



EMPOWER WORK PACKAGE 2 REPORT

September 2021

EMPOWER 11271 HVT-040

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Abstract	
EMPOWER 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 Decision-Making Tool will be a user-friendly, internet-based resource, assisting policymakers and transport providers to develop an evidence-based approach to addressing sexual harassment and personal security within public transport.	
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ABBREVIATIONS/ACRONYMS

BCM	Behaviour Change Model
COM-B	Capability-Opportunity-Motivation-Behaviour
COVID-19	Coronavirus disease 2019
CTO Survey	Mobile data collection platform for researchers and professionals working in offline settings
DMT	Decision Making Tool (note this term is replaced by <i>SHE CAN Tool</i> for external marketing purposes)
GBVAH	Gender based violence and harassment
GDPR	General Data Protection Regulation
HVT	High Volume Transport
IMC	IMC Worldwide Ltd
IR	Inception Report
LIC	Low Income Country



SH	Sexual Harassment
SHE CAN	Sexual Harassment Engagement – Changing Attitudes meeting Needs
SHE CAN Tool	This is the public-facing name for the EMPOWER Decision Making Tool
PWD	People with disabilities



EXECUTIVE SUMMARY

This Report communicates the approach followed and findings obtained in completion of the work assigned under Work Package 2 of the EMPOWER project. The objective of this work package was to combine a literature review with empirical research and data collection, to provide the required information to develop the framework of the SHE CAN Tool (the ultimate output of the EMPOWER project).

The main objectives of the data collection exercises undertaken were to establish the level of sexual harassment in the case cities, establish who suffered from this, where it happened most and what type of harassment was the most prevalent. In addition, a key aspect was to test the process of collecting data and document the main challenges when collecting it. All field work was conducted subject to local authority and ethics approval being obtained, with appropriate safeguards in place. The data collection exercises comprised the following main activities: a literature review, passenger surveys, focus group discussions with passengers, stakeholder surveys and mapping exercises, stakeholder workshops, and validation workshops with the wider transport sector.

The literature review covered both published works and grey literature and confirmed that there are few studies on this topic in sub-Saharan Africa. The fact that sexual harassment happens extensively on both formal and informal networks was also confirmed. This situation is compounded in urban Africa, due to the dominance of informal modes of transport, where there are high incidences of Gender Based Violence And Harassment (GBVAH). Women are reportedly fearful of using public spaces to access transport, due to concerns about crime and petty theft, and their own personal security and safety. The literature review identified key areas which could help address concerns about harassment and found that there are several primary research questions that are under-examined.

An important finding from the literature review indicated that the way surveys are designed and implemented should be carefully managed to avoid creating an environment in which women feel uncomfortable responding. This formed the basis of a significant investment in time to first pilot the passenger survey and to train the enumerators in reading body language and documenting their observations, as well as the interview results, before commencing with the final passenger surveys. Two passenger surveys were ultimately conducted, one in Lagos, Nigeria, and one in Blantyre, Malawi.

The work highlighted a clear need for a universal definition of sexual harassment. The EMPOWER project definition of sexual harassment is: unwanted advances given by someone to another (whether verbal, visual, physical, or psychological, such as intimidation or stalking). The survey results confirmed that there is a widespread lack of understanding of sexual harassment. In both cities, many respondents did not initially seem to fully understand what sexual harassment is and it needed to be explained and defined by the enumerators using pictograms. These pictograms were developed based on the experience of some EMPOWER project members by EIP and were tested and refined internally. Based on guidance from the literature, it was important that the pictograms developed were clearly understandable without text and could be pointed to, rather than verbalised, in the field work.

The final locations for the main survey data collection were chosen for their high levels of public transport use and footfall during the day. Reduced public transport passenger volumes is a consequence of the COVID-19 pandemic, but this did not affect achieving the required sample sizes in terms of responses. Several noteworthy lessons were learned from this data collection process – both in terms of the process and the content of the data collected.

In terms of the process, the value of effective preparation was highlighted, and electronic data collection methods appear to have many advantages over paper-based questionnaires. These advantages include improved information capture, updating and processing speeds, the integrity of the questions and responses are easier to maintain and ensure, they are physically easier and lighter



to carry. Furthermore, potential interviewees cannot be discouraged from undertaking the survey by visually estimating the length of the survey. Safety concerns should, however, be considered for the enumerators, and there are potentially higher initial equipment costs, unless multiple surveys are to be delivered.

An interesting observation from the survey results is that women are more likely to be open to discussing sexual harassment than men. Another fact is that sexual harassment was not mentioned as the key concern for travellers. Issues such as COVID-19 and crime tended to take centre stage. The COVID-19 pandemic has had an impact on the participants' travel patterns and public transport usage, with many respondents stating that they have changed their travel patterns (generally by travelling less and taking fewer leisure trips or changing their mode of transport used). An unintended impact of the COVID-19 pandemic is that because passengers feel that fellow users and transport operators do not adhere to the COVID-19 guidelines, people tend to be more careful and ensure they adequately protect themselves while commuting. This also implies that they are more aware of the behaviour of others near them and more concerned about personal space, which can reduce levels of sexual harassment in public transport. In contrast to what is documented in the literature, in both Blantyre and Lagos, a large proportion of those travelling did so alone. This can also be ascribed to an effect of COVID-19, where people are making fewer trips overall and limiting their exposure to the virus by avoiding unnecessary trips.

The surveys found that women feel more unsafe than men while in public spaces and on public transport, and that people generally feel quite insecure when travelling. Over 60% of those interviewed had experienced being harassed but from time to time (not every day), with more women than men indicating this. Harassment against women looks to be common with 38% of all female respondents reporting that 'it is common' and 15% stating that it is 'very common'. Inappropriate touching, verbal harassment, and intimidation with pushing and shoving were the three most frequent types of sexual harassment personally experienced or witnessed happening to a third party.

Importantly, though, over 90% of those who had experienced being harassed did not report it. The majority claims not knowing who to report it to and others indicating there was a lack of trust in the security agencies (police) in doing anything about any complaint. The third most prevalent reason for underreporting is the expectation that reporting will be an inconvenient and time-consuming process. A small number of passengers do not report incidents due to emotional distress and shame, indicating an extremely private and deep reaction to the harassment. In contrast, the stakeholder surveys showed that transport operators believe they are providing a valuable service by advertising telephone numbers inside buses for the reporting of incidents – clearly there is a disconnect between the expectations of transport providers and passengers in terms of addressing sexual harassment.

The stakeholders perceived that culture and norms in society still play a critical role in underreporting and do not think that it is due to a lack of awareness of available reporting mechanisms or lack of law enforcement. They believe that it is rather due to some actions classified as sexual harassment having been normalised by society to the extent that many do not perceive all the described actions to be sexual harassment. As a result, some victims may believe that if they were to report incidents of sexual harassment, they would be seen to be overreacting. In addition, it is believed that sometimes a lack of proof or witnesses makes it difficult to enforce the law on the perpetrators, further discouraging victims from reporting such incidents.

The focus group discussions were conducted to strengthen the findings from the passenger surveys by qualitatively exploring the key insights obtained. Four of these discussion sessions were held, two in Lagos, two in Blantyre. Richer insights and perspectives were obtained through these events.

The next part of WP2 completed was to execute a stakeholder mapping exercise, followed by a stakeholder survey. The objective was to map out the key organisations with whom EMPOWER wished to engage at the local level and then invite them to complete the stakeholder surveys and participate



in the stakeholder workshops. Their input was necessary to understand the local governance structures and inter-relationships which determine how decisions are made, and by whom. Three main sectors of stakeholders were identified: government, transport operators, and non-government organisations (NGOs) which have a degree of responsibility over the prevention of, and the response to, sexual harassment in public transport (and public spaces). The stakeholder surveys underlined the fact that there is scope for stronger cross-sector collaboration, for example data sharing, in order to pursue a common objective and that there is a need to connect stakeholders operating in silos to one another. Two stakeholder workshops (called Behaviour Change Workshops) ensued, in Abuja, Nigeria, and Kigali, Rwanda, respectively.

Key findings from these workshops indicated that for real progress to ensue, the actions of individual citizens must be changed from the bottom up. The need for the inclusion of community leaders and engaging with them was highlighted, as they are highly influential in African societies. It was also noted that awareness campaigns on sexual harassment need to be tailored to the cultural differences of different communities. Overall, it was agreed that a unified definition of sexual harassment should be disseminated widely, as this would help to effectively engage with the public.

A final component of the data collection exercises undertaken were the two validation workshops (marketed publicly as SHE CAN workshops) held online for an international audience. The objectives of the workshops were to bring together a selection of cross sector stakeholders interested in the topic, to understand and discuss stakeholder roles and responsibilities, to introduce the EMPOWER project and the SHE CAN Tool being developed. We also presented findings from the passenger surveys and focus groups and discussed potential solutions to feed into the project research. The approach was to gather insights from different profiles of stakeholders to determine more clearly who the Tool should be designed for and who might be its future users. A wide array of participants joined the workshop, including participants from Kenya, Ghana, Nigeria, Malawi, Ethiopia, South Africa, and Rwanda, representing different kinds of stakeholders.

All in all, a substantial amount of information of the topic of sexual harassment in public transport in Sub-Saharan Africa was unlocked by the work done in WP2. Some of the most noteworthy insights obtained include the need to collect both quantitative and qualitative data and information when collecting data on this topic, and the need to obtain responses from both single sex and mixed groups because the perspectives of men and women are different, and both should be included in any data collection exercise. Valuable perspectives from all types of stakeholders were collected, which can be taken forward. The work described in this report will be used to inform and support the development of the SHE CAN Tool and the remainder of the EMPOWER project.



SECTION 1: INTRODUCTION

1.1 Summary of EMPOWER

EMPOWER 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. It specifically addresses the causes of sexually related harassment and assault on women when they travel. The SHE CAN Tool will be a user-friendly, internet-based resource, assisting policymakers and transport providers to develop an evidence-based approach to addressing sexual harassment and personal security within public transport.

1.2 Overview of Work Package 2

P1 Vectos is the coordinator of the project with P2 Median responsible for the delivery of WP2 with substantial inputs from all other consortium members.

The objective of this work package was to deliver the following research activities in order to provide the required information to develop the framework of the SHE CAN Tool:

- Literature review;
- Passenger surveys;
- Focus group discussions with passengers;
- Stakeholder surveys and mapping;
- Behaviour change workshops (with stakeholders); and
- Validation workshops with wider sector.

Through these completed activities, the project is successfully addressing the research question: “What kind of policies, programmes, and tools are needed to enhance women’s personal safety on public transport?”.

As a result, tool development can continue in Work Package 3. When complete the SHE CAN Tool will give stakeholders a step-by-step approach to assessing the problem of sexual harassment (SH), providing guidance and insights on how to gather quality data on sexual harassment on public transport. It will also advise on how to use the evidence base - and the resources on the tool - to develop a plan to tackle the challenge at operational and management levels.

1.3 Tasks completed

The following tasks were undertaken in line with the agreed workplan as presented in the inception report. Full details of the method and findings are found in Section 3 and 4 respectively.

Task 2.1. Literature review and institutional contexts (P1 Vectos, P2 Median, P3 J Turner, P4 TOI, P5 EIP, P8 Nana)

Task 2.2 Questionnaire development and pre-survey training (P1 Vectos, P2 Median, P3 J Turner, P6 GoMetro, P7 LAMATA, P8 Nana)

Task 2.3 Passenger surveys and focus groups (P2 Median, P6 GoMetro, P7 LAMATA, P8 Nana)

Task 2.4 Behaviour change workshops, stakeholder mapping & stakeholder surveys (P1 Vectos, P2 Median, P6 GoMetro, P7 LAMATA, P8 Nana)

Task 2.5: Validation workshop for the exchange of experience and networking (P1 Vectos, P2 Median, P3 J Turner, P4 TOI, P5 EIP, P6 GoMetro, P7 LAMATA, P8 Nana, P9 UCT, P10 Tanya Visser)

Task 2.6 Final report of WP2 (P2 Median, P6 GoMetro, P7 LAMATA, P9 UCT, P10 Tanya Visser)



Figure 1 shows the workplan for EMPOWER, including the individual tasks for WP2 and their scheduled dates of activity.

Figure 1: EMPOWER Workplan (Author: Vectos)

EMPOWER Workplan (@May 2021)																												
	Month no.	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27
		2020					2021												2022									
	Month	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O
wp2	Evidence base and data collection																											
2.1	Literature review																											
2.2	Questionnaire and training for delivery																											
2.3.1	Surveys																											
2.3.2	Focus Group Discussions																											
2.4	Behaviour Change Workshops & Analysis																											
2.5	Validation Workshop																											
2.6	WP2 Report																											

Table 1 summarises the data collection events delivered in WP2 and their locations.

Table 1: Data collection events in WP2

Activity	Date	Location
Task 2.3 Passenger Surveys	January 2021 & March 2021	Lagos & Blantyre
Task 2.3 Focus groups	March 2021	Lagos & Blantyre
Task 2.4 Stakeholder surveys	May 2021	Virtual
Task 2.4 Behaviour Change Workshops	June 2021	Abuja & Kigali
Task 2.5 Validation Workshops	July 2021	Virtual

SECTION 2: ETHICS, SAFEGUARDS AND LOCAL APPROVALS

2.1 Introduction

The methodology was designed to adhere to the EU's General Data Protection Regulation (GDPR) which is considered to be international best practice on ethical principles. GDPR rights for individuals are: the right to be informed, the right of access, the right to rectification, the right to erasure, the right to restrict processing, the right to data portability, the right to object and also rights around automated decision making and profiling. All participants (surveys, focus groups and workshops) were informed of the nature of the research that they took part in, and that they had the right not to take part if they do not wish to. A disclaimer was read to all interviewees (male and female) indicating that they were able to opt out at any point during the interview.

Safeguards were incorporated to ensure that no interviewee or enumerator was put into compromising or difficult situations (see Table 2). This included taking advice and including local NGOs who work in sexual harassment in the preparation of the questions, the pictograms and providing training to the enumerators and focus group facilitators on noticing if the interviewees were showing signs of distress. In addition, the enumerators and facilitators of the focus groups were given the



contact details of support centre(s) should they or the interviewees/ focus group participants showed signs of being unduly upset.

Underage (or under 18 years old) participants such as schoolgirls and boys were suggested by the focus group participants as being a core vulnerable group. However, there are additional ethical considerations if these groups were to be included in both survey and focus group data collection. The team decided that this group should be referenced as being of importance but would not be part of our field work due to resource and time limitations.

Ahead of the delivery of data collection, the questionnaires and the outline of the focus groups was submitted to University of Cape Town Ethics Committee for approval (including any additional possible questions that may be used in the different phases of data collection). This often requires several months for approval although we were able to get it fast tracked.

2.2 Local approval for field work

This is an important aspect that can be overlooked and may cause delays to fieldwork. Obtaining the approvals to comply with all local requirements associated with the collection of data in a public place and obtain the required authority to conduct the survey from the appropriate ministry is the responsibility of the field manager.

In both cities, approval was sought for the interviews to take place in the public space. This was simplified for Lagos as LAMATA, as a city authority themselves, could give their authority, while for Blantyre formal letters had to be sent (one to introduce EMPOWER and others to gain permission). The example of Blantyre shows that there are numerous approvals needed prior to the field work commencing. Hence this should be started well in advance, as it may take several months, and, as noted below, they sometimes cannot be applied for in parallel.

In the case of Blantyre, approval from the following departments was sought:

- Department of Health and Social Services;
- Trade, Commerce and Industry Services; and
- Works and Engineering Services.

