and political power due to the leadership alignment with politicians in power and the money generated through different forms of levies labelled against the vehicle owners and rented shops as well as courier services that the union renders.

The assessment revealed that:

- The leadership of the stations estimated that 2,778 vehicles (bus, minibus, and cars) use the stations, transporting 31,073 passengers weekly;
- Management: Each motor park station is managed by committees, composed solely of men—responsible for day-to-day operations, no women are represented;
- Facilities for Women: Over 70% of staff and passengers reported available toilets for women, but none for children. However, 78% of staff rated the quality of these facilities as poor or very poor;
- Seating Facilities: Only 23% of management staff and 28% of female passengers reported the availability of seating areas;
- Many female passengers expressed dissatisfaction, citing unclean facilities (51%) and long waiting times (42%); and
- Almost half of female passengers (48%) would like to see a seating space, 27% asked for toilet facilities and 20% complains about the management of the park.

These findings align with a similar study in Minna, where 64% of respondents were unaware of waiting areas, 71% were dissatisfied with waiting areas, and 55% were unaware of available toilets.

Thematic Areas for Guideline Development

Nana has drafted the key themes for guideline development as shown in Table 8. These will be the subject of discussion at the upcoming workshop with NURTW, NARTO, the Female Drivers Association of Nigeria, and the Federal Ministries of Women Affairs and Transport in January 2025. The SHE CAN Tool will also be presented at the event as a useful resource to help implement such interventions.

Table 8: Thematic Areas for Guideline Development

S/N	Thematic areas	Issues
1	Management	Inclusive management- women representation
		Feedback and complaint system
		Passenger rights and responsibility
2	Motor park facilities	Seating area in the motor park
		Clean environment and toilet
		Toilet for women and children
3	Transport operations	Loading during peak period
		Denying women drivers loading
		Loading with luggage
		Passenger rights and responsibility
		Transport fare discrimination
4	Harassment and insecurity	Physical, verbal and sexual harassment/ abuse of female drivers
		Physical, verbal and sexual harassment/ abuse of female passengers
		Passenger's safety

4.6.5 Sierra Leone

4.6.5.1 Stakeholder workshop

Introduction

As NCP, the Sierra Leone workshop was delivered by the Sierra Leone Urban Research Centre in Freetown in July 2024, attended by 10 participants (3 male, 7 female). The moderated discussion and presentation on the SHE CAN Tool provided many insights into the current data and policy frameworks and recommendations to take forward.

Findings - existing data and evidence

At the local and national levels, some data sources provide evidence of the prevalence of sexual harassment, but they are often out of date and not always specific to transportation:

- The Ministry of Social Welfare, Gender, and Children's Affairs is piloting the Gender-Based Violence Information Management Systems Plus (GBVIMs plus) system at both national and local levels.
- Implementation of an existing electronics referral pathway to streamline responses to cases of sexual harassment and gender-based violence.
- Evidence-based research conducted by UNFPA (2017) on sexual harassment in the transport sector in Sierra Leone.
- The Integrated and Resilient Urban Mobility Project (IRUMP) contains existing evidence of sexual harassment incidents.
- Data from the Rainbo Initiative in 2020 revealed that Sierra Leone recorded 3,584 cases of sexual violence with 97% of the victims being adolescents. Freetown reported the highest number of sexual assault incidents, emphasising the urgent need for targeted interventions to address sexual harassment and gender-based violence.

Findings - existing measures and policy frameworks

- A comprehensive legislation known as the Gender Equality and Women's Empowerment Act (GEWE) 2022 has been enacted to enhance women's political participation and representation. While primarily focusing on political empowerment, this legislation also contributes to improving gender equality and safety for women in public spaces, including transportation. By advocating for increased women's involvement in decision-making processes, the act ensures more effective addressing of women's safety concerns.
- Implementation of male engagement strategies to raise awareness among men about sexual harassment issues, promoting a more inclusive approach to combating such behaviours.
- The 'Hands Off Our Girls' campaign was initiated by the Office of the First Lady to raise awareness and combat gender-based violence, including sexual harassment in Sierra Leone.
- Limited engagements by groups due to a lack of awareness about sexual harassment in the transport sector, highlighting the need for increased advocacy and education efforts within these groups.

Figure 20: NCP workshop, Sierra Leone

Barriers

Union and Associations

- The role of the unions and associations has not been effective in addressing sexual harassment within the formal and informal transport sectors.
- Limited intervention and inadequate consideration of sexual harassment as a significant issue have hindered the identification and prevention of such actions.

Authorities

- Within institutional frameworks, the formalisation of efforts to address sexual harassment has been lacking, posing challenges in effectively combating such incidents within the transportation sector.
- Lack of emphasis on sexual harassment in public transport, attributing the normalisation of this issue to the absence of dedicated policies. Stakeholders emphasised the urgent need for analysis, such as examining occurrences on school buses, to effectively address the problem.

NGOs

- NGOs have implemented safeguarding policies that are not directly linked to the transport sector, indicating a potential gap in addressing sexual harassment specifically within transportation contexts. Further alignment and integration of existing policies with transport-related issues may enhance preventive measures and support for those affected by sexual harassment.

It was agreed that the solution to the pressing issue of sexual harassment does not rest solely with any single individual but necessitates collaborative that endeavours to effect substantial change. Participants were urged to embed the discourse on sexual harassment into their professional domains, advocating for synergistic partnerships across sectors to amplify the awareness among a diverse spectrum of stakeholders at both national and local levels.

4.6.5.2 Roadmap

The workshop of SLURC identified an integrated programme of measures that are within the scope of the different stakeholders identified in the mapping process.

Drivers Union/Associations

- Engage in advocacy efforts to encourage individuals to speak out against sexual harassment.
- Conduct training sessions to educate drivers, passengers, staff, and conductors on issues related to sexual harassment.
- Report cases of sexual harassment promptly
- Raise awareness at various levels within the community
- Organise a task force system to monitor the treatment of gender-based violence and sexual harassment victims.
- Provide direct security support to relevant authorities.

Public Authorities

- Design a policy framework to guide actions aimed at protecting passengers from sexual harassment.
- Provide training to transport users and providers on sexual harassment to enhance understanding.
- Identify gaps in the existing legal framework, such as the Sexual Offenses Act 2019.
- Collaborate with enforcement agencies to implement measures addressing sexual harassment.
- Establish a dedicated reporting mechanism, such as a toll-free line (e.g.116) for reporting sexual harassment incidents.

Non-Governmental Organisations

- Fundraise to support victims of gender-based and sexual harassment.
- Offer capacity-building programmes to assist victims.
- Partner with other NGOs, Ministry Departments and Agencies (MDAs) to enhance impact.

- Conduct research on sexual harassment and gender-based violence issues.
- Engage in advocacy and awareness-raising activities through various channels (short videos, radio engagements, campaign).
- Operate help desk or one-stop centres for reporting sexual harassment incidents.

Enforcement Agencies (Police, Judiciary)

- Interpret laws and policies related to sexual harassment.
- Enforce regulations to prevent instances of sexual harassment.
- Punish perpetrators to deter future offences.
- Engage in advocacy efforts to raise awareness
- Establish partnerships with communities and organisations.
- Provide security and safety measures for victims of sexual harassment.

