

2013

Gender and Public Transport

Kathmandu, Nepal

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This document is an output from a study on gender and public transport undertaken by the World Bank South Asia Transport Unit. The study focused on gender issues on public transport, particularly on intra-city bus services in Kathmandu Valley, and is not meant to address broader transport planning issues. The study was funded from an Australian Aid funded Trust Fund entitled "Infrastructure for Growth". The views expressed are not necessarily those of the Australian Aid.

Acronyms

ADB	Asian Development Bank
DOTM	Department of Transport Management
FDM	Foundation for Development Management
FNNTE	Federation of Nepalese National Transport Entrepreneurs
GON	Government of Nepal
Jica	Japan International Cooperation Agency
KMC	Kathmandu Metropolitan City
LGBT	Lesbian, gay, bisexual and transgender
MOPIT	Ministry of Physical Infrastructure and Transport
MTP	Metropolitan Traffic Police
WOREC	Women's Rehabilitation Centre

'Today, maybe it's a stranger, but tomorrow it could be our sisters, aunts, friends suffering. So do not think that it is not your problem.' (Biki Sah)*

* **Blog post on Sexual harassment on public vehicles:** Raise Your Voice

Campaign by Himalayan Times

<http://www.thehimalayantimes.com/fullNews.php?headline=Sexual+harassment+on+public+vehicles%3A+Raise+your+voice&NewsID=390066>
retrieved Sep 19, 2013

Currency conversion:

100 Nepalese rupees = US\$ 1.00 (December 2013)

Summary

- i. This study was commissioned by The World Bank as part of the research to feed into the development of the Government of Nepal's National Transport Management Strategy. The overall strategy vision is 'to develop safe, efficient and environmentally friendly transport'. Under the second pillar of the draft strategy which refers to 'Management of Road Transport', there is specific reference to the particular needs of women in transport.
- ii. The study took place between October and December, 2013 and comprised a review of secondary data and the collection of primary data via a questionnaire survey of public transport users in the Kathmandu valley, qualitative conversations and focus group discussions with users and non-users of public transport as well as key informant interviews with transport operators, police and relevant Government department staff and supplemented by participant observation. The questionnaire survey was carried out with 470 people (60% women) and qualitative conversations involved a further 165 (58% women). The questionnaire was administered 'in situ' as people were commuting on public transport at different times of the day and on different transport routes in and around the city.
- iii. The context for public transport in Kathmandu Valley is changing at a fast rate; the population has increased more than 60% in the last decade, estimates suggest more than 400% increase in vehicle numbers and there are over 5,300 public transport vehicles in the valley alone. Nepal has for many years had a high percentage of women in the workforce and this study has noted that during peak travel periods in the day at least one third of the travelling public are women.
- iv. The main reasons for using public transport are for work and education. The findings provided no evidence of gender differences in 'trip chaining', i.e. breaking journeys e.g. to the workplace, in order to make multiple stops for multiple errands. This phenomenon is often attributed to the higher likelihood that women combine work, domestic and childcare roles. This finding was explained in terms of families adopting negotiated and pragmatic rather than gendered strategies to manage shopping and childcare with men taking on these roles if they are likely to be passing the locations. The prevalence of very local shops, home delivery of bulk purchased goods and no perceived savings through scale purchase at supermarkets means that most family marketing is local and does not involve public transport. Similarly the prevalence of local day care and schools obviates the need to break journeys to accompany children.
- v. The main criteria used to determine public transport preference were speed and frequency resulting in an overall preference for *nilo* (blue) micro buses. There was little gender difference discernible in transport preferences except that women were more likely than men to wait for the next bus to avoid overcrowding and observations suggest that women like the security of travelling in tempos.
- vi. The problems facing men and women public transport users are largely similar and their biggest concerns related to overcrowding and personal insecurity. 80% of women and 70% men noted overcrowding as their main concern. Although overcrowding is the main problem facing everyone, the smaller sized and physically less strong, especially women and girls, suffer more from being pushed, crushed and not having handles/bars at the right height to hang on to. Overcrowding leads to conditions for opportunistic pickpocketing, 'inappropriate touching' and arguments which lead to the feelings of insecurity passengers noted as their second greatest concern (vii).
- vii. Personal insecurity was twice as likely to be mentioned by women than men (33% compared to 16%) and included fear of pickpockets, personal injury as well as various forms of sexual harassment. The biggest

difference between insecurity felt by women and men was in the age groups 12-35 years and, in particular, women aged 19-25 years who were nine times as likely as men of the same age group to identify personal insecurity as a concern. 43% of this age group of women noted insecurity. The spike (15-30% more than all other age categories) is entirely related to fear and experience of 'inappropriate touching'. One in four women and one in ten men who mentioned insecurity as an issue had directly experienced 'inappropriate touching' while using public transport. 26% of the entire survey of women aged 19-35 years had had direct experience of inappropriate touching on public transport in the last year.