Subsequently a letter addressed to the Blantyre City Council CEO needed to be sent, with the heads of the above departments copied in. Supporting documentation for the following had to be submitted with the letter:

- A summary of the research programme and aims;
- An outline of the data collection methodology;
- Disclosure of any possible ethical sensitivities (we included a copy of the draft questionnaire for their consideration); and
- Tactical plan/data collection schedules.

Finally, after the CEO and the relevant department heads had reviewed the letter and supporting documentation, a decision to approve the request was made.

2.3 Ethical considerations for the passenger surveys and focus groups

The following ethical considerations were applied, and these will be included in the guidance of the SHE CAN Tool:

- Obtaining and informing local transport operators and security agents of the survey (and show the appropriate approvals);
- Obtaining informed consent before proceeding with each participant;
- Ensuring all participants were above 18 (or legal age of consent);



- All participants were informed that their identities would be kept strictly anonymous, and their confidentiality would be respected; that no personal experience or opinion shared within the focus group was to be used outside of the research analysis. All participants were asked to agree on this before commencing;
- Respondents were asked if they were comfortable to continue with the questions in the survey before proceeding with the section of questions about sexual harassment;
- Each participant was informed about their right to withdraw at any point during the discussion. They did not need to provide a reason not to continue. This also applied to the focus group discussions, and they only needed to indicate this to the facilitator, but they should then be escorted out by one of the team;
- The focus group participants were asked to sign a consent form; and
- Facilitators of focus groups were trained to read participant body language to ensure the participants were not uncomfortable or becoming unduly distressed.

The following actions were taken to make sure that guidelines of public engagement during the times of COVID-19 were adhered to and also to avoid trespassing the bus depots and stops which were also utilised by minibus operators:

- Each enumerator carried the letters of approval with them at all times, should they be required;
- Enumerators were given reflective vests for easy identification, and were given identification tags which they wore all times, with numbers of responsible personnel at the police, the city and the field manager;
- Before starting the interviews the minibus/bus operators managers at each depot/stop/terminal were approached for self-introductions and permission to conduct the surveys;
- Enumerators wore face masks at all times and were given hand sanitisers to use regularly;
- Respondents that did not have masks and sanitiser were offered one at the beginning of each interview and focus group;
- Focus groups were organised to be socially distanced; and
- Enumerators were given cards with the contact details of a local NGO experienced in responding to SH needs should the interviewee require or request such information.

Table 2 summarises the risks and safeguards relating to the data collection actions.

Table 2: Overview of safeguards relating to data collection

Interception surveys	
Risk	Safeguard
COVID-19	Face masks provided (enumerators & interviewees) Hand sanitiser Social distancing Protocols explained in training
Security	High visibility jackets & badges worn Worked in pairs Letters of authority to conduct survey Contact details of field manager
Sexual harassment support	Card with contact details for support from NGO with SH experience. Training had local NGO with SH experience attending for advice on how to perceive discomfort/distress in interviewees.



	Training included local NGO with SH experience attending for advice on how to perceive discomfort in interviewees Contact details for support from NGO with SH experience if required Protocol to follow should any participant become distressed.
Focus Groups	
COVID-19	Face masks provided (enumerators & interviewees) Hand sanitiser Social distancing
Workshops	
COVID-19	Face masks provided (enumerators & interviewees) Hand sanitiser Social distancing Local NGO /CSO with SH experience attended

SECTION 3: METHOD FOR DATA COLLECION

This section outlines the method and the tasks undertaken to collect the primary data and information as part of WP2. The main objectives of the data collection were to establish the level of sexual harassment in the case cities, establish who suffered from this, where it happened most and what type of harassment was the most prevalent. In addition, a key aspect was to test the process of collecting data and document the main challenges.

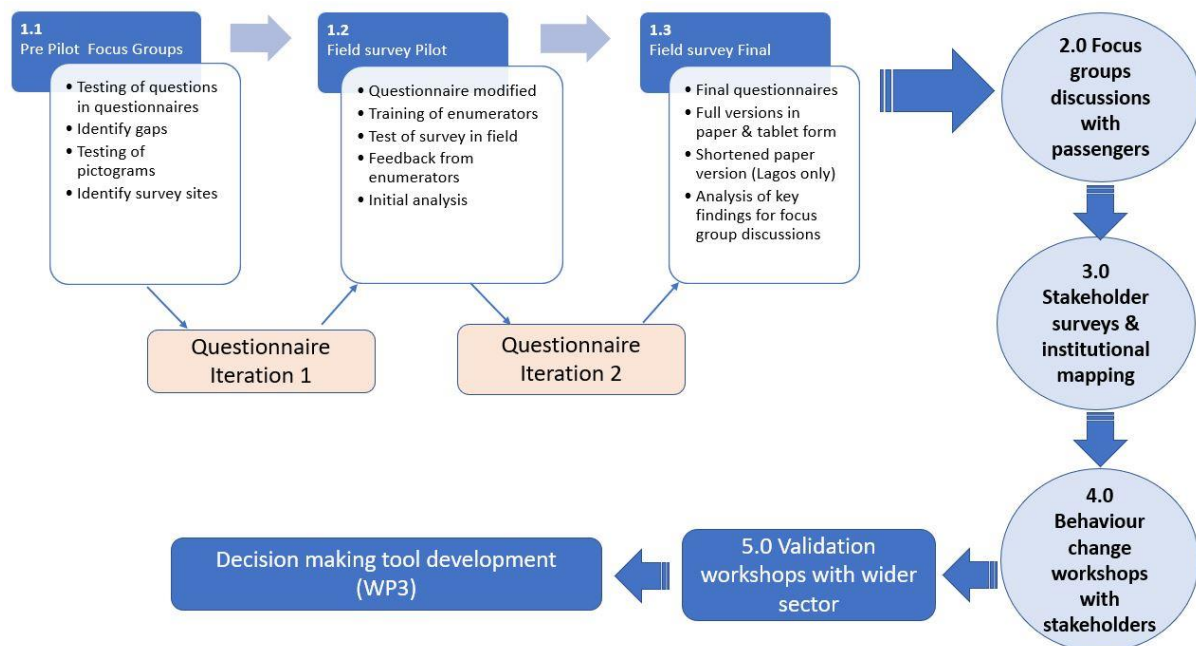
3.1 Overview of method

Data collection in WP2 comprised the following six main activities, also illustrated in Figure 2:

- Literature review;
- Passenger surveys;
- Focus group discussions with passengers;
- Stakeholder surveys and mapping;
- Behaviour change workshops (with stakeholders); and
- Validation workshops with wider sector.



Figure 2: Overview of the method of data and information collection in Work Package 2 (Author: Median)



Within these six main activities, a further breakdown of tasks included:

- Developed outline of questionnaire, sampling and interception techniques;
- Designed full questionnaire, refined and reformulated the questionnaires for paper and technology use;
- Submitted full questionnaire and details of the questions and organisation of the focus groups to University of Cape Town Ethics Committee for approval (including any additional possible questions that may be used in the different phases of data collection). In parallel obtained local approvals for conducting field work in the public space and at transport hubs in both cities;
- Pre-Pilot preparation enumerator recruitment and enumerator trainings (both cities) to ensure that the terminology was clear, to get local input and to test the length of survey;
- Based on feedback, refined for use in the field, e.g., translate the Blantyre questionnaire;
- Pilot Phase I of field work, used the draft questionnaire to collect data and tested its length and content in the field;
- Initial analysis, feedback and revisions;
- Phase II (main) survey and data collection in the field using the revised questionnaires;
- Four focus groups with public transport users were held (two in Lagos, two in Blantyre) to validate the findings and gather deeper insights into levels, norms and experiences of sexual harassment;
- Analysis to determine key headlines from the survey and focus group findings to be used for discussion in the Behaviour Change workshops;
- Developed short guidance on analysis of surveys and discussions from focus groups (draft) to be further developed during WP3;
- Developed the stakeholder survey and planned two Behaviour Change Workshops (Abuja and Kigali);
- Distributed and analysed the stakeholder survey and hosted the Behaviour Change Workshops;
- Organisation of and reporting on two SHE CAN workshops to validate findings with wider stakeholder group;
- Consolidated learning and information to be considered for inclusion in the tool; and
- Prepared WP2 Final Report.



3.2 Objectives and approach of each data collection activity

3.2.1 Literature review

The approach of the literature review was to search a compilation of published journal articles available on the following databases: Crossref, Google Scholar, IngentaConnect, JSTOR, Mendeley, ORCID, ResearchGate, Science Direct, SSRN, SpringerLink, SCOPUS and Web of Science. Additionally, the search included books, book chapters, conference papers and reports. Thus, the activity covered both published works (relevant studies and literature across high priority academic databases relevant to the issue) and grey literature (from UN and other development organisations, consultancy reports etc.) to consolidate the findings emerging from across the world.

The objective was to scan journal articles from the past 20 years to map the state of the art in recent literature, including the most recent ones. A few seminal works from the 1980s and 1990s laying the foundations for understanding the close nexus between fear and gendered mobility were also included.

A data search and review protocol were developed to assure the scientific rigour of the search comprising three main steps:

- search criteria;
- assessment of topics; and
- data structure (qualitative vs. quantitative data).

Some of the terms that were searched were: women and safety; urban women and safety, public transport and harassment; sexual harassment on public spaces; women, campaigns on sexual harassment; women, public transport in low-income countries / LMICs; gender-based violence and transport, safety and access to education, health and employment in LMICs; urban accessibility, women; transport, capacity building; women, informal transport; women, informal employment; transport in developing countries – methodologies; transport in developing countries – data needs; decision-making tools and transport; decision support systems and transport; sexual harassment and decision-making tools; assault, planning and decision making; inclusive solutions, design, policies, programmes, tools, communication, behaviour change in Sub-Saharan Africa; smart cities; and smart mobility.

Finally, an interpretative synthesis was carried out which consisted of an inductive derivation of the findings, discussions and constructs, based mainly on the authors' understanding of the focus, core ideas and arguments presented in the various articles, reports and documents. Additionally, we requested inputs and feedback from our African project partners and reference group members to corroborate and validate the findings emerging from the literature review.

3.2.2 Passenger Surveys

3.2.2.1 Preparation of passenger survey data collection phase

The objective of the passenger surveys was to gather quantitative data regarding transport user experiences travelling around Lagos and Blantyre. The focus was on the extent to which female users encountered sexual harassment and the types of interventions that could be introduced to tackle the problem. The dual goal was to test different data collection methods and ascertain which were the most effective and efficient; such that the findings can be included in the SHE CAN Tool. Copies of the survey questions are found in Appendices A, B and C.

A considerable amount of preparation and planning was required before going into the field to collect data. This included the design, development and testing of the questionnaires and data collection methods. We had two approaches within the team for procuring the data. LAMATA used an outside



agency and Blantyre organised the field work themselves. LAMATA is quite experienced in conducting surveys, but nonetheless the method of preparation was also useful for them and their team both contributed and learnt from the international exchanges and new working approaches. The practical experience of GoMetro was also invaluable as they led the technology aspects of the questionnaire and also led the enumerator trainings.

The survey was conducted in the following phases during February and March 2021.

- Pre-Pilot Focus Groups to gain local insights into the questionnaire development and discuss the fieldwork locations;
- Pilot Field Survey to further refine the questions, test the data collection supports (paper and tablet), the pictograms and test the length/average time taken for conducting the survey; and
- Main Field Survey held in both case cities during the same time period;

3.2.2.2 Questionnaire development

From October to December 2020, internal meetings (online) were held to discuss in detail the information to be collected and design the questionnaire. The main challenges were found to be:

- Sexual harassment is a sensitive issue everywhere and people may not be willing to share their experiences with a stranger in an interception survey, so the questions needed to be carefully phrased;
- The location and time allocated for answering questions in the survey needed to be under 15 minutes as (based on expert knowledge) this was the most time people were likely to allocate while waiting for their transport; and
- The questions needed to be very clear so they could be used in both English (Lagos) and translated for use in Blantyre without loss of information.

The questionnaire was therefore constrained by length (i.e., total number of questions) and the need to build trust quickly so people would share their views and experiences. We were interested to find out as much as possible, including: the types of sexual harassment that occur most frequently; where it happens within the public transport environment; who is affected most; what actions people take when it happens; why they think it happens; and their understanding of who should take responsibility.

The possible level of detail of information to be collected in a **10–12-minute window** was widely discussed in the preparatory phase. Both closed and open questions were used, with single and multiple-choice answers. We had to make certain trade-offs between the amount of information we wanted and what was feasible to collect in a time slot of 15 minutes without compromising the quality of information.

We narrowed the area of interest to **the public transport travelling environment only**, recognising that this includes a wide number of modes in the African context (formal and informal/ publicly and privately operated). Many have local names, which were sourced from our African partners.

The data collected had to include three aspects, required to feed into the SHE CAN Tool: transport behaviour; SH information; and socio-economic profiling. We needed to be able to collect information about transport choices and behaviours to be able to investigate how and where SH occurs within the transport environment. In addition, the sensitivity of some questions such as age, income or education levels were discussed and tested. In some cases, they were considered unnecessary (although interesting). For example, income, education level, and age were estimated by the enumerator. In Blantyre, a few respondents gave the impression of resorting to just answering “no” to questions, even if the answer was “yes”, in the hope that the interview would end quicker. This indicates that the questionnaire could have been shortened further.



Our internal discussions also showed that there was a need to develop a clear indication of what was meant by sexual harassment. Based on the experience of some members a series of images were developed by EIP that were tested internally and refined. Using images can help gather sensitive information, and researchers should adopt methods that increase privacy, anonymity, and confidentiality while making respondents feel comfortable with the interviewer (McNeeley 2012¹). McNeeley (2012) also states that both the questions need to be written in ways to reduce embarrassment when discussing sensitive subjects and that methods should be used that enable answers to be given without embarrassment. In this respect it was important that the pictograms (supporting images in the questionnaires) were clearly understandable without text and could be pointed to rather than verbalised in the field work (see Figure 3). We also included multiple questions for the same reason.

Additionally, in Lagos, the fieldwork could be undertaken in English while in Blantyre the questionnaire and the answers needed to be translated. The translations were tested in the enumerators' training. There were no significant differences found and with the piloting of the questionnaires, we were confident that the sense of the questions was upheld. The final questionnaires can be found in Appendices A, B and C.

The benefit of piloting the survey in January 2021 allowed us to refine and adapt both the number of questions, their order and test the pictograms.

The pictograms were used to indicate the main types of sexual harassment as identified from the literature review: sexual harassment is unwanted advances given by someone to another. It can either be verbal or non-verbal, physical.

Figure 3 shows the final versions of the pictograms that were used in the main survey collection and the focus groups:

- A - unwanted touching;
- B - pushing and intimidation;
- C - groping;
- D - verbal abuse (including catcalling¹);
- E - leering, intimidation and staring; and
- F - stalking and following.

The pictograms were developed by EIP for this survey from copyright free images and they were used in interception surveys, focus groups and workshops.

¹ The Merriam Webster definition for catcalling is - the act of shouting harassing and often sexually suggestive, threatening, or derisive comments at someone publicly.

Figure 3: Final version of the pictograms used in the survey and focus groups



3.2.2.3 Enumerator selection and training

Guidance was provided to the team members on the recruitment of the teams and on the balance of male and female enumerators for both cities. Recruitment was done using different methods.

In Lagos a pre-pilot survey workshop was organised, with both members of the public (LAMATA passengers) and potential candidate enumerators who were invited to sample and conduct trials of the survey to test the information and length and give other inputs to the pilot questionnaire. From this group the actual enumerator teams were composed. The feedback provided us with additional insights to the questions and flow of the questionnaire. In Blantyre this was done with a smaller group of potential enumerators and a local NGO working on this issue. The final enumerator teams in both cities were composed of men and women (6 female, 4 male).