Decision makers

- Draft policies and regulations to combat sexual harassment effectively.
- Collaborate with communities, local governments, and NGOs to implement strategies.
- Conduct social investigation and survey research to inform decision-making.
- Facilitate the arrest of perpetrators to ensure accountability and justice.

Public transport operators (Drivers, Conductors)

- Report cases of sexual harassment to the police or relevant authorities.
- Create safe spaces and environments for passengers to ensure their well-being.
- Conduct interviews and reporting incidents of sexual harassment promptly.
- Assist in the arrest of perpetrators of sexual harassment.
- Provide a comprehensive database accessible to both transport providers and passengers for enhanced safety measures.

With so many possible measures identified, it was agreed that the first step should be to deliver an awareness raising campaign on sexual harassment targeting women and girls in formal and informal transport systems. This became the pilot activity of SLURC. It was inspired by the campaign case studies on the SHE CAN Tool. From this base, other interventions can be prioritised based on the most responsive stakeholders to date.

4.6.5.3 Pilot activity - Awareness-Raising Campaign

Sierra Leone Urban Research Centre (SLURC), in collaboration with the Federation of Urban and Rural Poor (FEDURP), the Ministry of Social Welfare, Gender, and Children's Affairs (MSWGCA), the Passenger Welfare Association, the Drivers Union, Drivers, Pedestrians and Passengers Guide, and the Sierra Leone Police (SLP), organised an awareness-raising campaign at Lumley and Texaco Parking Spaces - two major Freetown hubs for city and inter-city transport - on the 12th and 13th of September, respectively.

The key objectives of the awareness campaign were:

- To raise awareness about the prevalence and consequences of sexual harassment in the formal and informal transportation sectors;
- To educate passengers, drivers, and transport operators on what constitutes sexual harassment and the different forms it can take (verbal, physical, non-verbal, etc); and
- To encourage Victims and eyewitnesses to speak up and report incidents through the reporting channels.

In preparation for the campaign, key stakeholders were engaged to ensure effective planning and smooth execution. This engagement aimed to bring on board crucial stakeholders, such as drivers' unions, passenger safety unions, law enforcement, and policymakers, to build credibility and trust among the public.

During the earlier stakeholder workshop, it became clear that various stakeholders - including transport operators, government authorities, NGOs, and passengers - possess firsthand knowledge of the unique challenges and issues in their respective sectors. Early engagement with these groups allowed the campaign to identify specific forms of harassment prevalent in both formal and informal transport systems, understand the local cultural, legal, and social dynamics that affect harassment and reporting behaviours,

and ensure that the campaign's messages and strategies were relevant, effective, and aligned with the realities on the ground.

The activities included public announcements addressing the issue of harassment, providing practical steps for intervention, and emphasising the importance of creating safe spaces for women and girls. Educational materials such as posters and stickers with key messages were distributed to transport users, providers, and the public, highlighting their rights and the mechanisms available for reporting harassment. The key messages communicated were as follows:

- "If you can't speak for yourself, speak for other women and girls, Sexual harassment on public transportation exists";

- "Please let's have some respect for women and girls in public transportation, speak up, don't be silent";

- "Public transportation is essential, but women and girls are calling for an end to sexual harassment within these services"; and

- "Just because I move through a public space does not mean my body is a public space".

Interactive discussions were held with drivers, passengers, and on lookers on the most common types of sexual harassment highlighted below.

- Leering- looking or gazing lustfully or unpleasantly;

- Sexual comments/noises;

- Unpleasant touching; and

- Pushing against someone /rubbing someone's body inappropriately.

The National Contact Point (NCP) played a pivotal role in ensuring the campaign's effectiveness. Some of their key responsibilities included:

- Facilitating Partnerships with other organisations, stakeholders, and government bodies, fostering collaborations that enhance the campaign's credibility;

- Providing insights and guidance on the legal frameworks, policies, and best practices related to gender-based violence and harassment, ensuring the campaign is aligned with national standards;

- Promoted the campaign through leveraging their networks to amplify the campaign's visibility, reaching a wider audience and ensuring the message on combating sexual harassment in public transport resonates at both local and national levels; and

4.6.6 South Africa

4.6.6.1 Stakeholder workshop

Introduction

As NCP, the South African NCP workshop was delivered by UCT in Cape Town on 4 October 2024. The workshop doubled up as the EMPOWER Seminar thanks to the contributions of many key local and national stakeholders, including: Golden Arrow (Cape Town bus operator), City of Cape Town, Department of Transport and the Western Cape Government. It was attended by 48 people (18 male, 30 female)

Findings – existing measures and policies

The South African Department of Transport representative: Kemantha Manilal discussed the National Strategic Plan on Gender-Based Violence and Femicide (GBVF) - which is one of the President's priorities - and the potential for SHE CAN Tool to assist stakeholders in aligning with government policy.

The National Council on Gender-Based Violence and Femicide Bill was signed into law on 24 May 2024. This landmark legislation is an important step forward in ensuring the safety and protection of women and children from abuse and violence

It was developed by a steering committee comprised of a variety of government stakeholders, including the Department of Women, Youth and Persons with Disabilities (DWYPD) and the Department of Social Development (DSD).

The South African government has established 134 dedicated desks at police stations in GBVF hotspots. They are staffed by police officers who are specifically trained to provide victim-centred assistance and support. The goal is to have a GBV desk in all police stations countrywide. There is a 24-hour GBV helpline and an SMS number.

Findings - barriers to tackling GBV in public transportation

The participants took part in a breakout session where they were invited to rank the most important barriers to tackling sexual harassment in their areas of work. This showed that the most significant barrier was the lack of response from the enforcement authorities when incidents were reported, followed by a lack of trust overall with the system, as per Figure 21.
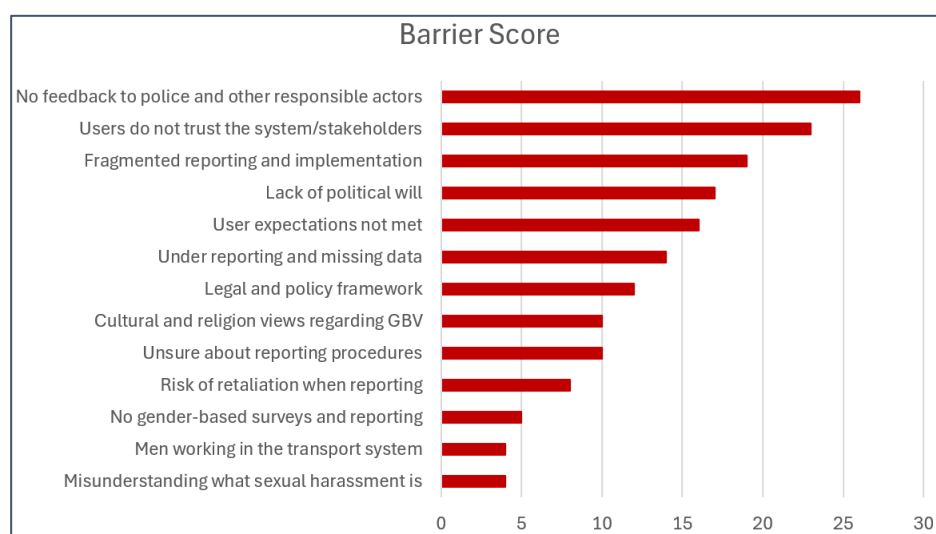
Figure 21: Barriers to tackling sexual harassment cited by the South African NCP participants

The most promising opportunities centred around infrastructure improvements and cross-sector stakeholder collaboration, as per Figure 22.