- viii. Travelling with young children was noted as a major problem by women, although this too is experienced by men in the same position. The experience is noted as frightening and unhygienic and travel with young children is avoided altogether in peak times. Parents cope by using taxis to transport children and continuing their journeys having dropped their children using public transport or choosing local day care facilities walking distance from their homes.
- ix. Reckless driving including speeding, swerving and sudden braking were mentioned by 18% of public transport users as concerns especially in relation to the behaviour of micro bus drivers. Women surveyed were slightly more likely to mention discomfort and poor driving compared to men (34% compared with 27%)
- x. The Nepal Motor Vehicle and Transport Management Act requires all public transport to have special reserved seats for women. This study shows little evidence to support this provision. Provisions of this nature are regarded as short term solutions and do not address the underlying societal attitudes and norms which currently allow harassment to happen. The provision can be interpreted as maintaining the subordinate position of women (need for protection), and there was a strong feeling among many women who participated in this study, especially younger ones, that the approach should be one which enables women to enjoy similar freedoms to men, i.e. right to travel safely on all public transport. Mostly, people preferred the idea of priority seats for pregnant women, parents carrying small children, elderly and persons with reduced ability to stand rather than for women.
- xi. Current campaigns to address sexual harassment in public places have been sporadic and largely ineffective. There is need for coordination and unified messages using common rather than development language.
- xii. The study makes the following recommendations based on findings and discussions with participants.
 - Alleviate overcrowding on public transport through improvements in internal design of buses, given that increasing numbers of vehicles will only add to already extreme levels of congestion.
 - Mount a 'Safer transport for all' campaign which emphasises change in behaviour and endorsement of norms. This can be achieved through unified signage on public transport, media campaign, 'safety and security in public spaces' education in schools and mandatory 'safety and security' education for drivers and conductors.
 - Drop the largely unpopular provision for women reserved seats in favour of priority seats for pregnant women, elderly, those travelling with small children and those less able to stand.
 - Adopt a 'whole journey' approach to safety and security by ensuring sufficient street lighting and policing of 'hotspots'. Introduce SMS based system for the travelling public to register incidents of insecurity which can be digitally mapped and provide a basis for deploying resources to reduce risks.
 - Support legal reform around sexual harassment in public spaces. Support intermediary organisations which can provide legal and psychological support for female and male victims so criminal cases can be brought to justice and victims can be protected.
 - Ensure that women participate in future planning, design and implementation of public transportation. Require transport related data to be gender disaggregated and analysed through gender lenses so that the changing needs and aspirations of women and girls are responded to.
 - Commission a further study on the transport concerns and needs of persons with disabilities.

1. Context

1.1 Background

This study is one of several commissioned by The World Bank to feed into the deliberations surrounding the development of the Government of Nepal's **National Transport Management Strategy** which has as its vision '*to develop safe, efficient and environmentally friendly transport*'. Under the second pillar of the draft strategy which refers to 'Management of Road Transport', there is specific reference to the particular needs of women in transport. This study is designed to provide information on the context and issues related to gender which need to be responded to in the final strategy and in the programmes which the strategy generates.

1.2 Changing trends

Kathmandu valley comprises an agglomerate with Kathmandu Metropolitan City at its core together with the cities of Patan, Kirtipur, Thimi, and Bhaktapur. According to the 2011 national census the metropolitan city has 975,453 inhabitants and the agglomerate has a population of more than 2.5 million. This is an increase of more than 60% over the previous decade and represents the fastest population growth of any area of Nepal. The metropolitan city has a population density of 19,250 per km² and the valley as a whole has a population density of 4,400 per km². As the central hub for education, employment, business and state administration it attracts a continuous flow of people from other parts of the country.



Roads are narrow and traffic congestion is a major and worsening problem. In addition to around 5,300 public transport vehicles including buses, micro and mini buses, tempos and taxis currently registered, the number of privately owned cars and especially motorbikes are growing fast:¹ There are nearly half a million motorbikes accounting for most of the increase in registration of new vehicles in recent years². This increase is attributed to the ease of accessing low interest bank loans and the increasing frustration of travellers with overcrowding on the public transportation system. Road safety is a major issue and recent reports indicate as many as 130 serious traffic accidents (and over 1000 minor accidents) are reported every day in Kathmandu valley. The Traffic Police in the metropolitan area has a force of 3,833 which equates to a ratio of 1:732 population, far short of the international standard of 1:200. They are increasingly stretched especially as a result of the increasing numbers of traffic accidents and their regular duties related to traffic congestion.

¹ The Nepal Traffic Police website notes population growth between 1995-2008 of 54% and vehicle growth over the same period as 399% www.metro.nepalpolice.gov.np

² DOTM data indicates that there were 28,187 motorbikes registered in the first two months of the 2013/14 fiscal year alone.

Annex 9 provides a typology of public transport available. With the exception of Sajha Yatayat which is a co-operative, all other public transport is privately owned. Nevertheless, fares are fixed by Government regulation on all forms of transport, including taxis but the latter continue to require client negotiations on price despite Traffic Police efforts to enforce the use of meters.