In both cities the presentation and discussions at the training covered the following topics:

- Introduction and project objectives;
- Questionnaire contents and flow;
- Survey locations (choice and transport);
- Survey methodology;
- Survey feedback mechanisms;
- Testing questionnaire and feedback;
- Survey timelines, timetables and expectations;
- Health and safety precautions; and
- Enumerator's responsibilities.

In Lagos the discussion workshop comprised of:

- 20 members of the public (16 females 4 males) and 11 LAMATA staff (7 females and 4 males);



- 2 supervisors / note takers (2 females); and
- 2 field survey managers (1 male, 1 female).

From this group, 10 enumerators were selected based on the following criteria:

- Experience in data collection;
- Communication skills;
- Enthusiasm;
- Confidence;
- Technology knowledge (use of); and
- Local knowledge.

In Blantyre, the teams of enumerators were composed first and then they were given the training and were able to test the survey. They also gave useful feedback about the first set of pictograms, which was incorporated into the final set.

The Blantyre training groups were composed as follows. A total of 15 people were present:

- 10 enumerators (6 female, 4 male);
- 2 supervisors/note takers (2 females);
- 1 field survey manager (1 male); and
- NGO on SH representatives (2 female).

The NGO representatives provided the training for the enumerators about the sensitivity of the subject (SH), how to look for signs and how to respond should someone become distressed during the interview(s). The training comprised of:

- Introduction and project objectives;
- Questionnaire contents and flow;
- Survey locations;
- Survey methodology;
- Survey feedback;
- Pilot test of questionnaire in situ (controlled);
- Survey timelines, timetables and activities;
- Health and safety precautions; and
- Enumerator's responsibilities.

Both approaches were seen as being successful by the project team, as there were few issues with the data collection in the field.

In both cases the enumerators were given clear information about COVID-19 restrictions. They worked in teams so they were never alone in the field, for their own security, and they were provided with a number to call should they get into any difficulties or had any queries. They were also trained to look out for any body language showing that an interviewee was becoming uncomfortable and could offer the cards provided with the contact details of a local NGO who could provide support for sexual harassment.

This was found to be useful although some interviewees just took them as they wanted to receive something in exchange for participating.

In addition, as EMPOWER is collecting the experience of the enumerators in the field, a section on their experience in implementing the survey was developed and filled in on a daily basis. This gave us useful feedback especially on the different data collection methods, i.e., paper or tablet. In addition, it allowed us to understand some of the constraints of working in the field. For example, the weather



conditions in the main survey areas impacted on people agreeing to take part and where shade was available it helped to increase the willingness of interviewees to participate.

3.2.2.4 Sampling and impact of COVID-19

It was considered important to ensure that there was as much similarity as possible between the surveys used in the two cities to ensure that the results are comparable. The target audience, sampling profiles, numbers of interviews and typical locations were the same in both places. Random sampling of both men and women from 18 - 60 years old were used in both cities, with every 10th commuter passing the enumerator being invited to be interviewed to reduce sampling bias and selection errors. As the questionnaires were inputted each day the enumerators and the field work manager could advise if one or other segment needed greater attention the following day. After the pre-pilot test, it was decided to experiment with a shortened paper-based questionnaire in Lagos only to see if this had any significant impact on the response rates.

Despite fewer people travelling (due to reported declines in public transport use), we were still able to achieve our sample requirements. However, we could not compare with any field work pre-pandemic, so we are unable to know if people would have been more willing to participate pre-COVID-19.

Only able-bodied men and women over 18 were interviewed. If someone was disabled but it was not visible there was a question in the questionnaire that allows us to highlight this in the analysis. All interviewees were asked to confirm if they were over 18 years old prior to starting any interview, if not the interview did not proceed.

Key transport hubs were selected as locations for the surveys (conducted between 8.00 and 17.00) on selected weekdays. In Blantyre, only bus stops/interchanges and depots were used, while in Lagos, bus terminals, interchanges (bus and ferry) and a transport interchange/city mall carpark area used. Places where people could answer in comfort (i.e. shade or sitting) resulted in the highest response rates. A field reconnaissance was performed prior to the pilot survey, to check the suitability of the locations for the survey. The following factors were considered: safety of the enumerators, how busy the transport facility was, accessibility, cooperation of the public transport associations at the premise and general security.

The final locations for the main survey data collection were chosen for their high levels of public transport use and footfall during the day. In Lagos they included major bus and ferry terminals and a car park at a major interchange. During the pilot, it was found that the ferry terminals had high footfall in the morning and afternoon peak but there were few passengers during the rest of the day so the times for data collection were modified. In Blantyre, the main public transport is provided by minibuses and taxis and so 8 major stops were selected, one interchange (roundabout) and two termini. Most of the Lagos locations were served by the BRT or ferries, rather than the informal minibus or motorbike taxis. These sites were specifically chosen as there were more security concerns about using the tablets in Lagos. The risks at informal transport interchanges were deemed higher than formal transport interchanges.

The sensitivity of the interviewees to the gender of the enumerator was tested. In each city in one location female enumerators interviewed women and men, while men could only interview men. At an alternative location, male and female enumerators interviewed both men and women (i.e., random/mixed). The enumerators randomly approached potential respondents and requested if they could answer questions from the questionnaire. If they responded positively the interview would continue, otherwise the interview would not be conducted, and the enumerator would approach another traveller. Refusals were also documented (see Section 4).



3.2.3 Focus group discussions (FGDs)

3.2.3.1 Objectives and approach

The post-survey focus group discussions were conducted to strengthen the findings from the passenger surveys. A key objective of the FGDs was to gather qualitative data and insights into women's experiences travelling on public transport and the surrounding spaces. We explored how/if they encountered sexual harassment, the extent that this behaviour may affect their ability to use transport, and what types of interventions and measures could be included in the SHE CAN Tool as possible solutions.

The focus groups were held to collect qualitative information about perceptions about sexual harassment looking at collective and individual views and the meanings that lie behind those views (including their experiences and beliefs) and if there are noticeable differences between men and women. The methods used were participatory with a view to elicit qualitative information from the that would give greater insights to the quantitative information and data collected in the surveys.

The discussions were guided by facilitators (female) and the participants encouraged to respond to the open questions directly and to the narratives given by other participants. This method enabled participants to further reflect on their personal experiences and those of others.

The objectives were to:

- Investigate the frequency of sexual harassment, where it occurs and gather some insights on the nature of sexual harassment incidents;
- Know who is/are affected the most by sexual harassment on PT (both in reality and emotionally). The issue of rape or grievous bodily harm (violence that would require hospitalisation) were not specifically discussed unless this was brought up spontaneously by the participants;
- Understand how far sexual harassment affects an individual's travel behaviour, i.e., is individual use of PT affected by incidents of sexual harassment or not? If so, why and how?; and
- Discuss and investigate what measures can reduce or eliminate incidents of sexual harassment on PT in the context of that city and Africa in general.

Discussion guides were drafted including questions on the following aspects:

- The extent that men consider the behaviour indicated in the pictograms as being acceptable/unacceptable.
- Differences in perceptions of what is acceptable and unacceptable between men and women, and if this changes with other variants (age, income, occupation, ability etc).
- Indications of who is perceived as being 'responsible' for ensuring that this space is safe to travel in; and
- The types of solutions that can be envisaged in the African context.

Two physical FGD were held in each city (totalling four). Each focus group session lasted about 90 minutes in total, which is in line with the guidelines developed by the project team (and no longer than 120 minutes). A female-only and a mixed group were convened in each city. Ideally a male only group would have been included but resourcing did not allow. Despite this, the discussion points from the two types of group did provide noticeable differences, such as the perceived causes of SH (see Section 4).

The facilitators were female and received training on how to moderate and run the sessions. Their role was to guide the conversation, ensure all participants speak, communicate the essential information and questions to the participants. The Lagos sessions were recorded (audio and note taking) and in Blantyre only note takers were used. Participants were informed of this and consent



forms were signed by all the participants before commencing. The groups were stratified by age, occupation, and gender.

All participants were supplied with COVID-19 PPE, (disposable medical masks) and personal hand sanitiser bottles. Fire exits and bathrooms were indicated at the start of each meeting. The attendees were requested to turn off their phones/put them in silent mode. Due to COVID-19, attendees were supplied with bottled water and had their transport costs covered in Blantyre.

3.2.3.2 Ethical considerations specific for the FGD meetings

Ethical considerations were made clear at the start of the discussions. Apart from those previously mentioned (obtaining informed consent before proceeding with each participant, ensuring all participants were above 18) the following considerations specific to the FGD meetings were implemented:

- Each participant was informed about their right to withdraw at any point during the discussion;
- Facilitators were tasked with reading participant body language to ensure the participants were not uncomfortable;
- Participants were informed concerning a protocol should they wish to leave the discussions. All they had to do was raise their hands, and the co facilitator would see them out;
- Respondents were asked concerning their comfort level before proceeding with sensitive questions;
- All participants were informed that their identities would be kept strictly anonymous, and their confidentiality would be respected; and
- Respondents' privacy would be respected, and no personal experience or opinion shared within the focus group is to be used outside of the research analysis. All participants were asked to agree on this before commencing.

The following COVID-19 hygiene strategies were mandated and implemented:

- Wearing of face masks;
- Use of hand sanitisers; and
- 2m distance between all seats at the discussions.

Slightly different recruitment methods were used in each city but the composition of the groups are seen as being comparable. Participants were recruited based on the quota sampling technique (meaning the sample is proportional to some characteristics of a specific population). In this case the sampling was done based on gender, occupation and age. In both cities ages ranged from 18 -50 years old. The groups were composed by the team based on a balance of age and occupation. Slightly more women than men were included in the mixed FGD in Lagos and the opposite in Blantyre to explore if this affected how women engaged in the discussions.

3.2.3.3 Lagos FGD participants

A total of 24 participants were recruited for the FGDs from LAMATA passengers and the groups composed taking into consideration a balance of gender, age and occupation to ensure they represent a sample of Public Transport users. All final participants were regular users of LAMATA public transport. Details are shown in Table 3.

Table 3: Focus Group Discussion participants Lagos

PARTICIPANT ID	GENDER	OCCUPATION	AGE
ALL FEMALE			
1	F	Civil Servant	41



2	F	Fashion Designer/Student	20
3	F	Trader	43
4	F	Admin Officer	25
5	F	Nurse	52
6	F	NYSC Member	24
7	F	Teacher	37
8	F	Student	20
9	F	Trader	41
10	F	Trader	26
11	F	Business Developer	35
12	F	Caterer	32
MIXED GROUP			
1	F	Public Servant	30
2	M	Student	27
3	M	Taxi/Cab Driver	55
4	M	Blogger/Writer	24
5	M	Graphic Designer	36
6	F	Businesswoman	50
7	F	Student	20
8	F	Interior Designer	35
9	F	Trader	40
10	F	IT Support	26
11	M	Insurance Advisor	45
12	F	Student	20

3.2.3.4 Blantyre FGD participants

Recruitment was done by enumerators who informed survey respondents about the Focus Group Discussion on the last day of the interception survey. Those respondents who were interested in attending, were invited to provide their initials, contact number, gender, and profession. These lists were then used to identify 16 potential guests to formally invite for each session. The groups were composed in a similar way to Lagos, except the mixed group had a slight male bias. Of these 16 identified guests for each session, a total of 10 attended each session (see **Error! Reference source not found.4**). Two sessions were held consecutively In Blantyre, the first group was female only, and the second the mixed group.



Table 4: Focus Group Discussion participants Blantyre

Participant ID	Gender	Occupation	Age
ALL FEMALE			
1	F	Business	51
2	F	Student	21
3	F	Business	40
4	F	Business	49
5	F	Business	18
6	F	Receptionist	35
7	F	Housewife	25
8	F	Business	27
9	F	No occupation	45
10	F	Church cleaner	67
MIXED GROUP			
1	F	Student	23
2	F	Student	23
3	M	Motor Bike operator	35
4	M	Painter	32
5	M	Motor Bike operator	27
6	M	No occupation	42
7	F	Business	30
8	M	Economist	53
9	F	Domestic Worker	37
10	F	Home maker	26

3.2.3.5 FGD Discussion Topics

Using the topic guide developed by the project team, the facilitators structured the discussions as follows:

- House Keeping: This section was used to welcome the participants, inform them about the research objectives, introduce the facilitators, and recite the informed consent terms and other ethical considerations (and get the agreement for recording sheet signed);
- Introduction: This section explained the modus operandi for the FGD, underlining that there was no right or wrong way to take part and we were interested in people's personal experiences. The facilitator explained that we expected everyone to speak and take part. Each participant was invited to briefly introduce themselves to the group (ice breaking technique was used);
- First discussion theme focussed on the general travel characteristics and impact of COVID-19 on participants' travel patterns: This session was used to get the participants comfortable and giving their opinions. Questions such as if participants have changed their travel behaviour post-COVID, frequent PT modes, estimated typical travel time, travel worries and walking pattern were asked;



- **Perception of Sexual Harassment:** this session looked to understand the different perceptions of the participants, and if this varied with age, gender, income, and occupation. The meaning of sexual harassment was established in this session to ensure the participants understand the topic. Follow-up questions such as to whom it happens, where, when and discussions to establish if anyone has been harassed, what type of harassment, how they felt and reacted, and how it affected their travel behaviour amongst others were discussed;
- **Solutions to stop Sexual Harassment:** This session aimed at understanding why perpetrators harass people and how it can be stopped. Questions such as why people think SH happens, if participants have personal strategies to avoid being harassed, which stakeholders should be responsible to tackle sexual harassment, and the pros and cons of each stakeholder were discussed;
- **Exploring More Ideas for Grievance Mechanisms:** This session further explored ideas that can eliminate SH in public transport environs. The solutions proposed in the previous session were deliberated. Also, solutions such as CCTV, Reporting Hotline and Women Only Transport were discussed; and
- **Conclusion:** This session concluded the FGD and thanked the participants for their contributions. The participants were asked for suggestions that could assist in the SHE CAN Tool development.

3.2.4 Stakeholder Surveys and Stakeholder Mapping

Ahead of the Behaviour Change Workshops, a stakeholder mapping process was completed followed by a stakeholder survey.

The objective was to map out the key organisations (in Nigeria and Rwanda) with whom EMPOWER wished to engage at the local level and then invite them to complete the stakeholder surveys and participate in the Behaviour Change Workshops. Their input was necessary to understand the local governance structures and inter-relationships which determine how decisions are made, and by whom. This engagement sought to shape the contents of the SHE CAN Tool, ensuring it best meets the needs of those organisations we expect to use it, responding to local needs.

A matrix was drafted setting out the three main sectors of stakeholders (Government, Transport, NGOs) which have a degree of responsibility over the prevention of, and the response to, sexual harassment of public transport (and public spaces).

For example, this included national and local level policy making, the design of vehicles and public spaces, training of drivers, public awareness and community support NGOs. Then drawing from the EMPOWER Literature Review as well as the EMPOWER Consortium's knowledge of typical organisations, a number of stakeholder types were identified (government departments, bus operators, police etc).

Then partners LAMATA, Nana Women and Girl's Empowerment Initiative and GoMetro completed the matrices with their knowledge of specific organisations on the ground, and key individuals, some of whom they have worked with. They were also invited to add more stakeholder types as required.

The result was more than 30 organisations identified who were then duly contacted to complete the surveys and attend the Behaviour Change Workshops. All respondents were welcomed and data recorded. The stakeholder types are presented in Table 5.