Figure 22: Opportunities for tackling sexual harassment cited by the South African NCP participants

4.6.6.2 Roadmap

The workshop led to new insights into the local and national level policy framework for tackling GBV within public transportation. The focus of the roadmap therefore is to further engage with the following three stakeholders who expressed interest in the tool in the way it could support their respective work in combatting GBV in transportation: South African Department of Transport, City of Cape Town and Western Cape Government. This has the potential of leading to long-lasting impacts.

This shows that as NCP for South Africa, UCT will continue to develop this role and mobilise support across the country after the project has ended.

4.6.7 Zambia

4.6.7.1 Stakeholder workshop

Introduction

As NCP, the workshop was delivered by the Zambian Road Safety Trust in Lusaka in June 2024.

Cross sector stakeholders were represented at the workshop as follows (6 male, 6 female):

- Road Development Agency (RDA);
- Women in Global Health, the Road Transport and Safety Agency (RTSA);
- Non-Governmental Gender Organisations Coordinating Council (NGOCC);
- Gender Division, Road Safety Ambassadors;
- Passengers, Pedestrians and Cyclists Association (PAPECA);
- Commuters Rights Association of Zambia (CRAZ);
- Former Parliamentarians Association of Zambia (FPAZ);
- Zambia Bus and Taxi Workers Union (ZABUTWU); and
- Public Passenger Transport Multipurpose Cooperative (PPMPCO).

Figure 23: Zambian NCP workshop

Findings – existing measures in place

Overall, there is almost no known data in the country to evidence the occurrence of sexual harassment, however there are some measures and policies in place which seek to tackle it.

- PAPECCA is delivering awareness programs aimed at educating public transport users, especially women and girls, on identifying and reporting sexual harassment. They started working on a programme to raise awareness on sexual harassment and plans to establish a channel for reporting incidents.

- CRAZ delivered sensitisation actions on sexual harassment between 2018 and 2019, but there is a need for clarity on where victims can seek help after an incident occurs.

- RDA trains road contractors on sexual harassment issues.

- NGOCC conducts awareness raising on sexual harassment but has not specifically targeted public transport.

- RDA does sensitisation of road contractors to prevent sexual exploitation in their projects. Lifeline Childline is engaged and supports the identifying and reporting of sexual exploitation by RDA.

- Initiatives such as placing stickers and posters on buses to raise awareness about GBV and sexual harassment were attempted but faced resource limitations.

Findings - barriers

- Fragmented Responsibility: Lack of cohesion and understanding among different government ministries and local authorities about their roles in addressing sexual harassment.

- Lack of Data and Evidence: Insufficient data and evidence to support advocacy efforts and prosecutions. In Zambia, sexual harassment incidents on public transport are likely widespread but often unreported and undocumented. This lack of reliable data complicates efforts to raise awareness, implement preventive measures, and ensure justice for victims. Stakeholders, including advocacy groups, law enforcement, and policymakers, encounter challenges in developing targeted interventions and allocating resources without concrete evidence of the problem's scope and impact.

- Cultural and Religious Factors: Certain communities discourage women from using public transport, contributing to segregation and safety concerns. Cultural perceptions and gender biases were identified as challenges, influencing how sexual harassment cases are perceived and addressed.

- Legal and Evidential Issues: Challenges in obtaining evidence for prosecution due to lack of documentation or witnesses.

- Financial scarcity: Resource constraints were a significant barrier, impacting the implementation of awareness campaigns and practical measures on public transport.

- Taking ownership: The need to include men in the conversation about sexual harassment was highlighted, as resistance and misunderstanding were observed in addressing the issue holistically.

4.6.7.2 Roadmap

The workshop led to many suggestions of how to maintain momentum and deliver more measures to help tackle sexual harassment at different levels. Several action areas were identified by the workshop participants which would be possible with the stewardship of the Zambian Road Safety Trust:

- Develop a policy brief: ZRST agreed to undertake a comprehensive policy brief on sexual harassment in public transport, aiming to analyse current challenges, propose actionable recommendations, and advocate for robust policy measures to safeguard passengers' safety and rights across Zambia. This initiative seeks to foster awareness, collaboration, and effective policy implementation towards creating safer transport environments for all;

- 16 Days of GBV Activism: Through the Gender Division, the government has granted ZRST an opportunity for this year's 16 days of GBV activism to dedicate 2 or 3 days specifically to addressing sexual harassment in public transport in November 2024;

- Regular stakeholder engagements: Regular and consistent review meetings to monitor progress and maintain momentum in combating sexual harassment;
- Capitalising on the SHE CAN Tool: Leveraging the interventions highlighted in the SHE CAN Tool under the EMPOWER Project, which focuses on empowering women and enhancing safety measures in public spaces. This initiative seeks to foster awareness, collaboration, and effective policy implementation towards creating safer transport environments for all;
- Collaboration Among Stakeholders: Pooling resources and budgets to enhance awareness and response mechanisms. Establishing clear reporting channels across all public transport sectors;
- Policy Advocacy: Pushing for the integration of sexual harassment policies into broader transport and safety frameworks;
- Enhanced Sensitisation and Education: Expanding awareness campaigns through multiple channels (radio, TV, flyers) to reach a wider audience. Continued efforts to educate the public, including schools, to recognise and report instances of sexual harassment;
- Implement reporting channels: They will implement accessible and confidential reporting channels for victims of sexual harassment. These channels will be widely known, user-friendly, and accompanied by support mechanisms to assist victims in seeking assistance and reporting incidents promptly and safely;
- Advocate for policy changes and ethical codes: Stakeholders will actively lobby for legislative reforms and advocate for the implementation of ethical codes that define and criminalise sexual harassment;
- Sensitisation campaigns: Stakeholders will launch widespread sensitisation campaigns aimed at raising awareness about sexual harassment. These campaigns will utilise diverse media channels, community engagements, and educational programmes to inform the public, challenge harmful attitudes, and promote a culture of respect and gender equality.
- Use of SHE CAN Tool: They will use the tool to sensitise members of communities and commuters about sexual harassment. Stakeholders will facilitate workshops, discussions, and training sessions using this tool to empower individuals with knowledge, skills, and strategies to recognise, prevent, and respond effectively to instances of sexual harassment;
- Education in schools: Stakeholders will focus on integrating comprehensive education and awareness programmes within school curricula. These initiatives will educate students, educators, and school staff about sexual harassment, consent, and respectful relationships, fostering a supportive environment that prevents harassment and promotes gender-sensitive practices;
- General GBV sensitisation: Beyond specific contexts like public transport, stakeholders will conduct broader sensitization efforts on gender-based violence. These initiatives will aim to deepen understanding across communities, workplaces, and public institutions about the impact of GBV, encouraging proactive measures and collective action to address its underlying causes;
- Collaboration with Men Engage Network: Stakeholders will actively involve various organisations and networks, such as the Men Engage Network, in efforts to combat sexual harassment in public transport settings. This collaboration will seek to engage men and boys as allies in promoting gender equality, challenging harmful behaviours, and fostering supportive environments free from harassment;
- Engagement of community gatekeepers: Recognising the influential role of community gatekeepers like chiefs and educators, stakeholders will identify and empower them with specific roles in preventing sexual harassment. This will include promoting awareness, fostering vigilance, and advocate for community-driven initiatives that promote safety and respect within neighbourhoods and public spaces.