83% of Nepali women are working and the most recent Global Gender Gap Report (2013) places Nepal 12th in terms of labour force participation suggesting numbers are comparatively high. The high rate particularly applies to rural areas (the 2008 Labour Force Survey indicated that employment in urban areas was 76% for men and 58% for women). Waged employment for women 15 years and above in non-agricultural work rose from 15.1% to 19.1% over the period 1998-2008. Observation of public transport use during peak work travel times indicated that women amounted to at least one third of the travelling public. The study notes that these are largely working women or in education as those with a choice of time to travel indicated that they did not travel during rush hours. The new responsibilities for work and opportunities for study afforded women require them to be more mobile and to access public transport alone (Neupane and Chesney Lind, 2013).

1.3 Legal framework

This section provides a summary of the regulatory framework within which public transportation operates in relation to issues of safety, security and service demanded by users of public transport.

Road safety:

- At present, public transport drivers should be aged 18-60 years, have a medical certificate and be able to read and write Nepali. DOTM is currently considering introducing a special more rigorous test for drivers of public transport and raising the age of drivers.
- Traffic Regulations are incomplete and breaches incur antiquated low penalties. Fines are not only low but inconsistent e.g. speeding incurs a fine of Rps 200 and filling the bus beyond its capacity incurs a fine of Rps 1000. Nevertheless the main problem with the regulations is weak enforcement.
- A Code of Conduct for Public Transport 2010 (see Annex 10) comprises an eighteen point code and includes several safety related provisions e.g. buses should not exceed capacity and should not allow passengers to get on or off anywhere but designated bus stops.

Personal security: (see Annex 8 for a fuller description of provisions)

- Nepal is signatory to the 1993 United Nations Declaration on the Elimination of Violence Against Women which defines such violence as “*any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.*”
- The Nepal Crime and Punishment Act 1970 and the General Code outline legal provisions for pursuance of perpetrators of sexual harassment but the penalties are antiquated and as a consequence minimal. Various studies indicate that women are unwilling to report cases of harassment because of the burden of proof and the lack of assured conditions for confidentiality

2. Study methodology

2.1 Overview

The study comprised both primary and secondary data collection. The primary data was collected through a sequenced mixed methods approach comprising qualitative and quantitative tools. (see Annex 4 for full details of the study methodology). It focused on the Kathmandu valley where most public transport plies and where there is the greatest concentration of women users. It covered the five main towns; Kathmandu, Lalitpur, Bhaktapur, Kirtipur and Thimi but concentrated mainly on transport provision within the Kathmandu Ring road. It also included some of the experiences of long distance travellers, particularly those travelling for the festivals which took place in October. Over 650 people participated in the study.

2.2 Specific methods

2.2.1 Participant observation

An initial participant observation exercise was undertaken in order to understand first-hand what the issues facing commuters might be, to engage in empathetic conversations with fellow travellers and to aid in the design of the questionnaire. A total of 11 micro, *5 thula* (big) bus, 3 tempo, 2 Nepali Yatayat and 1 Sajha bus journeys were taken at different times of the day and across a range of routes for this initial participant observation. This exercise also helped the team to plan the routes and locations as well as timing for conducting the survey to ensure peak and off peak times would be covered.

Further participant observation actions were taken later in the research period to observe, experience and 'audit' transport facilities e.g. bus stands, waiting areas, toilets and to walk to/from bus stands, especially at night to experience the problem people highlighted in the survey.

2.2.2 Questionnaire survey

A short questionnaire survey designed to be easily administered while actually taking public transport was developed based on the information from the initial participant observations. It was translated into Nepali and piloted.

The survey was administered between 6am and 9pm and included 470 respondents of whom 290 were women (62%). Table (a) in Annex 5 provides the full breakdown of the survey participants. Diversity of study participants was achieved by each researcher having a quota of different types of respondent to meet. The study sought to understand public transport needs and preferences, concerns and experience of problems with public transportation (see full questionnaire survey in Annex 4). The map included in Annex 4 shows the routes covered by the survey.

In order not to bias answers, most of the questions were asked without providing alternative answers. The freely provided answers were only coded afterwards.

2.2.3 Informal conversations

As the issue of safety and security on public transport potentially carries significant social and cultural constraints to open discussion, informal means to engage people was used in ordinary conversation without note taking. 165 people were engaged in informal conversations (none of whom were included in the survey) of which 58% were women. These informal conversations were carried out with people at their places of work, in their own homes or convenient meeting spots. These conversations were sequenced to take place after the completion of the survey so that more in depth discussion of findings could be undertaken.

2.2.4 Key informant Interviews

The following key informant interviews were conducted (for full list of participants see Annex 5). These were more formal interviews than the conversations (2.2.3) and were guided by specific questions as indicated by the purpose noted in the table.