Table 5: Stakeholder types identified in the mapping process and represented at workshops

Sector	Stakeholder type
Government stakeholders	Local government departments



	Relevant Ministries Police Transport Police
Transport stakeholders	Bus operator Transport Authority Maintenance contractors of services (e.g. CCTV) Urban design - public space engineers / consultants Training colleges Transport workers Unions
NGOs	Community organisations Women protection NGOs Advocacy organisations

The survey was developed drawing on some of the insights gained from the passenger surveys and focus group discussions. To collate standardised information, each question included a series of options as answers, which also helped to prompt the respondents. Table 6 below lists the main questions sent to stakeholders. The full template can be found in Appendix E.

Table 6: Stakeholder Survey

Stakeholder Survey	
1	What are the main functions of your organisation (and department, if applicable)?
2	With regard to addressing sexual harassment in public transport (formal and informal transport), does your organisation/ department have any formal responsibilities for any of the following? Please provide more details for each.
3	With regard to addressing sexual harassment in public transport (formal and informal transport), what other organisations/ departments (national or local) have responsibilities for any of the following? Please provide more details for each.
4	Please name any national or local level regulations or legislation in the field of sexual harassment.
5	What activities have been taken in recent years to tackle sexual harassment and improve personal safety overall on transportation by your organisation?
6	What activities have been taken in recent years to tackle sexual harassment and improve personal safety overall on transportation by any other organisation (local or national)?
7	What are the three main barriers to tackling sexual harassment in transport (locally/ nationally)?
8	How has COVID-19 impacted on any of the issues mentioned in Qs 2-7?
9	Are you aware of cross sector stakeholders working together on this challenge (national or local level)? To what extent has this been effective?
10	Do you have any other comments to provide?



3.2.5 Behaviour Change Workshops

3.2.5.1 Objectives

Two workshops were organised (Abuja on 3 June 2021 and Kigali on 11 June 2021). Stakeholders who had previously been sent the surveys, were invited to participate in the workshops. This was a successful approach as they already had the background of the research objectives and saw the value in continuing to collaborate. Attendees were selected on the basis of providing a balanced composition of public, private and non-governmental sectors. There was no need to exclude any participants, but due to the number of interested departments of LAMATA, several representatives dialled in remotely.

The objectives of the workshops were to:

- Bring together (for the first time) a selection of cross sector stakeholders with power and interest in the domains of transportation and security;
- Understand and discuss stakeholder roles and responsibilities;
- Introduce the EMPOWER project and SHE CAN Tool;
- Present findings from the passenger surveys and focus groups to stakeholders;
- Understand barriers to tackling sexual harassment and identify areas of potential collaboration (policies, strategies, measures on the ground, cross-sector working);
- Discuss potential solutions to feed into the project research and support other countries; and
- Test the overall process of such workshops, as a useful way of mobilising support for change, such that recommendations can be made to other countries to follow this approach.

A discussion guide was prepared for both workshops (Appendix F and G) drawing on the results of the passenger surveys, focus groups and stakeholder surveys. This allowed the moderators to mine down into the reasons for the responses received. It also encouraged participants to suggest solutions in tackling sexual harassment and bring about change behaviour in the public transport system for women in Sub-Saharan Africa.

3.2.5.2 Abuja workshop participants

- Moderator: Nana Women and Girl's Empowerment Initiative
- Number of participants: 31
- Date: 3 June 2021
- Duration: 3.5 hours
- Stakeholders represented:
 - Asst. Director, Ministry of Transport
 - Asst. Director, Ministry of Justice
 - MD, Primero Transport Services
 - Director, Amalgamated Transport Services
 - Director, Mirabel NGO
 - Head of Transport Police
 - Federal Ministry of Transport responsible for national transport policy
 - Federal Ministry of Women Affairs- responsible for ensuring the implementation of GBV policies in the country
 - Abuja Urban Transport Authority- Provider of bus services in Abuja- similar to LAMATA
 - Federal Ministry of Justice- Responsible for development and implementation of VAPP- laws against GBV



- Nigerian Police force
- NURTW- a national union of road transport workers
- Kano Transport Authority
- Seven LAMATA reps from different departments (remote attendance online)

3.2.5.3 Kigali Workshop participants

- Moderator: GoMetro
- Number of participants: 6
- Date: 11 June 2021
- Duration: 3 hours
- Stakeholders represented:
- Rwanda Transport Development Agency (RTDA), Manager & Senior Engineer
- Ministry of Infrastructure (MININFRA), Specialist
- Women's Health and Equal Rights Association, Director level
- Young Feminist Network Malawi (YFN), Manager
- Pascal Technology, Director level
- Jali Transport, Planner
- Go Metro, Senior Manager

3.2.6 Validation workshops

3.2.6.1 Objective

The objective of the validation workshops was to provide the EMPOWER team initial feedback from potential users on the extent of content to be provided by the Tool, and on the presentation of the information.

As it was not possible to hold a physical workshop bringing together international participants and the main team, it was decided to host two virtual ones. Both were held in July within two weeks of each other. The workshops were by invitation only, with most coming from the Project Reference Group² and the personal networks of the consortium team. Participants were selected to give a balanced composition of sectors.

The events were labelled as “SHE CAN workshops” publicly, as part of the project’s marketing drive of the tool.

3.2.6.2 First SHE CAN workshop approach

The approach of the first workshop was to gather insights from different profiles of stakeholders to determine more clearly who the tool should be designed for and who might be its future users.

The first workshop was held virtually on 13 July 2021 (see invitation example in Appendix H). A total of 35 participants joined in, including participants from Kenya, Ghana, Nigeria, Malawi, Ethiopia, South Africa, and Rwanda. The participants’ profiles included representatives of the cities (where the data had been collected Lagos and Blantyre), as well as those that had participated in the workshops held to date in Abuja and Kigali. In addition, UN agencies (UN HABITAT and UNEP), international and national NGOs (Walk21, Plan International, Young Feminists Network - Malawi) as well as urban transport operators and unions and the core consortium team attended.

The workshop was by invitation only, with many coming from the Project Reference Group and the personal networks of the consortium team. Participants were given a brief overview of the EMPOWER

² A group of international experts and stakeholders composed for EMPOWER



project, and the progress to date under Work Package 2. The SHE CAN Tool was introduced to participants to present the current approaches and assumptions made with reference to the audience and user profiles. It also gave first impressions of the tool's functionalities and interfaces. LAMATA was invited as a transport authority and partner to also share why they felt that the tool would be useful for their work and how they intended to use it.

Participants were then equally split into two virtual breakout sessions (45 minutes) and both sessions discussion the following questions:

- Who is the audience(s) for the SHE CAN Tool?
- Which stakeholders will lead actions on addressing sexual harassment in public transport and which stakeholders need to be involved, but will be followers of others' initiatives?
- What needs to be included in the tool? What needs to be eliminated from the tool?
- Are there any examples that participants can share to be included in the tool?

All participants reconvened in a plenary session for feedback of the discussions in both breakout rooms. MIRO boards were used as aids during the breakout sessions to assist in keeping track of the most important discussion points and for record keeping purposes. Screenshots of the final MIRO boards can be viewed in Appendix I and a note keeper kept track of the most important comments and remarks.

The feedback obtained from this workshop was used to design Workshop 2 (held two weeks later).

3.2.6.3 Second SHE CAN workshop approach

The second SHE CAN workshop was held virtually on 23 July 2021. A total of 27 participants joined the workshop with the invitations to attend being sent to the same group. New participants were added as well as many from the first workshop attending.

The workshop started with a summary of the first SHE CAN workshop (held 13 July 2021), after which the purpose of the day was introduced and explained. This purpose was to validate and receive input on the content planned to be included in the online SHE CAN Tool that is being developed as key output of the EMPOWER project.

The tool is intended to guide users to tailored information on how to tackle sexual harassment in public transport in Sub-Saharan Africa by providing information on various interventions that can be implemented by themselves or other stakeholders, and their expected impacts. This workshop aimed, firstly, to validate the categorisation of interventions and, secondly, to unpack how the impacts of each intervention measure could be communicated in the tool.

A poll was completed by participants to collect feedback on the perceived importance of each of seven intervention categories, after which a discussion of the results ensued. The results can be found in Section 4. To validate the intervention impacts, two interactive sessions with three breakout rooms each were conducted. Participants were randomly assigned to the breakout rooms where focused discussions on a small number of output criteria were discussed. Each breakout room discussed different topics (see Miro boards in Appendices I and J).



SECTION 4: KEY FINDINGS

This section sets out the key findings from the literature review, the passenger surveys, focus groups, stakeholder surveys and behaviour change workshops.

4.1 Literature review

The EMPOWER Literature Review was submitted and approved in January 2021. It reviewed published work to establish the extent of sexual harassment on public transport and investigate if this was a phenomenon unique to cities where informal transport predominated. Based on published work, sexual harassment happens extensively on formal and informal networks. The situation is compounded in urban Africa, due to the dominance of informal modes of transport, where there are high incidences of Gender Based Violence And Harassment (GBVAH). This results in women being fearful of using public space to access transport due to concerns about crime and petty theft and their own personal security and safety.

There are few studies on this topic in sub-Saharan Africa. Examples were mainly found in Asia, North and South America, Australia and Europe. However, a number of studies have been undertaken in Nairobi, Kenya. Typical levels of sexual harassment were high with over 80% of women admitted to having experienced sexual harassment while using public transport². More details from the full review can be found in the EMPOWER Literature Review. 55% of women reported that they were concerned about traveling to educational institutions after dark in Kigali, Rwanda. In Kenya, 54% of women interviewed in 2015 said they had experienced some form of gender-based violence while using public transportation, and Mwangi³ (who conducted a case study of commuters in Nairobi) found that 73% of the respondents had been subjected to incidents of gender-based violence in public transport. 99% of the women surveyed in the UN Women study in 2013 in Egypt had experienced sexual harassment on public transport and in streets, most commonly touching or groping. In addition, according to a United Nations 2017⁴ study, 90% of women and girls in Sri Lanka have been sexually harassed on buses and trains at least once in their lifetime and over half say they experience gender-based violence on a regular basis.

Yet there is a high level of tolerance as seen in the generalised underreporting of incidents and women are anxious that they somehow share the blame for the incident. This social reinforcement may be partially responsible for low levels of incident reporting found in our literature review.

A recent (2020) World Bank⁵ report found levels of concern about sexual harassment were apparent but not widely different between men and women. Table 7 shows their results from passengers asked to rate (1-5 with 1 being 'not at all' and 5 being 'to a very large extent') public transport in Nairobi in respect to it satisfying their needs in the following three areas.

Table 7: Satisfactory rating on passengers' perceptions of safety on public transport (Kishiue A., Dominguez Gonzalez K., St John E., 2020²)

Gender	Road Safety	Sexual Harassment	Personal Security
Female	2.20	2.16	2.0
Male	2.22	2.32	2.06

They compared this with results from a BRT Feasibility Study (2017) for Nairobi. This did not show great differences on the perception of safety between women and men either. It concluded that this does not mean that the issue is non-existent in Kenya based on the fact that evidence worldwide shows sexual harassment is normally underreported (and confirmed in this study and others).



Additionally, the researchers commented that the way surveys are “designed and implemented might not create an environment in which women feel comfortable responding”. This was the basis for EMPOWER’s investment in time in piloting the survey, training the enumerators in reading body language and documenting their observations as well as the interview results. Our results are similar to those of the World Bank.

The literature review identified key areas which could help address concerns about harassment, such as response strategies (including grievance and reporting mechanisms), public awareness campaigns and communication aspects, the impact of a more diverse workforce and more women working in the sector, as well as monitoring and evaluation. It found that there remain several primary research questions that are under-examined in the literature, such as:

- How fear constrains women’s movement when using public transport;
- Methodologies to better understand the scope and depth of fear;
- Victimization concerns faced by different groups of women;
- Research and methodologies to better understand and document the reasons behind low levels of incident reporting; and
- Evaluation of successful policies, measures and interventions that respond to women’s needs.

Despite several examples of guidance and toolkits there was little practical advice targeted at Sub Saharan cities, highlighting the need for EMPOWER’s SHE CAN Tool. From the literature review the following key aspects that were identified:

- Data needs and gaps;
- Economic impact of constraining women’s travel from sexual harassment;
- Role of communication strategies;
- Organisation strategies to address SH;
- Physical design and access improvements and suggestions; and
- Behaviour change.

These aspects have been taken into consideration in the data collection, behaviour change workshops and are ongoing as considerations and justifications for the development of the tool.

4.2 Passenger surveys: method

This section gives more information about what we learnt during the preparation and design of the quantitative data, qualitative data and information collection. It includes the main findings from the design and development of the questionnaires, the organisation of the field work, the actual field work, our teams’ experiences of the supports used for data collection (paper and tablet) and the preparation and implementation of the focus groups. We also provide findings from the analysis, indicating typical pitfalls and guidance on how to avoid them (also see Appendices A, B, C, D and E). The main thematic areas of importance to address sexual harassment based on these findings will be considered for incorporation in the SHE CAN tool.

4.2.1 Effective preparation matters

The careful preparation of the survey questions paid dividends and the enumerators had few unforeseen challenges to deal with once in the field. **The coordinated approach to the enumerator training was seen as being very useful in the preparation of the survey questionnaire as any changes could be made prior to starting the field work.** The enumerators were also able to familiarise themselves with the questions prior to going out into the field, ask questions of clarification and test the two data collection methods (paper and tablet). The project team was able to ensure that the questions were clear, the time taken to conduct the surveys fitted with our expectations and any unforeseen queries answered prior to going into the field. The pilot surveys held in January 2021



allowed the team to refine and adapt both the number of questions, their order and test the pictograms. This resulted in effective data collection with the required samples being attained and no delays to the fieldwork.

The shortened paper-based questionnaire implemented in Lagos acted as a control to see if the length of the main questionnaire was a significant constraint to participation. This was not found to be the case. **However, there was a higher refusal rate to participate from both men and women when presented with the paper survey in both forms. Thus, the digital data collection method was advantageous when collecting information about sexual harassment as people were more willing to participate. Additionally, it is recommended that resources are invested in carefully developing and testing a short survey.**

This highlighted the advantages of using technology for data collection over paper surveys from the perspectives of potential interviewees and prompted us consider the need to document the number of refusals to take part. This we found useful, as this gives guidance that can be included in the tool, as well as the fact that more men than women refused. The final questionnaires can be found in Appendices A, B and C.

4.2.2 Data collection comparisons between paper and tablet (CTO) surveys

One of the innovative aspects of this project was to test methods for data collection on sexual harassment. This included exploring the advantages and disadvantages of **paper based or technology (tablet) surveys for data collection in the field.**

It was important to gain insights into the levels of participation for the paper and technology data collection supports. Table 8 shows the average response rate based on the pilot survey. The enumerators found that the length of the survey was too long and this was reduced for the final fieldwork. This was not tracked in Blantyre, so we are not able to compare.