In order for any of these measures to have the greatest impact, and to use the SHE CAN Tool to the best effect, it was agreed that there was an urgent need for the collation of primary data on the prevalence of sexual harassment in public transport. This drew from one of the main findings from the workshop that the lack of evidence in the industry was a major barrier.

Therefore the pilot activity for Zambia became the delivery of bus passenger surveys in Lusaka supported by Focus Group Discussions (FGDs) to validate the findings and gather qualitative insights into women's travel experiences. All of which was delivered by using the SHE CAN Tool's data collection resources, templates and downloads.

4.6.7.3 Pilot activity – public transport user surveys and focus groups

Thanks to the stakeholder workshop, it was ascertained that the main barrier to tackling sexual harassment was the lack of data and evidence to justify taking action. As such the Zambian pilot action focussed purely on this issue drawing on the resources from the SHE CAN Tool.

The result was a comprehensive sample of 1,200 completed surveys providing strong data baseline, summarised in Table 9.

- 822 respondents reported personally experiencing sexual harassment, while 1185 witnessed such incidents.
- Harassment witnessed included inappropriate touching, verbal abuse, visual harassment, and intimidation, often creating a hostile environment.

Table 9: Summary of harassment types

Type of Harassment	Experienced	Witnessed
Inappropriate touching	48%	20%
Verbal abuse	25%	13%
Visual harassment	14%	7%
Intimidation by groups	21%	53%
Groping	11%	7%

Passengers provided many suggestions via the focus group discussions to improve the situation:

- Public Awareness Campaigns: Implement educational programmes to inform the public about what constitutes sexual harassment and its effects;
- Strict Penalties for Offenders: Enforce laws with severe penalties to deter potential harassers;
- Enhanced Security Measures: Increase police presence and install security cameras in public transport and public spaces;
- Reporting Mechanisms: Establish clear and easily accessible reporting channels, both online and offline, for victims;
- Training for Staff: Provide training for transport staff, security personnel, and employees on how to handle harassment cases;
- Women-Only Sections in Transport: Designate specific areas in public transport for women to promote safety and comfort;
- Support Hotlines: Create hotlines where individuals can report harassment anonymously and receive support;
- Community Engagement: Involve local communities in discussions and solutions regarding safety in public spaces;
- Regular Policy Reviews: Conduct assessments of policies and their effectiveness, ensuring they are up-to-date with best practices; and
- Educational Workshops: Offer workshops in schools and workplaces for both genders, focusing on respect and consent.

4.7 Benefits for NCPs

The result for each of the NCPs is the raised profile of their organisations amongst the wider transport sector, at local and national levels, and that they are well positioned and enabled to continue promoting the SHE CAN Tool to a growing national network.

They will potentially become the genuine ongoing national contact point in their countries for advice on tackling sexual harassment in public transportation.

By the end of the project the NCPs have themselves built capacity in this field as such allowing them to offer future services, including how to:

- develop an evidence base and prioritise measures to tackle sexual harassment within public transport;
- engage policymakers, transport providers, ministries, development banks, NGOs and local authorities to increase awareness and uptake of SHE CAN Tool resources;
- enhance training and development programmes;
- deliver stakeholder engagement workshops;

- deliver passenger surveys; and
- provide case studies of improving personal safety in the transport sector to inspire change.

The SHE CAN Tool will remain free and available online for years to come.

As detailed in chapter 7, many of the NCPs will continue working in this domain after the project itself has ended, having integrated these specialisms into their broader remit and work programmes.

5. Challenges & Lessons Learned

This chapter presents some of the challenges of the project and lessons learned.

Overall, the project has performed strongly on many levels and was delivered on time and to budget. In so doing, there were some challenges that were overcome relating to the NCPs.

Whilst their interest was secured during the proposal period, efforts to further engage with NCP representatives from Malawi, Mozambique, Rwanda and Uganda were less successful during the project.

This did not however have a negative impact on the project overall, since the unused resources were redirected to the active NCPs, allowing for additional pilot activities and events to be delivered there.

Equally, by aiming for an ambitious number of NCPs at the outset, this helped ensure a significant outreach and impact achieved by the remaining ones.

More details are as follows.

- Malawi – they joined the initial training the trainer session, and had been active in EMPOWER I having attended final event in Lagos, but since ceased responding to correspondence. No reasons were given but we were previously informed that this topic is very sensitive in the country.
- Mozambique – they joined the initial train the trainer session, and appeared eager, but resourcing became a problem and they could not find suitable person to take it forward.
- Uganda – a representative joined the initial training the trainer session, and was active in EMPOWER I having attended the final event in Lagos, but in June they announced that before any further work could be done, they needed director approval. SLR sent a letter to the director in July 2024 which was received but no response was forthcoming.
- Rwanda – this NCP was supportive during the proposal stage, but after which have not been forthcoming. This gave the opportunity for South Africa to take their place, under the lead of University of Cape Town, and to raise awareness in that country, building successfully on the EMPOWER Seminar event in October 2024.

6. Monitoring & Evaluation

This chapter presents a summary of the outcomes, across the categories set out in the Inception Report.

6.1 Outcomes

Table 10 sets out the outcome metrics achieved to date in relation to each of the EMPOWER tasks and work packages. It shows positive progress across all areas and many examples of exceeding the original objectives.

Table 10: Outcomes to date

Task	Outcome metrics	Achieved to date
1.1 Informal Public Transport sector case studies integrated to SHE CAN Tool	50 views of new IPT pages on SHE CAN Tool website.	Level of data not available.
1.2 SHE CAN Tool user video	100 views of video by transport professionals across 10 LMICs	398 views of the three user videos produced and uploaded onto EMPOWER YouTube channel: i) LAMATA focus; ii) Nana focus, iii) combined short version. No details available of countries of viewers.
2.1 Project Reference Group (PRG) increased participation in number and in sector representation	Doubling of members (to 280) and LMICs (to 10), research and development partners.	254 members, across 7 sectors, representing 16 LMICs.
2.2 Programme of SHE CAN dissemination via social media	Doubling of LinkedIn followers (to 250) Twitter followers (to 150), who are then invited to join PRG.	The number of LinkedIn followers has increased from 110 to 194. 21 posts on the LinkedIn page, receiving a total of 471 reads and 234 likes.
2.3 SHE CAN Tool permanent resource	2 banks endorsing SHE CAN Tool from own websites	URL will remain active and managed by EIP for foreseeable future. Meeting set up with World Bank SSTAP, 28 November. AfDB invited SHE CAN Tool speaker at Transport Forum. NGOs Flone Initiative (Kenya) and Urban Catalysts (India) have agreed to sign post tool from their websites. UNWomen expressed interest in tool.
2.4 Africa Sustainable Urban Mobility Course	50 trainees taking course module across 5	The training module slides were delivered at the Sustainable Urban Mobility Conference, 60 persons (Lagos, 25-27 September);