Table 1: Key informant interviews:

Category	Purpose
Bus Operators and Associations	Understand what they see as special needs of women as travellers. What provisions they make for comfort, safety and security of all passengers. What plans they have for improvement. What challenges they face. What efforts have failed in the past and why. What opportunities are there for women employment in their operations and pros and cons of this.
Police	Understand their views of safety and security on public transport and their resources to deal with these. Their understanding of what constitutes harassment, who are the perpetrators, who reports cases, what is their understanding of prevalence.
National Women's Commission	Collect information on women's employment particularly recent trends and projected trends in Kathmandu Valley. Do they have data on harassment in public spaces and how they see the issue? Assessment of how informed they are about the real experiences of the travelling public.
Department of Transport Management	Understand their perspectives of gender and transportation, what provisions DOTM have introduced, how they encourage compliance and their future plans.
NGOs /activists engaged in anti-harassment and urban safety research / campaigns	Collect information on recent studies of harassment, jointly critique their research and limitations in their studies. Understand how they offer support to victims and their future plans for support, campaigns, advocacy and policy dialogue.
Women tempo drivers	Discuss how they use public transport themselves, their views of being women drivers, why people seem to prefer tempos and particular problems they may face as women drivers.
Women bus conductors	What are their experiences, biggest problems they have to face on the buses, what they think are improvements of Sajha compared to other public transport.
Media entrepreneur	Understand the business of provision of TV monitors on public transport and explore potential for future collaboration.

2.2.5 Sense making workshops

Less sense making workshops were undertaken than planned due to the problems with gathering people during the festival month of October. The deficit was made up with increased numbers of conversations (2.2.3) which were easier to organise. The following were carried out following the compilation and analysis of survey data so that the research team could jointly analyse the findings.

Table2; Sense making workshops

Category	Purpose
Media	Understand how media views the issues of gender and public transport, to compare the findings of the study with their perspectives. To think through future strategies for raising issue in the media
Young women	Jointly review the main findings of the questionnaire study for resonance/dissonance with their experience

2.2.6 Document review

An internet search was undertaken of all reports or studies conducted in Nepal related to harassment in public spaces as well as review of blogs and newspaper articles from the last two years. Comparative studies from other Asian countries as well as experience of making transport more gender friendly in other countries including USA and UK were reviewed (see annex 3).

2.2.7 Presentation of findings

A half day workshop to present the findings of the study and generate feedback from stakeholders was held jointly by The Government of Nepal and The World Bank on December 11th, 2013 at the Annapurna Hotel, Kathmandu. More than sixty persons attended including a good representation of the media. Feedback was used to further refine the final report and to prepare supplementary communication materials.

2.3 Study limitations

The research team jointly reviewed some of the study limitations following the completion of the study as follows:

Timing: The primary data collection was conducted between two Hindu festivals- *Dashain* and *Tihar*. This meant that transport use on some days was atypical. Many Kathmandu inhabitants left the valley for their homes and traffic was less crowded on the days closest to the festivals. However, less crowded public transport vehicles also provided researchers opportunity to conduct the survey while travelling, which otherwise was not possible. Only a handful of people (1 in 20) refused to be surveyed because they were in a rush or distracted with children, which was regarded as a success of the survey instrument. Researchers experienced special problems administering questionnaires at night because of the lack of lighting.

Language: Questionnaires were developed first in English and subsequently translated into Nepali. Despite pre-testing the survey some phrases were misunderstood by respondents e.g. the survey used the term 'Work' to mean a paid job but respondents used '*kam garne janey*' (going to work) for shopping or other errands. Another problem was the categorisation of 'salaried work', Nepali translation of '*Jagir Khaney*', was interpreted as all those who get paid monthly instead of daily or contractual basis. Fortunately these limitations were picked up and factored into the analysis of the data.

Understanding: A few respondents required further explanation of some of the survey questions; especially the question asking for a rating of their feeling of insecurity now compared to five years ago. Older people had more difficulty understanding questions than others. The team purposely did not use words which may be common in development circles e.g. *himsa*, but are not in common use.

3. Study findings

3.1 Transport use

The survey was conducted at different times of day from 6am until 9 pm during several consecutive work days. In the Kathmandu valley public transport provision starts around 4.30am and stops after 9pm³ with less than 25% plying after 8pm. After this time, those without their own means of transport either use taxis or are provided with work transport⁴. The peak hours of 8.30-11am and 5-7pm were heavily dominated by people travelling for work or education⁵. In total 40% men and 36% women surveyed stated their main reason for travelling was 'work'. Most people stated that their journey times were between 15 and 30 minutes⁶ and 90% of journeys were under one hour.

Nepal has an active female workforce and women are comparatively mobile. The study participant observations noted at least one third of the passengers on peak time transport were women and on many vehicles, numbers equalled men. Young women told us they saw no hindrances to their mobility except their self-imposed or parental concerns about travelling after dark, although such concerns were echoed by men too.

People whose main purpose for travelling was stated as social, shopping or health indicated a preference to travel in the afternoon, between midday and 4pm when it was less crowded. Elderly women included in the study talked about the importance of exercising their independence by using public transport for their social interactions.

The international literature suggests that in many countries women are more likely to practice 'trip chaining' than men. This refers to using journeys, e.g. to the workplace, to make multiple stops for multiple errands. This phenomenon is attributed to the higher likelihood that women combine work, domestic and childcare roles. We tested this idea in our survey by asking about the number and nature of stops made on their journeys (Q2) and found no evidence to support this. Post survey qualitative discussions suggest that Kathmandu valley families adopt negotiated and pragmatic rather than gendered strategies to manage shopping and childcare with men taking on these roles if they are likely to be passing the locations. Discussions suggest that this is a changing trend and differs from the more gendered roles around control of family finances which operated in previous generations. The prevalence of very local shops, home delivery of bulk purchased goods and no perceived savings through scale purchase at supermarkets means that most family marketing is local and does not involve public transport. Similarly the prevalence of local day care and schools obviates the need to break journeys to accompany children.