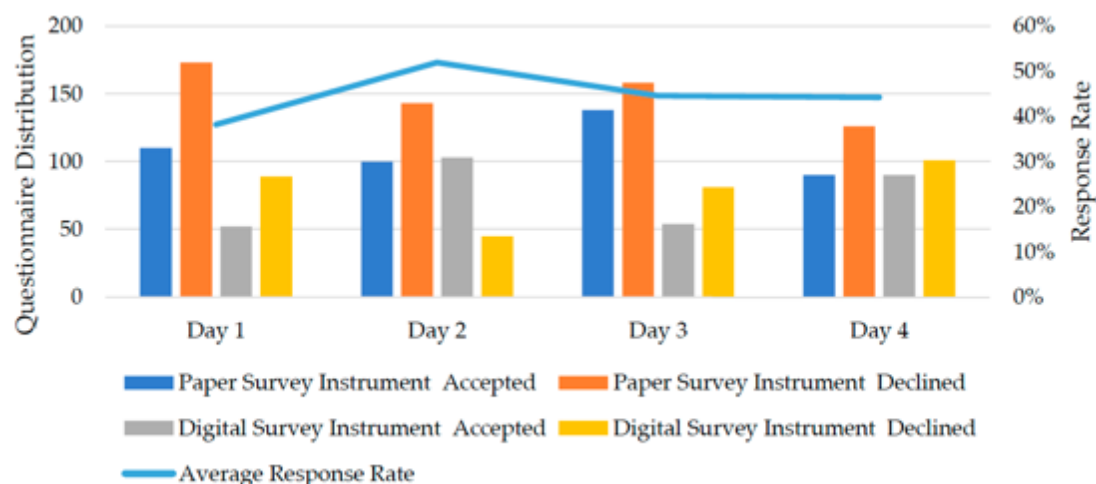
Table 8: Lagos survey response rate (Author LAMATA & Median)

Pilot survey Lagos			
Pilot surveys	Accepted	Declined	Average response rate
Day 1	162	262	38%
Day 2	203	188	52%
Day 3	192	239	45%
Day 4	180	227	44%
TOTAL	737	815	47%

Figure 4 shows that in Lagos in 3 out of 4 days, the response rates were higher when using the digital survey instrument (tablets) compared to the paper survey. This was also the case in Blantyre for the final survey data collection.



Figure 4: Example from Lagos showing fewer refusals to participate with tablet (CTO) surveys (Author LAMATA)³



A number of advantages were found when comparing the tablet and paper supports such as:

- The input of information was quicker with the tablets (noting that the questionnaires were downloaded onto the tablets, and they did not need internet during the interviews). There was no afterwork inputting of data as with paper. In addition, it was easier to ensure that questions that had a single or multiple answer was adhered to. Question 9 – ‘what do you worry most about’ had more reliable answers from the tablet than the paper survey where more enumerators filled in a number of options rather than only one.
- Questions on the tablets was easier to change. For example, between the pilot and main survey and there is no cost of printing and collating the questionnaires as with paper. This reduced costs, brought time savings and reduced margin of error (and no wastage if an earlier survey version had been printed). Other advantages included that the tablets were easier navigation between questions, fewer errors for single option or multiple response questions and they were lighter for the enumerators to carry (see Tables 9 and 10).

The main advantages of using tablets for the surveys are as follows:

- Potential interviewees could not see the length of the questionnaires, compared to paper surveys which people found looked like ‘a lot of questions’ implying that they were less interested in participating.
- The respondents’ perceived length of the paper questionnaire affected how willing they were to take part with some respondents flipping through the questions and rejecting taking part after assessing the numbers of questions. This is not possible with the tablets.

A full comparison of the survey instruments can be found in Table 9 below.

Table 9: Survey Instrument Comparison - Lagos (Author LAMATA)

Attributes	Comments on Digital Instrument	Comments on Paper (Reduced Length)	Comments on Paper (Full Length)
Navigation	Easier to navigate and questions skip automatically. Straightforward.	Difficult to navigate because respondents have to flip through all	Difficult to navigate because respondents have

³ The rate of refusals were not documented in the Blantyre pilot survey



		the questions	to flip through all the questions
Questionnaire Completion Time	Fast and the completion time is typically between 7.5 – 10 minutes	Fast and the completion time is typically between 7.5 – 10 minutes	Slow and the completion time is typically between 10 – 12.5 minutes
Security	High risk of being stolen or damaged at volatile locations	Low risk of being stolen or damaged at volatile locations	Low risk of being stolen or damaged at volatile locations
Acceptance	Highly accepted because it does not show the length of the questionnaire	Moderately accepted because it is not bulky	Highly rejected because it is bulky
General	Need training on how to use the device	Easily understood by all commuters	Easily understood by all commuters
Error	Not prone to errors, and it ensures respondents completes the survey	Fewer errors, and it doesn't ensure respondents complete the survey	Prone to errors, and it doesn't ensure respondents complete the survey

Similar views were held in Blantyre (see Table 10).

Table 10: Survey instruments comparison - Blantyre (Author GOMETRO)

Survey CTO	Paper Questionnaire
Swiping is easier	Flipping difficult with risk of skipping pages, & enumerator has to go back to appropriate earlier question which was putting off respondents
Length of question not instantly visible so respondent not put off	Paper questionnaire is visibly bulky hence putting off respondents
Questionnaire instantly skips to next question depending on current answer	Enumerator has to manually flip through pages to next question depending on current answer
Chronology of questions automatic	Chronology depends of pages and was sometimes confused from human error of pinning of the questionnaire pages together
Easy to carry	Bulky & heavy. Enumerators have to carry lots of papers
Fast	Very slow

The level of refusal to take part in the survey should be factored into the data collection process. In our experience there were fewer refusals with the CTO tablet collection and a good rule of thumb seemed to be about one in three people intercepted are likely not to choose to be interviewed and, finally, that men were less likely than women to agree to participate.



On balance therefore the tablets offer the most efficient source of data collection and are recommended over paper surveys. However, safety concerns should be considered for the enumerators, and they may constitute higher initial equipment costs. But if multiple surveys are to be delivered, such costs would be recouped through reduced staff time required to consolidate results.

4.3 Passenger surveys: data findings

The data collection included the collection of quantitative data from the surveys (passenger surveys and stakeholder surveys) and qualitative data from the focus groups, behaviour change and SHE CAN workshops. This section outlines the main results from the passenger surveys in both cities.

4.3.1 Data points⁴ collected from the passenger survey

The initial target of 1,000 interviews in each city was surpassed and the final numbers were 1,225 in Blantyre and 1,953 in Lagos (Table 11). A total of 1,225 interviews were made in Blantyre and 1,953 in Lagos. The minimum targeted sample size for the survey was 1,000 respondents in each city. Responses in Lagos included the full length and a shortened length of survey (27 questions compared to 21 questions). Similar amounts of men and women were intercepted in both cities, but more women agreed to take part.

Table 11: Final response rates from passenger surveys in both cities (Author Median)

City	Paper	CTO	Response rates	Total	Total per city
Blantyre Pilot	276	263	N/A ⁵	539	1,225
Blantyre Main	315	371	5.4%	686	
Lagos Pilot	447	298	47%	745	1,953
Lagos Main full length (27 questions)	301	605	76%	1,208	
Lagos Shortened (21 questions)	302	N/A	70%		

The response rates were higher in the main survey due to a reduced survey length. In addition, many of the enumerators were the same and had developed personal strategies to get people to participate and were more experienced in conducting the surveys. Slightly more women (52%) than men took part in the final survey in both cities with most participants being between the ages of 24 and 55.

In both Lagos and Blantyre, the majority (56% and 58% respectively) of the respondents were female. In Lagos this was noted to be different to the Lagos State population which has a ratio of 107 males to 100 females⁷.

In addition to the completed surveys in both cities, the enumerators gave feedback on their experience in gathering the data in the field. Especially in terms of the ease of use of the different data collection platforms, any sensitive reactions to the questions and any differences in the reactions of men or women of note. From this feedback, there was more reluctance by male commuters (transport users) to participate in the survey when they heard it was about sexual harassment. The number of men approached and who refused to participate was not tracked, but there was a higher proportion of men who did not finish the survey or who declined to answer some questions compared to women, but this was less than 5% of the total.

⁴ The information from one person is one data point

⁵ Not documented in the Blantyre pilot



4.3.2 Gender differences in discussion sexual harassment

Women are more likely to be interested in discussing SH than men are. This was confirmed with the higher number of women over men willing to participate in the surveys. In the main survey, Lagos and Blantyre, the majority (56% and 58% respectively) of the respondents were female. Not all those who agreed to participate finished the survey (this was for a variety of reasons but most frequently because they saw that their bus was about to depart).

The CTO survey (via tablet) had a higher response rate (76% in Lagos) compared to the paper survey instrument (70%). The reduced-length paper had a higher response rate compared to the full-length paper questionnaire. We were not able to compare this with Blantyre as the shortened paper version was only tested in Lagos.

In Lagos participants were highly educated. This was expected by our partner LAMATA based on previous surveys as the interviews were predominately made on or around the BRT system. On the other hand, combining all respondents from pilot and main surveys results in Blantyre, there was a high level of attaining secondary school (women 70% and men 77%) but more men attended university than women (38% compared to 22%). A high percentage of Lagos respondents (81% compared to Blantyre 30%) had university degrees.

In Lagos over 50% of respondents were either employed or self-employed, and about a third were looking for work. This was slightly different in Blantyre (see Table 12) where there were fewer people looking for work. A high level (37%) of women in Blantyre were self-employed. A separate 25% self-identified as either an employee of someone else or small business owner with employees. More men were employed by others (44%) and only 27% said they were self-employed. We also interviewed more female students than male students (16% female and 12% male participants of the main surveys). From those that answered 'other' the most cited occupation for women was 'homemaker', 'house wife' or 'staying at home' and for men 'looking for work' or 'doing nothing'.

Table 12: Occupation of passenger survey participants to the main survey in Blantyre (Author Median)

	Employee	Business owner	Self Employed	Student	Other (most cited)	
Women	20%	5%	37%	16%	22%	Homemaker
Men	30%	14%	27%	12%	17%	Looking for work

4.3.3 Travel behaviour

COVID-19 was cited as being a key concern for all travellers, but it featured as more of a concern in Blantyre (for both men and women), while crime was a higher concern in Lagos than the disease. Nonetheless, it was cited in both cities as being a key motivation to change travel behaviour, with participants stating that they were more careful and also that they had changed from the BRT to ride hailing or minibus taxis (Danfos in Lagos) although they are more expensive, even with increased fares.

The COVID-19 pandemic had an impact on participants' travel patterns and public transport usage in Lagos. Although most participants stated that the trip they were making was 'typical' (e.g. 66% in Lagos) and just under a third of the respondents (28%) stated that they have changed their travel pattern. However, 90% reported that they now travelled less.

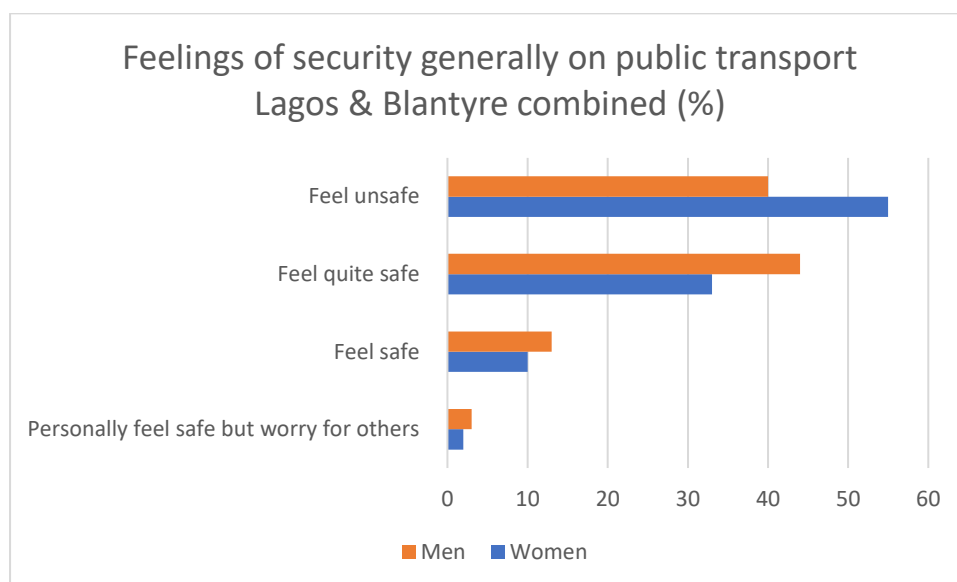
In contrast to other studies in both Blantyre and Lagos, a large proportion of those travelling where travelling alone (Lagos 89%). This conflicts with published literature which documents that especially in developing countries women travel accompanied by children or elders (see GIZ (2018) ⁸). We interpret this as an effect of COVID-19, as people make fewer trips overall.



4.3.4 Levels of insecurity

Women feel more unsafe than men while in public space and on public transport. People generally feel quite insecure when travelling. The following graphic (Figure 5) shows the levels of insecurity felt by women and men in both cities while using public transport. On the other hand, men are slightly more concerned about others and were more likely to report that 'they felt safe but they worried about other family members being safe'.

Figure 5: Combined results (percentage of totals from main survey) of people's personal perception of safety on public transport (Author Median) (n= women 1059 men 787)



When asked more specifically what they worried most about, both women and men in Lagos and Blantyre shared similar concerns when travelling. In Lagos the most cited concern was not getting to their destination (55% of all women and 53% men intercepted selected this). Women (42%) and men (40%) cited cost as a key concern, and the other main concern was overcrowding (34% for women and 32% for men).

4.3.5 Sexual harassment and gender-based violence

A key finding was that SH is not universally understood and that this is further complicated as men and women have different interpretations. The EMPOWER project definition of SH: is unwanted advances given by someone to another. It can either be verbal, visual, physical and /or psychological (such as intimidation or stalking).

From the survey, most respondents (male and female) were comfortable being interviewed by either male or female enumerators and no one expressed any signs of extreme distress in either city. No one was reported as being unduly upset during the interviews and no one needed immediate external support. Nonetheless the cards with the contact details of the local NGO experienced in providing support to GBVSH victims were frequently given to both women and men. Many expressed interest that this existed in their city.

Overall, despite many women stating that they feel relatively safe in public spaces, most female respondents agreed or strongly agreed that sexual harassment is a serious problem, which needs to be addressed. Over 60% of those interviewed had experienced being harassed but from time to time (not every day), with more women than men. In Blantyre (based on responses from all women in the main survey) 67% had personally experienced SH with 9% saying it was a daily occurrence. Female students experienced it most, with 77% of those who self-identified as a student saying they had personally experienced it from time to time but only 4% said it happened daily. Survey findings showed



that harassment against women is common with 38% of all female respondents reporting that 'it is common' and 15% stating that it is 'very common'. Inappropriate touching, verbal harassment, and intimidation with pushing and shoving were the three most frequent types of sexual harassment personally experienced or witnessed happening to a third party.

However, from the reports we suspect that possibly the difference between groping and inappropriate touching, for example, may not have translated well into the African context, as from the responses to the question asking to identify exactly what type(s) of sexual harassment, people appeared to be less able to describe what they had seen. Our results showed that groping was not widely experienced, which would not support the findings from international literature. But we do not see this as having any significant impact on our results as inappropriate touching was the most prevalent type of SH.

More people had seen sexual harassment in Blantyre, where 78% of female respondents and 80% of male respondents had seen it. On the other hand, in Lagos only 35% admitted that they had seen sexual harassment. 70% of those that saw it witnessed inappropriate touching and 40% verbal abuse (including catcalling). 59% of women in Blantyre said they had personal experience of being harassed from time to time, 8% said this was a daily occurrence and 33% said it had never happened to them. However, over 20% of men in Lagos and 49% of those in Blantyre said they had personally experienced sexual harassment and a further 11% said it was a daily occurrence. Our interpretation of this was that the respondents had answered thinking that this question may have referred to all types of harassment (e.g., from touts, hawkers and street sellers). This was explored in greater depth in the focus groups.

In addition, during the interviews especially in Blantyre, the minibuss touts, conductors and drivers would sometimes lurk around. Anecdotal evidence from the enumerators indicated that this may have influenced some respondents who may have been afraid to fully express themselves in the presence of these operators. These influences were not present all the time and the team does not think that this affected the survey results, but it should be included in the enumerators training in future iterations.

In Lagos, we found that respondents using the regulated public transport services such as ferry (10%) and the BRT buses (13%) reported a lower frequency of sexual harassment than those using the informal modes such as Keke Marwa tricycles (34%), Danfo minibuss taxis (24%), and motorcycle taxis (24%). Approximately 24% of the commuters using cabs and walking have also experienced sexual harassment.