	stakeholder sectors	6 stakeholder sectors participating (public transport, city authorities, academia, security, NGOs)
3.1 National Contact Points appointed in 10 LMICs	10 NCPs set up, agreements signed, national ministry level contact set up	11 NCPs appointed with 7 performing the full range of tasks expected of them.
3.2.1 SHE CAN Train the Trainer seminar	10 National Contact Points trained up on how to use the SHE CAN Tool	10 NCPs participated in this online seminar in April 2024.
3.2.2 SHE CAN Training Seminar (online) to PRG	80 participants from PRG	12 members of the PRG participated in the event in 2024. Members were further engaged by inviting to subsequent online events.
3.2.3 SHE CAN Tool workshop at Flone Annual Conference	50 participants in trained up on rationale of tool and how to use	SHE CAN Tool being presented as part of HVT session of Flone's Women and Transportation Africa Conference (Nairobi, 5 December 2024) approx. 100 persons expected at this event. Additional awareness-raising events delivered in person by EMPOWER team: - EMPOWER Seminar (Cape Town; 4 October) 48 persons - 26 female & 22 male. - AfDB Transport Forum (Abidjan, 19 September) approx 60 persons
3.3 SHE CAN stakeholder workshops, roadmaps and pilots	10 workshops delivered including 5 stakeholders each	7 workshops delivered by NCPs at which 162 people participated making an average of 23 per event. In total 74 participants were women (46%)
	3 LMICs piloting one activity each drawn from the SHE CAN Tool	5 NCPs (LMICs) took part in the pilot actions, drawing examples from the SHE CAN Tool.

7. Impacts

The EMPOWER project has achieved impacts in a relatively short space of time, from the initial phase through to the second phase of the project. The learnings from the first phase were refined and applied to at least 7 African countries in the second phase of the project.

In addition to the project-level outcomes presented in chapter 6, there are many other impacts realised in the individual National Contact Point countries as a result of their activities. These represent some of the biggest successes of the EMPOWER II Project.

7.1 Ethiopia

The most impressive result of the stakeholder mapping and workshop has been how the SHE CAN Tool has been integrated into the delivery of the high profile GBV Prevention and Response Implementation Action Plan (IAP) in Addis Ababa. This is part of the World Bank's Transport System Improvement Project (TRANSIP) which is improving mobility in the capital via a series of recommendations.

Recommendation 1.2 of the IAP states the need for: "Providing practical training on GBV and basic concepts of GBV prevention and response mechanisms, and existing legal frameworks". The stakeholder workshop delivered by AATB in Addis Ababa in October 2024 comprised such practical training on the SHE CAN Tool to cross-sector stakeholders which has helped to realise the KPIs set out in the IAP. This combination of World Bank and UK Aid resource is a positive development for the project.

This shows the tool has been supported and integrated into the GBV policy framework in Addis Ababa which should lead to its continued usage in future years.

7.2 Ghana

The passenger surveys delivered in Kumasi have collated a very strong evidence base of the prevalence of sexual harassment in the transport system, the most typical locations, the types of invasive behaviour experience and the most effective solutions to help reduce it.

The immediate impact has been that the 981 participants in the survey (of which 655 were women) will feel that their voices have been heard and that they are feeding into the wider policy-making process.

By communicating the results to the stakeholders from the earlier workshop, the impact here is an heighten awareness of the issue, with specific data relating to the city which enables decision makers to own the issues and make evidence-based choices.

7.3 Kenya

The impact of the workshop and advocacy campaign in Nairobi has been the adoption of an enhanced GBV reporting system by the SACCO, supported by the board members. This takes the form of the Incidents Occurrence Book to document more detailed information of the offence as well as a step by step record of what action is being taken by management to address the issue.

Joined up with this new system was the improved advertising of the hotline number for passenger to report incidences through branded stickers on Matatu windows. Previously, the hotline was only there to make general complaints about the services, but now it is being advertised as the way to report incidences of sexual harassment.

The campaign has also brought this issue more to the attention of passengers which should in turn increase reporting levels.

It is expected that this will collate more significant data for the first time on the prevalence of GBV on their transport services, from which the Embassava board members can then make more evidence-based decisions on rolling out additional interventions in future.

The senior-level support for these initiatives indicates that the informal transport sector will continue to make progress in tackling GBV in future years as a result of the EMPOWER Project.

7.4 Nigeria

The greatest impacts of EMPOWER have been in Nigeria where LAMATA has fully embraced the project outputs and SHE CAN Tool.

Firstly, there has been a positive outcome from the pilot workshop delivered by LAMATA entitled "WAVES OF CHANGE: Deploying the SHE CAN Tool in the Blue and Marine Economy". The Nigerian Maritime Administration and Safety Agency (NIMASA) has acknowledged its key position to continue empowering women in Nigeria's ferry services by providing essential tools and knowledge to combat sexual harassment. As such it intends to take forward a new programme of interventions which were discussed at the workshop, with the support of LAMATA. These are set out in the next steps chapter.

LAMATA has also used the project research to promote gender-inclusive bus station design, in their sister Inclusive Interchanges project (T-TRIID). Using the interventions in the SHE CAN Tool as a guide, LAMATA made significant enhancements to the design of two bus stations from the female user perspective, whereas SLR included such recommendations in the project Design Brief. The installation of customer alert 'panic' buttons, the re-activation of CCTV and additional security personnel provide passengers with direct and immediate means of seeking help in emergencies. Additionally, enhancements to lighting around the transit infrastructure played a significant role in improving perceived and actual safety during evening hours. It was also decided to put distance between the location of male and female toilets to address potential safety risks.

By integrating gender sensitivity considerations into LAMATA's ISO Management Systems and standard operating procedures, they are addressing the diverse needs of all passengers through the better understanding of its decision makers. Ultimately this should contribute to a more equitable and user-friendly transport system in Lagos, and more sustained improvements in service delivery. SHE CAN Champions have been appointed within the organisation to advocate for a safer transport environment across different departments. Gender awareness training has been rolled out to staff in consultation with transport unions and civil society groups.

LAMATA has launched a Gender Equality Plan with a focus recruiting female bus drivers, conductors and ground staff. The greater presence of female staff is expected to foster a more inclusive, empathetic and secure environment, thereby encouraging greater use of bus services by women and other vulnerable groups; and increasing levels of reporting.

As part of its education programme on school-related gender-based violence (SRGBV), Nana Girls and Women Empowerment Initiative has informed girls on how to stay safe on their trips to school; especially when using informal transport. The bike taxi is the only available intracity public transport mode for students in the state of Kebbi, Nigeria. The education programme used the SHE CAN Tool to download a series of pictograms which helped to define sexual harassment in transport. Twenty secondary schools and 44,000 students have been reached. They are now more aware of the actions they can take to avoid harassment while travelling to and from school.

7.5 Sierra Leone

During the campaign delivered by SLURC, participants shared personal experiences related to harassment which were recorded as evidence which has had the impact of empowering them. They were engaged in discussions about their experiences of sexual harassment and informed about available support services such as the 116 MSWGCA toll line.

Transport providers, including motorbike riders, conductors and drivers, were also educated on the importance of recognising harassment and ensuring that their vehicles remain safe spaces for women and girls. Discussions around best practices on how to create a safer transportation environment for female commuters and the impact sexual harassment has on them was also deliberated with the support of representatives from Federation of Urban and Rural Poor (FEDURP) and the Ministry of Social Welfare, Gender, and Children's Affairs (MSWGCA).

Another impact was the engagement and support of the police services in overseeing the campaign, showing implicit or overt support for combating sexual harassment in public spaces.