3.2 Transport preferences

16% of men and 26% of women surveyed say they have no choice but to take the particular public transport they were using because this was the only form of transport plying the particular route.

³ Night buses were introduced in August 2012 but short lived. 14 buses were introduced by the National Federation of Nepal Transport Entrepreneurs to ply six routes between 8pm-11pm. Two armed police personnel were placed on each for security. We were told there were too few passengers to make these financially sustainable, and there were costs associated with employing guards. Women passengers told us that since there were no women guards, they did not feel they could take these buses.

⁴ We confirmed this provision with women required to work shifts e.g. nurses on night duty, staff at the international airport, hospitality workers, bar workers.

⁵ School children mostly travel between 6am- 8.30 and return home before 5pm.

⁶ This correlates with research conducted by Media Solutions in 2012 which found an average travel time of 18-22 minutes.

Qualitative discussions suggest the gender difference may relate to men's higher access to bicycles and motorbikes as well as willingness to walk part of the journey. Of those remaining with choice (84% of men and 74% of women), the main criteria for preference irrespective of gender, is speed (journey time)

People in a hurry...
that's the problem

Journalist

Frequency of the service was the next most important criterion after speed. The majority of survey participants demonstrated application of these two preference criteria by mostly choosing to travel on blue micro buses, known as 'nilo'. As well as being manoeuvrable and fast *'racing each other'* (young woman), they also have the advantage of being able to access narrow streets, can take short cuts through gullies and can take passengers closer to their destinations. The cramped conditions, overcrowding and risks which include unpredictable change of routes if insufficient passengers get on, refusal to complete routes at night and reckless driving are all *'accepted as part of nilo experience'* (young man). In the qualitative study, women suggested that men were more adept at taking micros as they *'have more push power'* to manage the overcrowding.



Nilo micros preferred because they are fast and frequent

Others were prepared to wait longer for greater comfort; these were people who were in less hurry (*'I leave home early so I can have this choice'*, journalist), tall people (*'the crouching when you are tall in a micro is unbearable'* (middle aged man)), older people (*'I have to sit and micros are too crowded'* (elderly man)). These people prefer Jumbos (larger mini buses with more head room) or *thulo* (literally 'big') buses. Having said this, Nepal Yatayat (technically a *thulo* bus) was often cited as the worst example of public transport. Despite its larger size, it has a reputation for pickpockets and harassment, especially in the early evening. This public perception feeds into further feelings of insecurity and one route in particular is notorious and avoided where possible.

'You have to wait longer
for buses so we accept the
discomfort of the micro bus'

Man travelling on micro

Tempos are preferred by many travellers particularly those with concerns about safety. This is because they have a limited top speed (around 30mph), drivers do not permit overloading as it makes the vehicle unstable, they are considered easier to get on and off and the seating arrangement where passengers face each other is *'friendly'* and *'we feel secure'*. The researchers own participant observations noted that tempos often carried more women than men and women they spoke to felt safe and noted the benefit of having more personal space. Many of the tempos are driven by women⁷ and some passengers commented that women are safer drivers. Some felt tempos were *'more airy'* and a few, especially young people, preferred these based on their

⁷ A result of an affirmative action training programme for women drivers in the 90s and sponsored by Danish Aid

Sajha Buses: setting standards in public transport?

The Sajha bus company was re-launched as a new cooperative venture in April 2012. The Executive Director says they are intending to 'set the standards for public transport' and wants the industry to learn from the customer service it provides. When it was first re-launched, such was the excitement that people took 'joyrides' and posted photos of themselves on Facebook. 17 months later our study heard the following advantages expressed; the standard fares are clear and people like to be issued with tickets, effectively bigger student discounts are made because of company practice of 'rounding down' of fares, more head room, drivers and conductors are better behaved, it is well organised and managed, bus schedule is maintained and there is a phone number to call to find out when the next bus is due, priority seats are enforced.

One of our team of researchers took a Sajha bus to experience it for the study. He got a seat and found people who were happy to talk and felt the advantages of the Sajha bus were worth waiting a few minutes longer for. The TV was on, there was CCTV and plenty of luggage space. The bus only stopped at the designated bus stops and the conductor announced all of these clearly. There was a poster with details of how to register complaints. The driver said he enjoyed driving this bus.

But there are problems ...

The researcher had had to wait.... as he waited, eleven Safa tempos, nine micros and three other buses came ahead, all of which he could have taken. The following are comments which represent the views of others in the study and hint at a growing disillusionment;

'I would like to take the Sajha bus but it is not regular', (woman).

'They started off well.. but now they are not so clean, they stop wherever passengers want them to .. just like the others.... They shout out to passengers just like the others too these days. It is a shame', (man)

'You see too many people standing now and it was supposed to have limited standing only' (woman)

environmental friendliness. However, because of their association with safety and slowness, other young people commented that they were 'not cool' and 'I would never travel on one- I would rather walk than be seen by friends on one'. Tempo drivers do not recognise student discount which is a further disincentive for use.