Commuters travelling with children, relatives, and colleagues noted they had experienced sexual harassment more than commuters traveling alone. The educated respondents reported a higher frequency of sexual harassment experienced compared to the uneducated respondents. Also, traders and students experienced more sexual harassment than in other occupations.

However, the levels of concern were found to be different in our case cities. Overall, women were more concerned by SH than men, but it is not necessarily their greatest worry when travelling (18% of travellers in Lagos claimed that being harassed was their greatest worry, compared to only 7% in Blantyre). While in Blantyre 27% of women cited it as a concern (combined with other fears) which was slightly more than in Lagos. Many respondents (male and female) also worried about service reliability, the cost of passenger fares (with many citing recent increases) and overcrowding in the public transport vehicle. Within these, sexual harassment was included as one of those concerns, especially for women.

The three most usual places for sexual harassment to occur are walking to the bus stop from home and on the journey home (first and last mile connections), waiting at the stop for transport and in the vehicle. Over 90% of those who had experienced being harassed did not report it with the majority not knowing who to report it and secondly because they did not think anything would happen. Women



perceived the time that it would take to report an incident was cited as a constraint to reporting than men. This confirmed the findings from the literature review.

In Lagos crime featured as the most cited personal concern (48%), closely followed by violence and COVID-19 (24% and 21%) and sexual harassment was only 7%. This may have been a reaction of passengers who had experienced recent civil unrest in Lagos⁹ but not in Blantyre.

The **widespread lack of understanding of sexual harassment**, which we feel partly explains the figures mentioned, was notable. **In both cities, many respondents did not initially seem to fully understand what sexual harassment is** and it needed to be explained and defined by the enumerators using the pictograms. This was more pronounced in Blantyre than Lagos. The enumerators noted that they needed to explain what gender-based violence is even to women in Blantyre. This information was able to be gathered from the section of the survey where enumerators were able to give their feedback of collecting the data.

4.3.6 Causes of sexual harassment

The results of why people think that sexual harassment occurs was relatively inconclusive with 'poor behaviour' being chosen as the most likely reason. What good or poor levels of behaviour meant were investigated more deeply in the focus group discussions. In Blantyre, but not in Lagos, drunkenness/drugs were also cited more frequently. A dedicated hotline for reporting and more physical police and security at main public transport hubs were the most cited options from the multiple-choice list of responses and solutions. Better lighting, CCTV cameras and fines were seen to be equally effective.

Our findings indicate that men were perceived as the main perpetrators of sexual harassment. Perpetrators were perceived to be adolescent or in young adulthood, and this was validated in the focus group discussions. However, there were also several reports of 'older men' being perceived as perpetrators of sexual harassment and specifically abuse, particularly in relation to harassment of schoolgirls. This was particularly discussed in the focus groups as a risk.

Respondents to the survey also noted some perpetrators do it for 'fun', are not aware SH is a criminal offense, and feel that they can behave in this manner because the police are not interested when it is reported. A very small proportion of the respondents perceive it is self-inflicted because of how some women dress in a 'provocative' way.

Personal comments from the survey also identified the motorcycle taxi sector (such as Boda Bodas) as being a high risk for SH, although the most of our interviewees used minibus taxis (Blantyre) and BRT (Lagos). This is seen as a key finding and the information was further validated in the focus groups.

4.3.7 Reporting

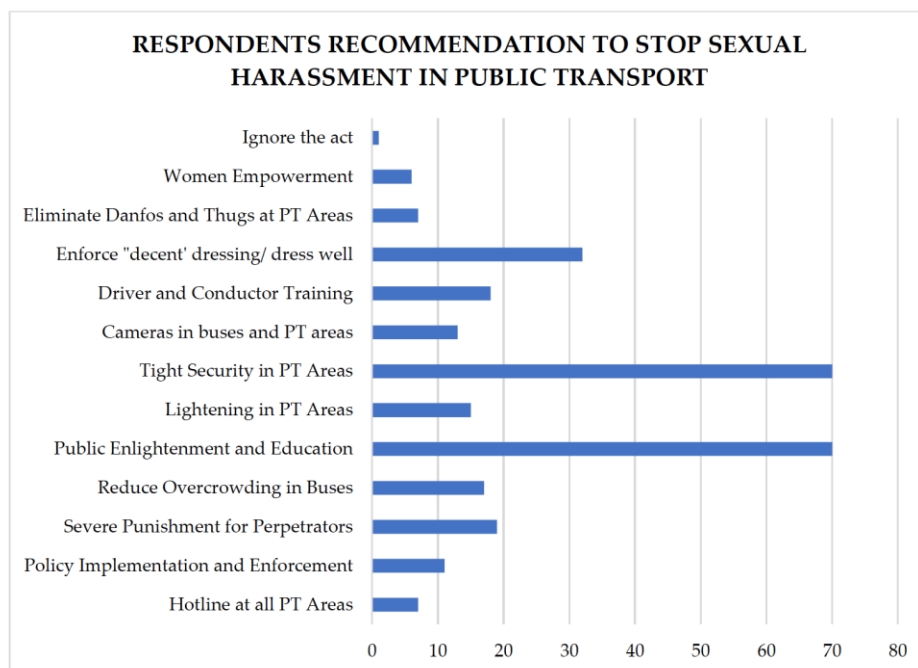
Many respondents did not know where to report incidents and there was a lack of trust in the security agencies (police) in doing anything about any complaint. This is in line with international evidence. In Lagos, 89% of those who have experienced SH did not report it. Most did not as they did not know where to report it (40%), nearly 30% felt that it would be useless to report the incident, and around 20% did not have the time to report the issue. These figures are typical based on other studies, and these are the top reasons - unclear grievance and reporting information, lack of trust in the authorities to act, inconvenient and time-consuming processes. A small number do not report due to emotional distress and shame - this may not mean that this small proportion is insignificant as the impact of SH on these victims is probably the highest.

4.3.8 How to tackle sexual harassment?

Personal opinions were collected on how to mitigate sexual harassment in public transport and what solutions should be introduced from a pre-defined list of options in the survey can be seen in Figure 7. A large proportion of the respondents chose a dedicated hotline, more human security presence, CCTV, and better lighting in public transport areas. The least favoured solution was high fines.

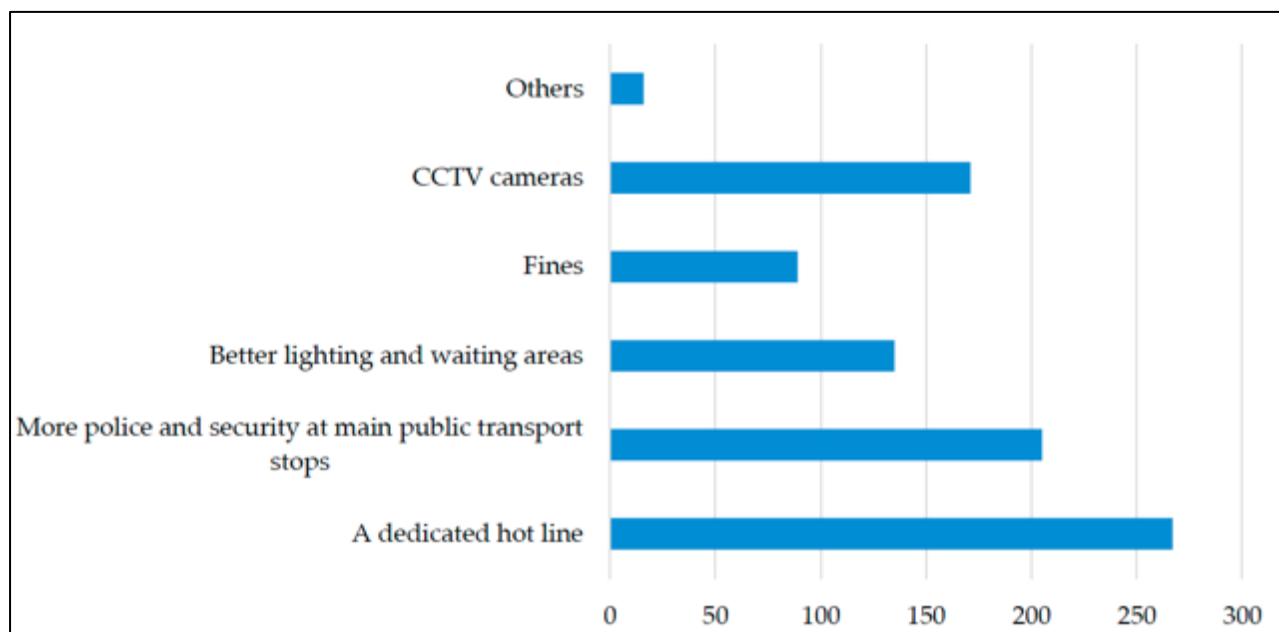
Figure 6 indicates the recommendations from Lagos final survey to stop sexual harassment (% of those responding to this question)

Figure 6: Recommendations from Lagos final survey to stop sexual harassment



From the answers to this question in the survey (see Figure 7), the recommended responses include public awareness and education which was equally selected with tighter security in and around public transport (especially human presence). CCTV/technology options were seen as a more feasible option in Lagos than Blantyre and this may be in relation to the more formalised transport system and infrastructure there. Clarity that SH is a punishable offence and driver conductor training were also seen as being highly desirable.

Figure 7: Recommendations from respondents to solve Sexual Harassment in Public Transport (Author LAMATA)



However, there is a split between the genders on these responses. More men felt that ‘enforcing decent dress codes’ was necessary and they also tended to favour technology (CCTV camera) solutions. While females tended to choose human security presence, training and public awareness.

These findings were further discussed in the focus groups and the behaviour change workshops. On-going analysis will assist the tool development in WP3.

4.4 Focus Group Discussions

The following topics were discussed in the four focus groups held in Blantyre and Lagos:

- The impact of COVID-19 on travel behaviour;
- Main concerns when travelling;
- Understanding and definitions of sexual harassment;
- Witnessing or experiencing sexual harassment;
- Suggestions about responses and measures; and
- Preferred solutions:
 - Security personnel;
 - Hotlines;
 - CCTV and technology;
 - Public awareness and education; and
 - Women only services.

Women were less forthcoming in their participation in the mixed groups (especially in Blantyre) about this topic. The participants of the all-female session were more engaged, interrogating the content more deeply than the mixed-gender group. We believe this was due to women feeling less free to fully express themselves in the presence of male participants in the mixed-gender session.

Some of the main findings are as follows.



4.4.1 The impact of COVID-19 on travel behaviour.

The COVID-19 pandemic has had an impact on the participants' travel patterns and public transport usage. Many stated that they have changed their travel pattern, generally travelling less and are taking fewer leisure trips.

In the focus groups, many participants emphasised the increase in passenger fares and waiting time during the early period of the pandemic. Typical comments from Blantyre FGDs were as follows:

- 'Reduced my travel due to increased minibus taxi fares (as a result of reduced max capacity regulations due to COVID-19' (female street vendor);
- 'High fares have become unaffordable hence some students have resorted to missing classes and reduced travel' (female student);
- 'I have stopped travelling altogether due to border closures' (female cross-border trader); and
- 'I have reduced travel due to fear of contracting COVID-19' (male).

The informal bus operators have increased the fares to ensure they maintain the same level of profitability while carrying fewer passengers due to the COVID-19 restriction of 50-70% of the vehicle capacity.

Although passenger fare increases may not have had a direct impact on SH fewer people travelling generally would reduce overcrowding - often mentioned as giving the opportunity for harassment (especially inappropriate touching). The 2m physical distancing was mentioned in the focus groups as helping to reduce SH, but also people were more concerned about COVID-19 than SH if these restrictions were not adhered to.

There was a consensus in the groups that passengers and bus operators do not adhere to the COVID-19 guidelines and generally, participants (both men and women) stated that they were more careful and ensure they adequately protect themselves while commuting. This would also mean that they were more aware of the behaviour of others near them and more concerned about personal space.

4.4.2 Main concerns when travelling

Two broad themes emerged - safety and security being one and service reliability and driver /crew attitudes being the second. General safety (traffic accidents) and crime (petty theft and loss of personal belongings) was shared in both groups while fear of sexual harassment was more deeply discussed as a concern in the female only groups. This was associated with overcrowding, undercrowding and fear of travelling at night. The last mile connections were also a major concern. Both groups discussed unreliability as being a major concern with drivers not adhering to schedules (with long waiting times between services) and not stopping at designated stops.

4.4.3 Understanding and definitions of sexual harassment

There were diverse interpretations of sexual harassment and differences observed between the female and mixed groups in both cities. Generally, there was a shared understanding about the different types of sexual harassment and the pictograms were discussed. Comments from the mixed groups were made that the pictograms implied that most of the perpetrators were men - although this was confirmed to be the case in the discussions - it was noted that gender neutral images could also be used.

Most people thought that men were the perpetrators and women the victims. In both cities there was a general consensus that women suffered more from sexual harassment than men. All participants in the Lagos groups had either witnessed it or personally experienced it. While in Blantyre some women had experienced it but there were no overt affirmations to having personally experienced sexual harassment in the mixed group. However, during the previous question (in which participants were



asked what actions they consider to be sexual harassment), many female participants described incidents in substantial detail, indicating that they had been describing personal experiences.

In Lagos there were more discussions about using alternative modes of transport such as Uber and Bolt (on demand ride hailing services) but there were concerns about being alone with the driver. Both groups expressed concerns about using 'Okada' (motorcycle taxis) and women stated that they tried to avoid using them more than men.

Although overcrowding in vehicles was seen as major problem, most participants agreed that sexual harassment was committed by many parties - passengers, crew/conductors/touts and drivers - and that it happened most often while waiting for transport and in the vehicles.

There were diverse views about what can be considered to be acceptable behaviours in public space. Men expected to be able to behave as they wished to (up to and including exposing themselves to women) while women found this unacceptable. The issue of the way women dress was spontaneously and more deeply discussed in the mixed sessions, with men suggesting that women were at fault and provoked them by their dress choice.

4.4.4 Suggestions about responses and measures

Focus group participants in both cities expressed frustration with lack of government action on GBVAH. In both cities people did not think it worthwhile to report incidents. Both men and women did not trust that incidents would be sensitively treated by the police. Indeed one male taxi driver stated that when he had assisted taking women to the police station to report an incident 'police usually made matters worse'. Thus, training of first responders was recommended.

Many participants expressed that a reason they did not report incidents of sexual harassment was because they did not know who to report to. Therefore, having official patrols could solve this issue of immediate response. Providing swift help for passengers that are victims of assault was seen as being crucial.

In Lagos in particular, participants felt that a hotline (and/or an app) would help the current situation surrounding sexual harassment on public transport and suggested the number should be short and easy to dial in an emergency. On the other hand, participants also expressed concerns about its effectiveness, noting how the assaulter could be caught if they reported the person over the phone, or how the person could eventually be tracked and identified. They noted that sexual harassment incidents especially touching, groping or catcalling often happen fleetingly, thus pinpointing and holding that individual to account was very difficult.

CCTV was seen as a possible solution especially for stations and interchanges but there were concerns about its effectiveness and how quickly responses could be implemented, and it was not considered to be a solution on its own. However, it was noted that CCTV cameras would be useless if there was inadequate lighting on board public transportation vehicles, at waiting areas and stations. Participants identified that sufficient lighting is a necessity during the evening as it gets dark quite early. Peak periods were identified as times where sexual harassment was more likely to occur.

A higher proportion of participants favoured more human law enforcement. Women suggested placing police patrols, stricter sanctions on the perpetrators of sexual harassment, and recommended educational reforms that focus on spreading notions of gender equality and mutual respect. Official patrols could help indicate where to report incidents and deal with immediate responses. Additionally, it was suggested that they would act as a deterrent. Lagos participants also suggested using visible,



uniformed police and transport staff and the deployment of undercover police at public transport waiting areas and on-board transport vehicles, with the mandate to impose immediate fines⁶.