The two-day awareness campaign achieved significant results:

- Over 500 people were engaged directly in the campaign across both locations;

- Transport providers, including bus and taxi drivers, committed to creating safer spaces for women and girls within their vehicles;
- Over 700 informational materials were distributed to passengers, drivers, and the public; and

Overall, key stakeholders, including civil society organisations and the police, expressed commitment to continuing collaborative efforts in preventing sexual harassment.

7.6 South Africa

The impact of the EMPOWER seminar in Cape Town hosted by UCT was to unlock interest from three key stakeholders which is being taken forward.

A representative of the South African Department of Transport expressed their desire for further discussions to identify how the SHE CAN Tool could support the delivery of elements of the President's National Strategic Plan on Gender-based Violence and Femicide (GBVF), especially around data collection, training and measure implementation. A meeting is being set up between them and UCT to assess next steps.

The City of Cape Town have already requested a follow up meeting with UCT to equally look into how the tool can help on areas like staff training and bus design. This will be held by the end of 2024 and will involve another SHE CAN training session using the downloadable materials from the tool.

The UCT has already met with the third organisation, Western Cape Government, providing an online mini training workshop on the tool, at which 130 staff attended, on 1 November 2024.

7.7 Zambia

Such is the value of the survey data collated during the pilot activity then analysed by the Zambian Road Safety Trust, they have already been approached by the stakeholders from their workshop to provide this to assist their efforts in taking actions forward.

ZRST have embraced the role of NCP and are continuing to take forward the outputs of the pilot activity and are promoting the tool to their local and national stakeholders. They have included sexual harassment as a new theme with their overall advocacy work around road safety ensuring a permanent home.

- **16 days of activism against GBV campaign**. On 4th November, ZRST led a live discussion on a local radio station on sexual harassment in public transport with one of their key partners who previously attended the stakeholder workshop: Women in Global Health. They presented some of the findings from the pilot activity regarding the prevalence of GBV on transport in Lusaka. The name of the radio station is ZAMCOM which has approx 100 thousand listeners.

8. Next steps

Thanks to the formulation of the roadmaps by the NCPs, each country has a forward-facing programme of activities to consolidate and advance the progress made in terms of stakeholder engagement, awareness-raising, training and education, vehicle and urban design, management processes and policymaking. These activities have been identified in collaboration with their respective stakeholders and so benefit from already having broader support.

In addition to the roadmaps, the following key actions will be taken forward in 2025, benefitting from being integrated into existing programmes of the NCPs and their established stakeholders.

8.1 Ethiopia

After the success of integrating the SHE CAN Tool into the delivery of Recommendation 1.2 of Addis Ababa's GBV Prevention and Response Implementation Action Plan, the next step will be to use the tool's resources to support Recommendation 1.1 of the IAP. This aims to: "Prepare practical and contextualised training manuals on GBV… and best practices". AATB will further this objective by promoting the case studies within the SHE CAN Tool and the various downloadable training materials to key stakeholders.

One other specific objective for 2025 is for AADT To examine the existing hotline at city level and public transport operators to order to streamline reporting of GBV/SH incidents from public transport facilities and services. This will be enhanced by the related intervention and case studies in the tool.

8.2 Ghana

The method of data collection which was inspired by SHE CAN Tool resources was extremely effective in Kumasi. The resulting detailed evidence of the live issue of sexual harassment in formal and informal public transport is compelling. As NCP, KNUST will continue to communicate these findings back to the cross-sector stakeholders which they engaged with at the mapping and workshop stages. The expectation is that such evidence will help to raise the issue within ministries, public transport authorities, operators, unions, local authorities supported by NGOs and academia. As a respected institution, KNUST is well positioned to continue to build its profile as the leading advocacy organisation in the country and build momentum across the sectors.

8.3 Kenya

Flone will continue working with Embassava in implementing the interventions in the roadmap and those identified during the campaign activity. These include:

- Strengthen the SACCO's structures to address sexual harassment.
    - Sexual harassment policy
    - Customer service charter
    - Code of conduct
- Awareness creation on Sexual Harassment in Public Transport.
    - Training of public transport operators
    - Advocacy campaigns against sexual harassment in public transport
    - Lobby for policy reforms at the national and county levels
- The Employment Act states that all businesses of more than 20 staff should have a sexual harassment policy. Flone will continue advocating for the Act to make this obligatory to informal transport operators also.
- Support training for all Embassava service providers over 1,000 individuals on the SHE CAN Tool.
- Engage in advocacy campaigns and further involve the mainstream media.
- Relaunch the *ReportItStopIt* webpage to include a hyperlink to the SHE CAN Tool.
- Offer technical support to mobility companies to conduct gender & disability audits, develop GBV policies and customer service charters.

Together these are expected to have a significant impact in improving the prevention and response to GBV in the informal public transport sector which could be used as a model for other cities and countries.

EMPOWER will present the SHE CAN Tool at the Women in Transportation Conference on 6 December in Nairobi, as part of a wider HVT session. This will make use of the SHE CAN Tool training module slides.

8.4 Nigeria

The Nigerian Maritime Administration and Safety Agency, supported by LAMATA, intends to deliver a new programme of interventions. This will start with selected vessels and routes to collect passenger and staff data before then assessing measures to implement through the SHE CAN Tool which would include:

- Reporting Mechanisms: User-friendly reporting systems that enable victims and witnesses to report incidents safely and anonymously.
- Awareness Programs: The tool promotes awareness of harassment issues, encouraging a cultural shift towards safety.
- Policy Development and Enhancement: The tool provides data that aids in the formulation of targeted policies and guidelines to effectively address sexual harassment.
- Improved Reporting Mechanisms: The reporting systems integrated into the SHE CAN Tool ensure that harassment incidents are reported securely and anonymously.
- Training and Capacity Building: NIMASA staff and maritime transport providers can undergo training using modules embedded in the SHE CAN Tool. These modules will equip personnel with the skills to identify and manage harassment incidents.
- Awareness and Cultural Shift: By spearheading campaigns, NIMASA can confront the prevailing culture of silence surrounding harassment and foster respect and inclusion within the maritime industry.

LAMATA is committed to continue improving services, bus station design, training, awareness-raising and policymaking from the female safety perspective having embedded their Gender Equality Plan, ISO Management Systems and SHE CAN Champions into their operating systems.

They will deliver the Sustainable Urban Mobility Conference in future years which will ensure that the SHE CAN Tool module is a permanent and integrated component of the annual learning programme for long term capacity building in the sector.

LAMATA has also set out how the SHE CAN Tool can be enhanced in future by focussing on its technological capabilities to improve safety for female travellers in Lagos, but also in other countries. Their stakeholder feedback has recommended the online platform is developed further to incorporate features such as incident reporting, location tagging, and emergency alerts. A pilot would test the usability with commuters and gather additional feedback to refine the tool. LAMATA wishes to help amplify commuter voices in future policymaking and this would be positive step in that direction.

Further, in January 2025, NURTW, NARTO, the Female Drivers Association of Nigeria, and the Federal Ministries of Women Affairs and Transport are convening to design guidelines addressing the challenges faced by female passengers. NANA will also introduce the SHE CAN Tool as a resource for transport stakeholders to deliver the guidelines.

The guideline implementation will be led by the NURTW and NARTO, with NURTW's gender unit overseeing activities. NANA will provide technical support, advocate for similar structure within NARTO, and facilitate the establishment of a gender-focused unit in NARTO.