Men are more likely than women to have the use of a family owned vehicle; bicycle, motorbike or car.

However, the ownership of small scooters (known as 'scooties') among women is increasing fast. Study participants highlighted the advantages of independence, quicker journey times and not having to take overcrowded public transport as key reasons to opt for this. A woman who now has her own 'scooty' said, *'Before I used buses...buses are so dirty, my clothes got dirty. I got to the office in a bad mood, hot and bothered, tired... it was very unpleasant'*.

Street/market vendors (men or women) who need to transport large bundles or boxes of goods told us that they travel early in the morning to avoid crowds and to ensure drivers will take them.

'My first aim after securing a permanent job is to get a scooty. It is easy to get a loan. It means I don't have to face disgusting sweaty buses and the rudeness of drivers and conductors'

Young woman

If they try at other times the drivers will refuse to take them. They pay extra for the loads. Sometimes they collaborate together to hire transport. Others avoid public transport altogether and either sleep at their point of sale or rent cheap accommodation nearby.

People told us about situations where they feel they have no alternative but to get taxis; when they are late for work, when accompanying children, with shopping bags, availing health services, at night and, since the strict drink –drive laws, if they have been drinking alcohol (men and women). Taxis are regarded as expensive and a last resort for many. Despite the legal requirement to use meters, they rarely do so, making negotiation of fares an irritation some prefer to avoid. Some women shared that they would never take a taxi alone and would rather take a tempo or bus. Some young women we spoke to have clubbed together to pay for a regular known taxi to transport them collectively to college each day after one of them had had three bad experiences of harassment on the bus.

3.3 Concerns

Commuter concerns noted in the survey were ranked as follows;

1. Overcrowding (75% ; 70% women , 80% men)
2. Personal insecurity (26%; 33% women, 16% men)
3. Reckless driving and fear of accidents (17%; 18% women, 16% men)

Other concerns relate to rudeness of drivers and conductors, discomfort, problems travelling with children, fares, unpredictability and length of journeys. The following sections explain these concerns more fully.

3.3.1 Specific transport concerns of women

Nepal has an active female workforce as noted in the introduction and increased demands for paid employment and education has resulted in women being comparatively mobile. Elderly women included in the study talked about *maintaining* their independence by using public transport for their social interactions which supports the assertion made in this study's qualitative discussions that women have not felt constrained mobility for several decades and not in the way that others in the region may have experienced. The Koshi Hills Reality Check Approach Study (2012) also indicated that women had felt relative freedom of movement for several generations. The young women with whom we discussed freedom of movement within this current study saw no hindrances to their mobility except their self-imposed concerns about travelling after dark, although these concerns were echoed by men too.

'In a whole year I have never got a seat on the micro coming to work'

Woman hotel cleaner

Overall, the problems encountered by women travellers were similar to men. Two key exceptions are (i) increased sense of personal insecurity (33% of women surveyed compared to 16% men (discussed further below)) and (ii) physical difficulties related to getting on/off and travelling because of their often smaller stature. Since overcrowding is the main problem facing

Getting a 'Force' at 5pm

The Force (a type of mini bus) has 14 seats but there were 36 passengers crammed in. Nearly half were women. People could see I was unused to travelling and suggested I stand next to a woman carrying a child. I was squashed next to a man and obviously he sensed I was feeling uncomfortable and so arched his back to give me more space. As we stopped at more bus stops the conductor kept forcing more passengers on board. I started chatting to the woman next to me. She said the bigger buses are much better but are infrequent and if she wants to be sure to get home before dark then she has no alternative.

Researcher participant observation,
October 2013



Examples of 'stuffing passengers to maximise profits

everyone, the smaller sized and physically weaker suffer more from being pushed, crushed and not having handles/bars at the right height to hang on to.

Travelling with young children was noted as a major problem by women, although this too is experienced by men in the same position. A number of stories we heard in the course of the study suggest that people choose not to travel on public transport with young children, especially at peak times which in turn constrains choice of day care, pre-schools and timing of travel.

3.3.2 Overcrowding

Over 70% men and 80% women participating in the quantitative study noted **overcrowding** as their main problem using public transport. From qualitative discussions it clearly emerged as the worst and most universal problem. People describe the situation as '*survival of the fittest*'. Drivers and conductors, which operate in a competitive private sector environment, cram passengers onto transport to maximise profits. This results in discomfort and encroachment of personal space.

Those who do not need to travel at peak times (i.e. those meeting largely social needs) purposely plan their journeys in the middle of the day to avoid experiencing overcrowding.

School children told us that the overcrowding is worse in the afternoon and because school starts early they do not have problems in the morning. Of course the commandeering of a proportion of the public transport for school transport in the afternoon makes the problem of overcrowding worse for other commuters.

Overcrowding is blamed for the second most cited concern, that of personal insecurity (3.3.3.) as it supports 'opportunistic conditions' for pickpockets and inappropriate touching.