Women only services were more favoured in the mixed groups but not supported by the female only groups. Most participants did not believe that the all-women transport was the best solution to the sexual harassment. It was suggested that this would stigmatise women's travel and not lead to long term solutions, although one participant (in Lagos) suggested that designated rows for men and women might work. A male participant in the mixed group observed that "women also harass women as well", and the lack of infrastructure for implementing the concept was also discussed.

Public awareness and education received widespread support especially in Lagos, in both groups. It was generally agreed that many incidents were the result of ignorance and a lack of understanding that this was unacceptable behaviour.

Many male respondents made comments in the mixed focus group discussions that seemed to normalise sexual harassment. Some male participants (especially in the Lagos mixed focus group) noted that certain female dress styles are a form of sexual harassment for men, and a number of male participants did not feel it is their responsibility not to do it, nor do they understand the severity of sexual harassment or the emotional distress that it can cause. Awareness raising on the consequences and reinforcing criminal laws was seen as being helpful as many men are unaware of the emotional distress it can cause nor of the legal consequences should they be reported for causing it. An overview of the main points of discussion from Blantyre are found in Table 13.

It is clear that the discussions in the mixed gender session revealed less issues than the all-female session.

Table 13: Quotations from participants of the Blantyre Focus Groups

All Female Session Blantyre	Mixed Gender Session Blantyre
<p>Why do people think sexual harassment happens?</p> <ul style="list-style-type: none"> Men being unaware that what they do is wrong, and that women do not necessarily recognise the activities as sexual harassment. <p>Did you report what had happened?</p> <ul style="list-style-type: none"> None of the attendees said they had reported the incidents. Their reasons were: Police are unhelpful People do not know where to report such incidents <p>What should be done to change this?</p> <ul style="list-style-type: none"> Proper organisation/formalisation of minibus taxis at the depots, and measures to avoid overcrowding Civic education on sexual harassment More active involvement from the police 	<p>Why do people think sexual harassment happens?</p> <ul style="list-style-type: none"> Women dressing provocatively Westernisation of local culture leads to denigration of respect for others Men have hormones they cannot control <p>Did you report what had happened?</p> <ul style="list-style-type: none"> None of the attendees had reported any incidents. <p>What should be done to change this?</p> <ul style="list-style-type: none"> Transport hubs need to be governed by new bylaws Let us just accept these things happen Avoid overcrowding in public places Ban touting boys and provide them with other things to do

⁶ However, if we triangulate this against the high level of mistrust in security authorities, this might provide people with opportunities to extort money illegally from public transport users. Thus, responses need careful analysis.



<ul style="list-style-type: none"> • Incorporate more female in the minibus taxi industry (drivers, conductors, etc) • Introduction of special courts to deal with these issues • Remove touting boys from the streets • Improve security at transport facilities • Policies to safeguard women rights • Lighting at bus stops 	<ul style="list-style-type: none"> • Civic education and awareness campaigns • Educate and rehabilitate street kids because most of them end up becoming minibus touting boys • Establish organisations to report such cases • Install streetlights • Stop westernisation of our culture to improve women dressing • Install CCTV
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4.5 Stakeholder Surveys

The surveys collected detailed information on the different roles and responsibilities of different stakeholders in various sectors concerning the prevention and response to sexual harassment in the transport arena. In many cases, such roles were not commonly known by fellow stakeholders, and this was discussed further in the behaviour change workshops. This exercise underlined that there is scope for stronger cross-sector collaboration, for example data sharing, in order to pursue a common objective.

Table 14 shows examples of stakeholder roles - in Rwanda, Malawi and Nigeria - in terms of prevention and response to sexual harassment.

Table 14: Stakeholder roles and responsibilities in the prevention and response to sexual harassment

Stakeholder	Intervention type	Role
Lagos Green Transport	Prevention	CCTV, data gathering, awareness raising
Lagos State Domestic and Sexual Violence Response Team (DSVRT)	Prevention & Response	Awareness raising, community engagement, transport inclusivity guide. Phone/SMS/app to report incidents and gather data
Transport Police Road Safety Group	Prevention & Response	Public education in town halls, places of worship, schools, radio and T.V. Ensure vehicles are registered
Partnership for Justice/Mirabel Centre	Prevention & Response	Health services to victims. Mentoring and training of stakeholders, students, law enforcement
Gracious Woman Care Initiative - Lagos	Prevention	Educate women to be self-aware on public transport and & confident to report
RSC Federal Road Safety Corp	Response	Responsible road safety for motorists and other road users
National Centre for Women Development	Response	Establishment of Gender Based Violence Dash Board



Transport Directorate General under Ministry of Infrastructure (MINIFRA)	Prevention and response	Work with Transport Regulator, Public transport operators, implementing agencies and local authorities to put in place appropriate sexual harassment measures
Rwanda Transport Development Agency (RTDA)	Prevention and response	Data - Information sharing about gender-based violence (GBV) Public awareness – to public transport passengers to avoid and report GBV + laws to punish. Train bus drivers, motorcyclists on GBV related incidents handling and reporting and available assistance to victims
JALI TRANSPORT	Prevention and response	Cameras installed in all buses that can be accessed remotely. SMS and a phone number displayed on/in all vehicles. Consolidated data daily, monthly all claims raised up
Young Feminists Network (YFN) Malawi	Prevention and response	Guidance to victims on how they report and obtain counselling. Dialogue with youth for participation in combating sexual harassment. Advocacy work with UN Women, OSISA, EGISA and the Gender Justice Unit
Ministry of Gender and Family Promotion	Prevention	Mainstreaming of gender equality and women's empowerment in all government policies
City of Kigali & other local authorities	Prevention and response	Data sharing
Rwanda National Police	Prevention and response	Preventative measures, including enforcement and rapid response

Following a review of the stakeholder surveys we made findings in the following four areas.

The problem of under reporting

The surveys showed us that transport operators believe they are providing a valuable service by advertising telephone numbers inside buses for the reporting of incidents. However, through our user surveys and focus groups, we learnt that victims do not want to call a number or speak to police. This is partly because harassment is a very sensitive topic, which needs trained advisors/ officers to take the reports, but also because there is a lack of trust that anything will happen even if victims take the trouble to report incidents. This is also confirmed in the international literature and supports our findings that both quantitative and qualitative data and information is needed. It also showed there is room for robust and effective feedback mechanisms from passengers to operators to improve reporting systems.

Community engagement, awareness and education

Preventative and responsive measures are being delivered by stakeholders, but citizens' (male) perceptions must also be changed from the grass roots. This means collaboration with organisations outside of the immediate transport sphere, such as community level education, lifelong learning and media campaigns.



Barriers to tackling sexual harassment

Stakeholders were provided with a list of potential barriers and asked to rank them in order of significance, with most important receiving 4 points and least important 1 point. After totaling up the results, the most important barriers were considered as follows, in order of priority:

- Insufficient data and/or evidence to develop policy or support actions;
- Lack of understanding (by passengers or stakeholders) of SH and therefore it needs greater definition;
- Lack of funding for required measures (caused in part by insufficient data and a lack of understanding of the depth or breadth of the problem);
- Multiple transport providers makes coordination and responsibility allocation difficult (public and private, formal and informal);
- Roles of fellow stakeholders are sometimes unknown.
- Lack of (awareness of) reporting systems (and lack of trust in those available); and
- Lack of forums to identify issues with stakeholders or passengers.

How to tackle sexual harassment

Stakeholders also provided their views on how to best tackle the issue. Those mentioned by two or more organisations included:

- Clear action plan defining responsibilities for prevention and responses;
- Campaigns in the media to raise public awareness on sexual harassment;
- Awareness campaigns and training with public transport providers;
- Increased enforcement;
- Provision of security;
- Limit the overcrowding and physical contact; and
- Segregated male and female passengers in the city.

The impact of COVID-19 on levels of sexual harassment was perceived differently by varying stakeholders. One transport operator believed that regulations such as social distancing helped to reduce the number of incidents; whereas a local NGO stated that reduced frequency of services mean overcrowding was still a cause of incidents. One other observation was the presence of volunteers in bus stations and inside buses to oversee the compliance of COVID-19 rules did actually help to reduce sexual harassment.

4.6 Behaviour Change Workshops

The workshops provided the opportunity to gather more detail, through guided conversation, on the ways in which sexual harassment can be better tackled and the different roles and measures already taking place.

The information gathered itself was not a prime focus for analysis, rather, the effectiveness of the process followed in mapping out stakeholder and governance structures. This process needed to be tested, so that it could be recommended as a fundamental step that needs to be taken in the SHE CAN Tool.

By convening cross sector stakeholders in this way, we were able to understand the policy and financial frameworks in which such organisations operate; and hence the barriers and opportunities for collaboration. It led to the identification of key stakeholders that were not previously known and mutual objectives for tackling sexual harassment in public transport. Many organisations expressed a desire to continue such meetings. This confirms that such an approach is a powerful mechanism in completing the stakeholder mapping process and identifying what materials are most needed in the SHE CAN Tool.



See Appendices F and G for agenda and discussion guides for the two workshops.

The main findings from the stakeholder discussions were as follows.

Measures put in place by stakeholders to prevent and respond to sexual harassment in public transport

- Participants believed that perpetrators of SH carry out such acts under the guise of anonymity, thus, this can be helped by installing cameras and CCTV on public transport (like in Lagos), and ensuring that stop stations are well lit and buses are tracked. However, such systems are rare in other sub-Saharan African cities. There are many more transport operators in the unregulated sector than the formal and regulated transport sector. Managing the highly fragmented public transport market and the infrastructure that would reduce SH is seen as a major challenge.
- On the side of operators, Abuja operators discourage over-loading of buses, prioritise pregnant women, aged persons, etc. and provide hotlines for customers.
- In Kano state (Northern Nigeria), although PT is well delivered via the informal framework, legal tools are currently being designed to create a more formal PT system, taking into account gender and discrimination issues.
- In Abuja and Lagos, there are opportunities for feedback by all PT users through the hotlines publicised.
- Periodic campaigns disseminating information through short videos and posters are employed by Lagos transport operators. Posters of SGBV related messaging is used in bus-stops while short videos are publicised through info commercials. However, due to paucity of funds, they run for a short length of time.
- A requirement by the Rwandan government is that all projects must have a minimum of 30% female team. There are also many awareness campaigns conducted to educate and talk to communities about different issues with a social impact, such as how to identify, report or avoid sexual harassment and gender-based violence, prevention against HIV/AIDS, and many more.

The problem of underreporting of incidences and inadequate data

Stakeholders perceived that culture and norms in society still play a critical role in under-reporting. This was mostly identified for verbal harassment and staring, which in Rwandan culture is considered by some as being normal/acceptable. Stakeholders did not think that underreporting was due to a lack of awareness of available reporting mechanisms or lack of law enforcement. It was rather that some actions classified as sexual harassment have been normalised by society, to the extent that many do not perceive all the described actions to be sexual harassment. As a result, some victims may believe that if they were to report incidents of sexual harassment, they would be perceived to be overreacting. In addition, it was believed that sometimes a lack of proof or witnesses makes it difficult to enforce the law on the perpetrators, further discouraging victims from reporting such incidents.

The Abuja workshop attendees provided more insight from the Nigerian perspective:

- Private transportation systems need to have joined-up reporting mechanisms;
- Motorcycle and tricycle transport are not currently included in the regulation of the PT system; hence, reporting needs to be central and not by mode;
- A reason for under-reporting is believed to arise from PT users being unaware of the opportunity to report other passengers and drivers of offences;
- There is a general perception that sexual abuse is serious only in cases actual intercourse or rape;
- Understanding the definitions of GBV, SH and what encompasses GBV is important. It was highlighted that the interpretation of SH is different for both men and women and there is no agreed upon definition of SH or GBV;
- Laws and punishment need to be known and implemented to increase reporting;



- Development of an application for reporting of sexual harassment occurrences in the PT would be helpful as it removes any embarrassment of talking to an official; and
- The Nigerian Federal Ministry of Women's Affairs have created a data bank for cases of sexual harassment to be reported. Through the Spotlight Initiative, 6 states (Adamawa, Sokoto, Ebonyi, CrossRiver, FCT, and Lagos) in Nigeria are piloting the development and use of a data bank for GBV although it does not specify cases of SH in PT, rather domestic violence.

Community engagement and awareness raising

For real progress, the actions of individual citizens must also be changed, from the bottom up, according to the stakeholders. In Rwanda, there are a lot of community level programmes. In each village there are social workers and village leaders, who are responsible for taking care of all social issues in the community. This includes advising people on how to live together in a peaceful manner, especially for married couples, and for other people in the community, and to advise them on how to take care of their health. There are weekly community gatherings, where different awareness campaigns are conducted, to educate citizens on the different issues people face, including sexual harassment. Various solutions to the problems raised are proposed, and then implemented. The inclusion of community leaders was mentioned in the SHE CAN workshops as they are highly influential in African societies. This may also be of greater importance as a response mechanism for SH incidents in informal settlements where many trips are made by informal modes.

It was noted that awareness campaigns on sexual harassment need to be tailored to the cultural differences of different communities. In Rwanda, campaigns should be conducted to help reduce verbal forms of sexual harassment, because it is understood to be the most common form. People harass others verbally in a joking manner, which seems to be somehow cultural, and because of how difficult it is to be proven afterwards, there are so many victims. People need to be educated on how their words can affect other people, and how they should be more sensitive to others. If people refuse to change their behaviour, then punishments and penalties should be applied.

In Abuja, it was discussed that the survey carried out focused on female passengers (passenger surveys) but not the drivers. Where there are issues of SH for the female drivers, awareness campaigns and social media campaigns can be the solution. Bus design is also important. In Lagos, some of the PT in the regulated sector have a safe platform in the PT for drivers, which is a cubicle that separates the driver from the passengers.

Overall, it was also agreed that a unified definition of SH which should be disseminated widely, and this would help to effectively engage with the public.

Formal and Informal Transport

In Nigeria, stakeholders estimated that 80% of the transportation system is provided by the informal sector. The question here is how to ensure passenger safety where federal or state approaches do not always apply. In Lagos, for example, there are 75,000 Minibus Taxis (Danfo) buses with no identifier. Thus, there is need to create a unique identification for informal buses based on location/route or owner/operator of the buses. This would help to show regularity of occurrence based on such identifiers and action penalties can be made.

The Lagos Ministry of Transport has a department that handles identification of buses in the informal sector. The plan is to create an identification tag for drivers, conductors and also a vehicle identification number, but implementation is still a challenge. The department is also looking at developing an e-Cab system to create a database which can help towards easy tracking of the vehicles.

The transport system also encompasses tricycles and motorcycles, where cases of sexual harassment are higher than in buses. To make this sector safer, LAMATA introduced the Bus Reform Initiative in Lagos with the 'first and last mile' system presently launched and already implemented with 500 buses



already in use. The National Union of Road Transport Workers (NURTW) offer the opportunity to regulate modes such as tricycles and motorcycle taxis.

Delivering change

Discussions provided tangible ways in which stakeholders could go forward and collaborate more effectively. In Nigeria we identified opportunities to work together in the following areas:

- Policy (Ministry of Transport – MoT, and Federal Ministry of Women’s Affairs - FMWA);
- Training and awareness raising (MoT, FMWA, NURTW, State Ministries, National Orientation Agency); and
- Enforcement (Security services and operators).

The MoT should handle awareness campaigns as they should be the drivers even though currently the Spotlight Initiative which disseminates information on SH is domiciled in the Ministry of Women Affairs.