An implementation plan will be developed during the guideline development workshop. NANA will provide technical support to the two unions and strengthen the capacity of the NURTW gender unit and advocate and facilitate the creation of same structure in NARTO to implement the guidelines. Some of the actions to be taken may include advocacies, sensitisation and capacity building. Print out of SHE CAN Tool posters would be used during the advocacy visits.

In this way, EMPOWER outputs are being embedded into the ongoing work of NANA and key national institutions.

8.5 Sierra Leone

The method of data collection which was inspired by SHE CAN Tool resources was extremely effective in Freetown. The resulting detailed evidence of the live issue of sexual harassment in formal and informal public transport is compelling.

As NCP, SLURC now intends to communicate these findings back to the cross-sector stakeholders which they engaged with at the mapping and workshop stages. The expectation is that such evidence will help to raise the issue within ministries, public transport authorities, operators, unions, local authorities supported by NGOs and academia.

SLURC is well positioned to continue to build its profile as the leading advocacy organisation in the country and build momentum across the sectors by delivering the following actions which have been identified during the pilot activity (subject to available resource):

- Regular training sessions for transport providers (drivers and operators) on gender sensitivity and safety measures. Institutionalise training on harassment prevention and response as part of licensing and registration requirements;
- Expansion of the campaign to other major transport hubs across the country;
- Strengthening the collaboration between civil society, law enforcement, and transport unions to monitor and address cases of harassment;
- Establishing more accessible and efficient reporting mechanisms for victims of sexual harassment; and
- Strengthen collaboration to ensure timely response to reported cases.

8.6 South Africa

UCT will hold meetings with the South African Department of Transport and the City of Cape Town to follow up on the identified opportunities from the EMPOWER Seminar of 4 October. They will also continue their engagement of the Western Cape Government to promote the take up of the SHE CAN Tool at the management level.

8.7 Zambia

Such is the value of the survey data collated during the pilot activity then analysed by the Zambian Road Safety Trust, they have already been approached by the stakeholders from their workshop to provide this to assist their efforts in taking actions forward. These include local authorities, ministries, transport operators, international organisations and NGOs, harnessing their well-established contacts at the following organisations:

- Road Transport and Safety Agency,
- Ministry of Transport and Logistics (MoTL),
- Gender Division under Office of the President
- United Nations Development Programme
- The Non-governmental Gender Organizations' Coordinating Council (NGOCC)
- Women in Global Health,
- Passengers, Pedestrian and Cyclists Association of Zambia (PAPECA),
- Public Passenger Transport Mulitpurpose Cooperative (PPTMC),
- Commuters' Rights Association of Zambia
- Lusaka City Council,
- Road Development Agency (RDA)

This indicates that the NCP is creating momentum across the sector and they have stated their intentions to promote this data over the next few months and to start delivering measures within their roadmap.

ZRST have committed to continuing and expanding its role as NCP for future years by delivering the following services.

- Awareness Campaigns and Advocacy.
  ZRST will continue running targeted awareness campaigns focused on sexual harassment in

public transport, using insights and resources from the EMPOWER project. We will advocate for policy improvements and public awareness to encourage a zero-tolerance environment in Zambia's transport sector.

- Training and Capacity Building.
  Leveraging materials developed during the EMPOWER project, ZRST will train public transport operators, law enforcement, and community leaders on recognizing, preventing, and responding to harassment. By empowering stakeholders with the knowledge and tools to act, we can create a safer, more inclusive environment in Zambia's public transport system.

- Policy Engagement and Support for Victims.
  ZRST will engage with relevant government bodies to advocate for policies that protect passengers from harassment. This includes working with transport unions and policymakers to support legislative changes that reinforce safety standards in public transport. We also plan to provide victims with access to resources and reporting mechanisms established under EMPOWER, maintaining a consistent channel for support.

- Data Collection and Impact Measurement.
  To monitor the impact of ongoing efforts, ZRST will periodically collect data on incidents of harassment and public perceptions of safety in public transport. These insights will enable us to assess progress, identify areas for improvement, and report back to stakeholders and the community.

- Collaborative Efforts and Partnerships.
  As NCP, ZRST will continue to serve as a resource and liaison for organizations interested in joining the fight against harassment in public transport. We aim to foster partnerships with other NGOs, civil society groups, and the private sector, facilitating a unified approach to addressing sexual harassment in Zambia.

- Leveraging and Contributing to the SHE CAN Tool.
  ZRST will actively incorporate the SHE CAN Tool into awareness and training programs, empowering stakeholders with practical strategies to address harassment. As the NCP, ZRST will gather user feedback and provide local insights to improve the tool's relevance and effectiveness in Zambia. By collaborating with EMPOWER's global partners, we ensure the tool continues to adapt to the specific needs of Zambia's public transport system, reinforcing its role as an essential resource for creating a safer environment.

ZRST are finalising a policy brief to be submitted to the Ministry of Transport by the end of 2024 which will set out recommendations for action to tackle GBV in public transportation in the country, based on the findings of the passenger survey pilot action.

ZRST have included in their 2025 action plan to also present the findings from the survey to the Gender Division which does not currently have GBV in transportation in their area of competence. They will continue to advocate for a shift.

There are plans to also present on Zambia National Broadcasting Radio and TV on 10 December for which there will be approximately 4 million on radio and over 2 million on TV.

One key area of advocacy throughout this communication activities it to engage policy makers to push for the need for CCTV within public transport as a preventive measure (taken from the SHE CAN Tool).

8.8 Project level

One project-level finding is that the six step process for engaging and building capacity amongst the National Contact Points – including the train the trainer programme – proved effective. This should be a recommended approach for the efficient deployment of resources in future development programmes: whereby one workshop with ten NCPs, then leads to ten workshops with fifteen national stakeholder participants each on average, quickly produces 150 engaged actors in the desired field.

SLR has also engaged with a number of key organisations to explore gaining endorsements for the tool and to help signpost it from their websites and include it as a reference source within their related

projects, programmes and advocacy work. Contact was made with UITP, UNWomen, World Bank (IE Connect), African Development Bank, the Africa Transport Policy Programme (SSATP) the Flone Initiative, the Asian Development Bank, GIZ, TransAid and the Polis Network. At the time of writing the most promising leads are with Urban Catalyst, Flone Initiative and SSATP with all three indicating their desire to highlight the SHE CAN Tool within their development work in future. Firmer commitments are being sought before the end of December 2024 to help continue the promotion and uptake of the tool in future years. Discussion is also continuing with UNWomen.

Stakeholders in Asia have also been engaged such as Urban Catalysts in India who have confirmed they will start signposting the SHE CAN Tool from their website and road safety resources.

Finally, EIP has committed to the long-term hosting of the SHE CAN Tool online (by securing its URL domain) hence continuing to offer free access to users for many years to come.

APPENDIX A: STAKEHOLDER MAPPING MATRICES

The tables below show the completed stakeholder mapping exercises for the active National Contact Points, including the key organisation types and names across three main categories.