It also raises concern around health and hygiene. Coughing and spitting were particular concerns and led to travellers wearing masks (rather than to protect from the effects of pollution as might be assumed), preferring to walk or aspiring to traveling on 'scooties'. Several women said that they were more likely than men to wait for the next bus rather than be '*stuffed into the first one*'.

3.3.3 Personal insecurity

When asked what were the main problems in taking public transport, about one in four (26.5%) people noted **personal insecurity**. As noted

'I don't like to burden others by asking for lifts everywhere so I like to take the bus on my own to meet my friends or go to the temple... but I go when it is less crowded as I have the choice'

Woman in her 70s

'Men grab women when it is crowded'

Conductor, Thula bus

above women were twice as likely to mention personal insecurity than men (30% compared to 16%)⁸. Men and women noted they felt the most insecure in overcrowded situations (37% and 54% respectively) which matched the level of their feelings of insecurity after dark.

'It happens that men harass...yes, but very infrequently and when it does I kick them. It happens to young girls more than me. And it is always the older men in their 50s.

Middle aged women travelling on bus from Bhaktapur

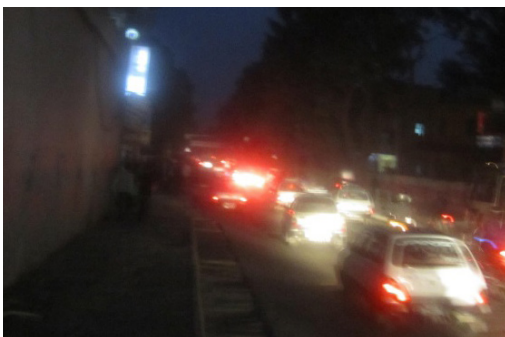
Feelings of insecurity have not worsened over the last five years as may have been suggested in the media. Around 72% of transport users irrespective of gender indicated that they feel a medium or less sense of insecurity currently compared to five years ago.

Personal insecurity included fear of pickpockets, personal abuse as well as various forms of sexual harassment (but mostly what was referred to as '*inappropriate touching*'). The biggest difference between insecurity felt by women and men was in the age groups 19-35 years and, in particular, women aged 19-25 years who were nine times as likely as men of the same age group to identify personal insecurity as a concern⁹. 43% of women aged 19-25 years noted insecurity as a problem and the spike (15-30% higher) compared to other age groups is entirely due to fear and experience of inappropriate touching. The data indicates that there is parity in the sense of insecurity among men and women over the age of 35 years where fear of inappropriate touching is largely removed and fear of pickpockets and personal abuse remain.

Women who felt insecure noted that they felt most insecure actually travelling on the bus whereas men indicated that their problem was mostly associated with getting on and off the bus.

One in four women who mentioned insecurity as an issue (but 13 % of the total sample) noted inappropriate touching as the reason for feeling insecure and one in ten men who noted personal insecurity (but 4% of total sample¹⁰) also noted this.

37% of women mentioning insecurity as an issue had directly experienced inappropriate touching during the last year compared to 6% of men who were concerned about insecurity. When the question is asked of the whole survey universe, 26% of women aged between 19 -35 years stated they had directly experienced inappropriate touching on public transport during the last year and 16.5% said they had experienced it in the last month. 3.4% of men of all ages stated they experienced inappropriate touching.



'After 7pm it is completely dark... no street lights anywhere. Where there were lights they are not maintained. Some places communities have installed lights but if there is load shedding then these don't work either. This makes us feel very insecure'

Young women

⁸ This is rather similar to the statistics from UK e.g. a 2012 YouGov survey in UK noted that 28% women and 15% men say they 'do not feel safe using London public transport at all times of day and night'.

⁹ However this finding is much less than quoted elsewhere for Nepal e.g. According to a survey of university students, 97% of those using public transportation had experienced some form of sexual harassment. The average young woman said she had been harassed over thirty times in a year, and half said it happens "all the time." (Neupane and Chesney-Lind, 2013) We posit that this much higher figure comes from the bias inherent in self-selected focus group discussions.

¹⁰ Compared to 4% of all women in 2012 YouGov Survey of London public transport

The Legal Department of the Women's Commission indicated that while they receive many complaints about domestic violence they do not have any cases of harassment on public transport on their books and so this is not a priority for them.

'Avoid walking alone at night and keep to well-lit main roads where possible'

Advice given on the Nepal Metropolitan Police website

Various strategies are adopted to avoid harassment. 96% of women surveyed said they prefer to stand or sit next to other women and more than half avoid standing/sitting next to middle-aged men as they are regarded as the main perpetrators of inappropriate touching. All classes of women involved in the qualitative study concurred that it was this age group who were more likely to touch inappropriately, exploiting the cover of overcrowding. Young women shared that it was very difficult to deal with inappropriate touching from older men, *'men who are the same age as our fathers and uncles who we are brought up to respect'*, (17 year old woman). Younger men, women told us, were much less of a threat and would more likely indulge in verbal teasing and joking which women felt more able to deal with. *'They all have girlfriends these days anyway so they are not interested in this kind of touching'* (woman)

Many women told us they prefer to stay near the front of the vehicle, sit next to the driver and near exits when possible. Young women said they clutch their bags in front of them to prevent unwanted attention. Many felt they were able to effectively control this through disapproving looks or even asking men directly to move and some were said to be very assertive *'even using bad language to tell the men off'*. Others indicated that they might kick, elbow or use an open safety pin on the man to stop this sort of behaviour. But as many respondents indicated that they would rather ignore the behaviour and try to move away than *'make a fuss'*. Extremely upsetting and unpleasant as this sort of behaviour is, women in the study felt it was something which social norms should address rather than criminalising the issue which *'may have severe repercussions on the perpetrator beyond its seriousness'* (young woman). They did not share the concern raised in other studies in Nepal that it was taboo to talk about these issues.