In Rwanda, the stakeholders signalled they would like to be included in future workshops, and to take part in a passenger survey in Kigali should funding be forthcoming. Stakeholders provided the names of other key organisations who were not present at this event, who should also be involved going forward:

- Ministry of Gender and Family Promotion (MIGEPROF);
- Gender Monitoring Office (GMO); and
- National Women’s Council.

4.7 The SHE CAN validation workshops

The validation workshops brought together international participants and the main EMPOWER team, at two virtual events. Both were held in July 2021.

4.7.1 First SHE CAN workshop

Participants discussed four main questions in breakout sessions as described in Section 4.

A number of stakeholders stated that the main audiences for the tool could be categorised into leaders, followers, and others. This would allow consideration for those actively applying the guidance in the tool, delivering research, analysing data, developing policies and making changes to transport services. It would also reflect those using the tool more in a research manner, and those who are well placed to contribute to its content.

Workshop participants acknowledged that many levels of decision making can affect SH, so this makes it difficult to take decisions. Three levels were mentioned - leaders, implementers, and enforcers - and each could be different agencies with separate and diverse roles and responsibilities. But there was a consensus that any response needed to be centrally organised. Sections on typical causes, where it was most likely to happen - not only within vehicles but in the travelling environment and first and last mile connections - information (data), prevention, and responses were all widely supported.

Both groups also agreed on some of the suggestions for what needs to be included in the tool. A clear definition of sexual harassment was universally agreed on. Reference to both SH of men, the elderly, disabled or LGBTQI+ could also be included, and the tool might look at how SH is addressed or can fit with current transport policy and national or local laws. In addition, cultural aspects need to be included (especially those associated with religions, and social norms around women’s empowerment or disempowerment).

There was also widespread agreement that the tool should be practical (including guidance and templates), including how to do evaluation and monitoring.



Stakeholders agreed on the need to include examples and references of what has else been done on the topic elsewhere (e.g. project delivered by the Kenyan NGO, Flone Initiative). African examples were seen of being of great interest to the participants. Furthermore, a discussion on women only public transport services was a hotly debated topic where some feel this is a solution (as it ‘removes the problem’) and others feel this excludes women from the travelling environment (which for them is unacceptable) and does not provide a sustainable solution.

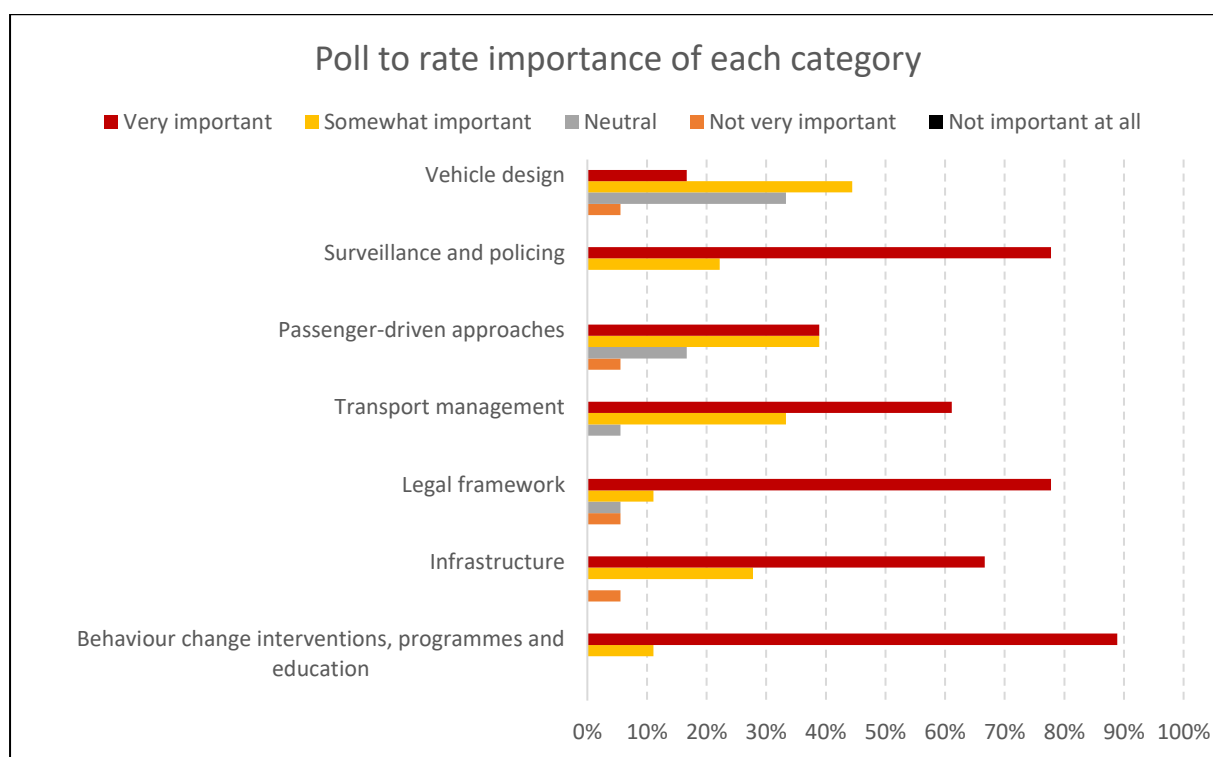
Time for additional questions and comments at the end of the workshop and the next steps for the EMPOWER project, as well as reminders and invitations to the second workshop were communicated to the participants before the workshop concluded.

4.7.2 Second SHE CAN Workshop

As reported in Section 3, the second workshop aimed, firstly, to validate the categorisation of interventions and, secondly, to unpack how the impacts of each intervention measure will be communicated in the tool.

A poll was completed by participants to collect feedback on the perceived importance of each of seven intervention categories, after which a discussion of the results (shown in Figure 8) ensued.

Figure 8: Results from the poll undertaken during the second SHE CAN workshop (Author EIP)



The participants agreed that the categories of measures appeared to be complete, and no additional categories were suggested. Looking at the poll results, it was noted that some participants felt the vehicle design and passenger-driven approach interventions perhaps falls beyond the control of the intended users of the tool and, therefore, they felt these interventions might not be as important to include as others. The need to be very clear, explicit, and precise in the wording of the tool also became apparent during this workshop.

To validate the intervention impacts output by the tool, two interactive sessions with three breakout rooms each were conducted. Participants were randomly assigned to these breakout rooms to have more focused discussions on a reduced number of output criteria per session. The following range of



output criteria associated with each intervention, the extent and nature of information provided on them, and the manner in which information will be displayed, were discussed:

- Demographics;
- Expected level of effectiveness;
- Trip times;
- Risks;
- Modes of transport;
- Area of impact;
- Resource requirements;
- Implementation criteria; and
- Practical guidance provided within the tool.

A feedback session followed each breakout session to provide a short recap on the discussions in each breakout room and to inform all participants on the content discussed in the sessions they were not able to attend themselves. Miro boards were effectively used to capture notes and stimulate conversation and serves as documentation of the discussion in each breakout room.

The workshop provided the EMPOWER team feedback on both the extent of content to be provided by the tool, and on the presentation of the information. There was a view that links to specific examples on the respective interventions would be useful and that the use of country specific terminology would be beneficial. An example of the content specific feedback received was the discussion on demographics, where the inclusion of men as a potential demographic target group was queried, and it was explained that they are included because certain positive behaviour change interventions target men and boys, specifically.

Regarding design, a general comment surfaced in more than one independent breakout room that the black background used at the moment lends a very sombre look and feel to the tool and might make it hard to read on a mobile device. This, as well as all the other comments and suggestions obtained, is something that will be taken into consideration for the final design.

Insights from both workshops were obtained. The findings will be integrated into the next stages of the development of WP3. From this work, the process is seen almost as important as the results and SH in SSA is better understood.

4.8 Summarised findings

The following provides a short summary and overview.

A key finding from the process was the need to collect both qualitative and quantitative data and information. A key finding from the focus groups was the requirement to have both single sex and mixed groups. Women were more forthcoming in their own group, but it was valuable for both to hear the others' perspectives (especially when discussing what was acceptable behaviour or not) in the mixed group. It was also noticeable the women were least forthright in the mixed group and the facilitator needed to be able to ensure that the male voices did not dominate the conversations. Our recommendation would be to hold men on, women only and at least one but ideally two mixed groups to gain insights into both the perceptions about sexual harassment but also the drivers and social norms of this type of behaviour.

Qualitative data provided information on people's personal experiences, opinions and explores why they have them. The analysis method entails going over each conversation multiple times and examining significant themes brought up during the conversation. The findings were linked to wider



understandings of sexual harassment using the secondary data collected in the literature review and the survey findings.

We feel many of our many interesting insights would have been overlooked if we had not included both methods. Examples include the lack of understanding about what sexual harassment is and what is acceptable in public space (this varied widely between men and women), the views of the enumerators that short questionnaires were really important in order for people to reply to the questions honestly. Furthermore, from the stakeholder surveys we found that despite policies being in place, there remains many gaps in perceptions between stakeholders and users highlighted in the focus groups and workshops and stakeholder survey.

Sexual harassment does not appear to be well understood by the general public and it is also likely to be not well described in the relevant legal frameworks that are used to sentence any perpetrators and the feedback from the focus groups indicated that they did not know what rights people had for safe travel. This was also noted from the literature review (that few perpetrators were brought to justice partly due to underreporting and partly due to weak justice systems). In addition, there are several social rather than legal sanctions that can also be effective and this will be also added. This would be in response to the generalised lack of trust in the current reporting mechanisms. This was a key finding from the surveys (both), the focus groups and the behaviour change workshops.

An overview of findings from the data collection is as follows:

- Detailed and time-consuming preparation (including piloting) is recommended, and this results in more robust data collection as well as cost efficiencies in field work and analysis.
- Tablet surveys returned higher response rates.
- Questionnaire Length: data collection on the tablet was quicker but the questionnaires were still quite long. This is a major challenge for robust and informative data collection.
- Clarity of Questions: the use of typical transport terminology is not always easy for the general public to understand. For example, 'trip transfer' was misunderstood by a few respondents. Hence, the enumerators had to explain the question several times.
- Respondents' reactions: The majority of the respondents are comfortable being interviewed by either male or female enumerators.
- Misunderstanding of what sexual harassment is: the use of images is seen as being very important a key finding of this work that has not been referred to in other studies or international literature but our results in both countries are very clear on this.
- Pictograms: A useful tool but some men felt the pictures were biased because the victims in the pictograms are females only.
- Response strategies need to be simple and trustworthy as well as convenient and efficient.
- Trust in Government: The majority of the respondents (male and female) stated they have little or no trust in the Government to implement solutions that will mitigate sexual harassment.
- Many male respondents made comments that seemed to normalise sexual harassment. This observation implies that most male respondents do not understand the severity of sexual harassment. Hence, sexual harassment might not be perceived as a significant travel concern by men.

SECTION 5: DEVELOPMENT OF THE SHE CAN TOOL

The inputs and findings have been discussed to help guide the design and development of the SHE CAN Tool. The purpose of the tool is to guide and support decision-makers through structured information sharing and guidance on practical steps that they could take to address the issue of sexual harassment on public transport within their own context and institutional settings. The development of solutions owned by decision-makers and specific to the context that they operate in and to the specific societal nature of the issue of sexual harassment is part of the SHE CAN Tool. The aim of the tool is not to predict or determine the effectiveness or otherwise of any one measure or different options to address sexual harassment on public transport. With this in mind the basic categories and a long list of possible interventions have been created and these will be further developed and validated in WP3.

5.1 Initial Architecture and conceptual development of the SHE CAN Tool

The tool has been branded as the SHE CAN (Sexual Harassment Engagement – Changing Attitudes meeting Needs) tool. This work is ongoing, but an initial draft of the architecture of SHE CAN Tool is set out in Figure 9 based on discussions to date. Additional work with WP3 partners on the structure of the tool will determine the tool's final architecture.

Figure 9: EMPOWER Decision Making Tool (Author: EIP)



The project team's initial view is that the tool should have the following components:

- Development of evidence of the issue within the city or specific context being considered;
- Inputs from WP2 literature review and data collection;
- Goals/ targets for change - in other words where do we wish to go and what is a desirable future from the perspective of the tool user (this for instance may be different if you are a national or local decision maker, or an NGO);



- Initial inputs from the SHE CAN workshops in WP2;
- What needs to change and how do we make it happen including guidance on stakeholders to be involved in helping generate the change/ implement any possible action or programme;
- WP3 Steps to implementing change and measuring the impact; and
- Knowledge Centre/ repository of information – additional resources to support action and decision-makers including case studies from other cities and areas.

SECTION 6: CONCLUSIONS

This work package has delivered a wealth of data, knowledge, and learning and has allowed the team to fully consider what needs to be included in the SHE CAN Tool. Our step-by-step process gathered and documented information to integrate into the Beta tool for further testing (in subsequent work packages). Several key findings will be carried into these work packages.

This included taking into account a number of perspectives that are often overlooked in data preparation, such as the need to pilot and test the survey in order to avoid unforeseen pitfalls, the experience of the enumerators in the field, and a general misunderstanding of the term sexual harassment. In addition, the combination of quantitative data collection and qualitative information collected from both users and stakeholders and the workshops has given us a good base to design and develop the tool. Further analysis will be ongoing and be used as inputs to the next steps of the tool design and development and an academic paper is being prepared for publication on the experience and findings from WP2.

The following are the top findings from this work package that can be integrated into the SHE CAN tool:

- The perspectives of men and women are different, and both should be included in any data collection;
- The term sexual harassment is not well understood and there are numerous interpretations of it. This differs between the sexes and many men do not consider this behaviour to be unacceptable. In addition, when data is collected there may be some confusion between ‘being harassed by hawkers or undesirables’ and sexual harassment. Therefore, the use of simple images in data collection can be very helpful;
- Quantitative data must be supplemented and enhanced with qualitative data collection. Misinterpretation of responses from a quantitative survey can lead to incorrect analysis and conclusions;
- There are two main areas of interest in building the evidence base on sexual harassment. Firstly prevention and secondly response; and
- Sexual harassment issues are influenced by numerous factors, some within the transport universe and some outside. COVID-19 has changed the landscape of urban transport and it would appear that it has reduced the opportunity and extent of sexual harassment. However, from our findings we cannot determine if this is permanent or temporary. Nonetheless we are convinced that the collection of data is key to addressing this issue.

There were deep discussions about the impact of sexual harassment on schoolgirls in both the focus groups, stakeholder and SHE CAN workshops. This is likely to be a core vulnerable group (and may also include boys) but it was beyond our scope as there are additional ethical considerations when interviewing and collecting information from underage girls and boys. We will highlight this in the tool development.



We also found that the pandemic has influenced how people travel and their main concerns. In many places fares have increased and livelihoods have been threatened so money and the price of fares (especially interchanging) is the greatest concern for both men and women. We are not able to ascertain if this would have been the case prior to the lockdowns.

We recognised that despite trying to include all the local modes, in reality, our data may represent a bias. In Lagos we interviewed more people who used the formal BRT system, which is not available in Blantyre, where the interviewees predominately used minibus taxis. As the cities are different in size, we cannot be certain that they are comparable as we did not interview many people in Lagos who only use the informal transport. Our conclusions are based on the qualitative information that we collected in both cities and our analysis of this. In neither city did we take a representative sample of people using motorbike taxis, which is a highly used and growing mode of transport. Other HVT research projects are looking into this mode, and it may be useful to be able to make some data exchanges with them. This was discussed in the focus groups as being a major source of SH.

Sexual harassment is a sensitive subject, and the collection of data needs special attention. Although the majority of cities will outsource the actual field work to third party organisations, it is important that those who are leading, and are most interested in the findings, are themselves well informed of how to be able to brief this third party.



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Appendices