ETHIOPIA

Government stakeholders		Transport stakeholders		NGOs	
Type	**Organisation Name**	**Type**	**Organisation Name**	**Type**	**Organisation Name**
Local government departments	Addis Ababa Light Rail Transport Service Company	**Public Transport Operators**	Private Bus Operators Adeye Abeba Private Limited Company	**Community orgs**	World Resource Institute (WRI)
	Addis Ababa City Bus Service Company				Institute for Transportation & Development Policy (ITDP) Africa
	Addis Ababsa Traffic Management Authority				Advocacy Network of Ethiopian Women's Associations (NEWA)
	Addis Ababa City Administration Driver & Vehicle Licensing & Control Authority				Women protection NGOs Ethiopian Women Lawyers Association (EWLA)
	Addis Ababa City Administration Bureau of Women, Children, and Social Affairs				Addis Ababa Women Association
Relevant Ministries	Ministry of Women & Social Affairs				
	Ministry of Transport and Logistics				
Police	Addis Ababa City Police				
	Addis Ababa City Government Bureau of Justice				

GHANA

Government stakeholders		Transport stakeholders		NGOs	
Type	**Organisation Name**	**Type**	**Organisation Name**	**Type**	**Organisation Name**
Local government departments	Ministry of Local Government and Rural Development (MLGDRD)	**Public Transport Operators**	Ghana Private Road Transport Union (GPRTC)	**Community orgs**	Amend Ghana
	Accra Metropolitan Assembly (AMA)		Intercity STC Coaches Ltd		Ghana Institution of Planners
	Kumasi Metropolitan Assembly (KMA)		AO Travel & Tours		Ghana Federation of Disability
	Ga Central, East, South, West Municipal Assemblies		Progressive Transport Owners' Association (PROTOA)		Ghana Institution of Engineering
	Ashaiman Municipal Assembly (AshMA)		VIP Transport		Ghana Institution of Architects
	Tema Metropolitan Assembly (TMA)		Greater Accra Passenger Transport Executive (GAPTE)		UNOPS Ghana
	La Nkwantanang-Madina Municipal Assembly (LaNMMA)		Metro Mass Transit Ltd		World Bank Ghana
	Sekondi-Takoradi Metropolitan Assembly		Ghana Railway Company Ltd		African Development Bank
	Asokwa Municipal Assembly (OMA)		Volta Lake Transport Company		JICA
	Oforikrom Municipal Assembly		Uber Ghana		SocietyAid Ghana (SAID)
	Oforikrom Municipal Assembly				Alliance for African Women Initiative (AFAWI)
Relevant Ministries	Ministry of Transport (MoT)	**Transport Authority**	National Road Safety Authority	**Women protection NGOs**	SocietyAid Ghana (SAID)
	Ministry of Railway Development		Ghana Ports & Harbour Authority		Alliance for African Women Initiative (AFAWI)
	Ministry of Roads and Highways		Ghana Maritime Authority		

	Ministry of Gender, Children and Social protection		Ghana Road Transport Coordinating Council (GRTCC)		
			Ministry of Railway Development		
Police	Ghana Police Service	**Maintenance contractors of services**	Association of Road Contractors (ASROC)		
	Domestic Violence and Victims Support Unit (DOVVSU)	**Urban designers**	Land Use And Spatial Planning Authority		
		Training colleges	Government Technical Training Centre (GTTC)		
Land Transport Authority	Greater Accra Passenger Transport Executive (GAPTE)		Regional Transport Research and Education Centre Kumasi (TRECK)		
		Transport workers Unions	Redeemer Transport Union, GPRTU, PROTOA		

KENYA

The approach taken by the NCP in Kenya was to focus on the informal public transport sector and so the stakeholder mapping matrix was not completed. Instead efforts were directed at winning the support of the board members of Embassava the main informal public transport operator SACCO.

SIERRA LEONE

Government stakeholders		Transport stakeholders		NGOs	
Type	**Organisation Name**	**Type**	**Organisation Name**	**Type**	**Organisation Name**
Local government departments	Freetown City Council	**Public Transport Operators**	Sierra Star Group (SL) Limited (Private) Waka Fine buses (Public)	**Community orgs**	Federation of Urban and Rural Poor (FEDURP)
Relevant Ministries	Ministry of Social Welfare, Gender, and children's affairs.	**Transport Authority**	Sierra Leone Public Transport Authority (SLPTA)	**Women protection NGOs**	Trocaire
Police	Family Support Unit (FSU), National Traffic Coordinator	**Maintenance contractors of services**	Yapo garage	**Advocacy**	Rainbow Initiative
Transport Police	Sierra Leone Road Safety Authority (SLRSA)	**Urban designers**	Freetown City Council Sierra Leone Institute of Engineers (SLIE)		
Land Transport Authority	Ministry of Transport and Aviation • Sierra Leone Public Transport Authority • Sierra Leone Road Safety Authority	**Training colleges**	Christex Driving School		
		Transport workers Unions	Bike riders' union. Keke Riders' union Drivers' union		

UGANDA

Government stakeholders		Transport stakeholders		NGOs	
Type	**Organisation Name**	**Type**	**Organisation Name**	**Type**	**Organisation Name**
Local government departments	Directorate of Engineering and Technical Services	**Public Transport Operators**	Uganda Bus operators association	**Transport**	Uganda Professional Drivers Network
	Directorate of Physical Planning		Uganda Taxi Operators Federation	**Women protection NGOs**	Consult Afrika Usalama Mabel Tomusange
	Transport Licencing Board		Kampala City Boda boda Union	**Advocacy**	Centre for Policy Advocacy (CEPA) Asiimwe
	Uganda National Roads Authority		Uganda Railways Corporation		FIA Foundation
Relevant Ministries	Ministry of Works and Transport	**Private bus operators**	Link Bus		
	Ministry of Local Government		Kira Motors		
	Ministry of Lands, Housing and Urban Development		Tugenda Bus		
Police	Uganda Police Force	**Uban Designers**	Kampala Capital City Authority		
	Uganda Traffic Police	**Training colleges**	Makerere University		
			Kyambogo University		
			Uganda Christian University		

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Government stakeholders		Transport stakeholders		NGOs	
Type	**Organisation Name**	**Type**	**Organisation Name**	**Type**	**Organisation Name**
Local government department	Road Transport and Safety Agency	**Public Transport Operators**	Capital Buses	**International Org**	United Nations Development Programme Project Manager for Safer Roads Zambia
Relevant Ministries	Ministry of Transport and Logistics		Time Trans	**Women protection NGOs**	The Non-governmental Gender Organizations' Coordinating Council (NGOCC)
	Permanent Secretary Gender Division Office of the President			**Advocacy**	Commuters Human Rights Association of Africa Zambia
Transport Police	Zambia Police Headquarters			**Former civic leaders associations**	Former Parliamentarians Association of Zambia. (FPAZ)
Police	Assistant Commissioner of Police National Coordinator Victim Support Unit (VSU)	**University**	The University of Zambia	**Community orgs**	Passengers, Pedestrian and Cyclists Association of Zambia (PAPECA)
Transport Authority/ Urban designers	Road Development Agency (RDA) Environmental and Social Unit	**Transport workers Unions**	Mangaliso Nkunika Zambia Bus and Taxi Workers Union (ZABUTWU)		Road Ambassadors
Land Transport Authority	Senior Housing and Settlement Officer Lusaka City Council		United Truck Drivers and Allied Workers ' Union		Talk Road Safety Foundation
Research Institution	Zambia Institute for Policy Analysis and Research (ZIPAR)- Transport & Infrastructure Development Unit		President Alliance for Zambia Informal Economy Associations (AZIEA)	Women Organization	Women in Global Health

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