School girls talked of being *'irritated'* by boys when they waited for the bus. Those we spoke with did not feel threatened by this behaviour and explained it as a teasing perpetrated by boys they did not know. Their male cohorts at school would not do this because *'we know them well, have been to school with them a long time and would tease back'*, (15 year old girl). More concerning were groups of young men who hang out at the bus park or bus stops and were described by the girls as, *'drug addicts who come to leer at us'*. We were told that sometimes they even throw stones at the bus. Other school age girls indicated that they are careful about what they wear when they take buses so whilst they wear shorts at home they would not do that on public transport. *'It is best when we travel in uniform as people think we are younger than we are and take care of us'* (15 year old girls)

The quantitative data is consistent with European countries and qualitative elements of this study suggest that although it was mentioned as a concern women do not regard personal insecurity as a major issue or one which deters them from using public transport. Discussions about the use of personal alarms and other means to protect oneself¹¹, which are virtually unknown in Nepal currently, did not suggest that women and girls feel especially insecure but this should not lead to the inference that it is not a problem, after all, one in three women surveyed did mention personal insecurity as an issue.

Rather similar percentages of men and women who felt insecure worried about **pickpockets** although more men had direct experience of pickpockets than women (17% of men who

¹¹ E.g. the VithU app introduced in India

mentioned insecurity as a problem compared with 9% of women during this last year). In qualitative discussions, women talked about the fear of pickpockets but men often had direct experience to cite. Women tend to carry phones, money and other things of value in bags which they often hold in front of them on public transport whereas men keep these in pockets which are more easily picked.

Men are more likely than women to experience rude language and threats when travelling on public transport (see chart 7, Annex 6). Qualitative discussions indicated that they get pushed around by the conductors and are often accused of fare fraud, especially using student discount illegally. But passengers irrespective of gender say they are *'used to the foul language of drivers and khalashi¹² It is normal.'*

Insecurity is not only felt in overcrowded conditions but at certain times of day, especially in hours of darkness and certain localities.

Both men and women felt most insecure after 8pm, which is when public transport more or less ceases. After dark women told us that they would always try to take a bus which already had other women on board. Men and women mentioned fear of drunkards and drug addicts on buses at night. Early morning, while less of a risk is still regarded as insecure.

Personal safety while waiting for buses and walking to/from bus stops is as important as safety on the vehicle and for many surveyed rank as times when they feel *'least secure'*. Men and women note that the lack of street lighting, the enclosed foot bridges and places where there are few people about as the most insecure. Superstitions associated with ghosts particularly at the riverside are rife among both men and women. People point to known insecure 'hotspots' and felt that these could be addressed by random police/security guard patrols, solar powered/battery powered lighting and dismantling of the advertising hoardings and footbridge walls. The police included in the study concurred that their limited resources would be better deployed by attention to hotspots rather than spreading thinly and trying to provide security everywhere.

Police are often regarded as *'part of the problem'*. People cited their tendency to blame the victim by suggesting that their behaviour¹³ and dress provoke harassment. *'You don't want to get into the police system.... They ask embarrassing questions, turn up at your home so everyone wonders what's up and waste your time'*, one journalist told us. Young men noted that they get harassed by police while waiting for late buses.

Night patrols, some people felt should include women police officers *'to moderate the behaviour of their male colleagues'*. Women shared with us the idea of having an intermediary between



Enclosed bridges are a security hazard. The newer more open design footbridge below (in Bhaktapur) is much safer

¹² Bus helpers- often young teenage boys.

¹³ Where they are, the time and their demeanour

"There are bus stops in every nook and corner but buses stop at every other place in Kathmandu that is not a bus stop. Don't drivers know where the bus stops are or what they look like?"

Retired man

them and the police should they feel a need to report extreme sexual harassment. This would work better than expecting women to engage directly with the police, especially as there was no guarantee that the women's desk provision in police stations work and provide the necessary confidentiality. In serious cases, women would prefer an independent organisation e.g. women's organisation or victim support organisation

to intervene on their behalf by providing trusted and confidential legal and counselling support. Since men also experience harassment, albeit to a lesser extent, the ideal would be an intermediary which could support all.

3.3.4 Reckless driving and fear of accidents

Speeding, swerving and sudden braking were mentioned by many (18%) study participants as concerns especially in relation to the behaviour of micro bus drivers. Women surveyed were slightly more likely to mention discomfort and poor driving compared to men.¹⁴ Many noted the way the buses race each other and compete to get passengers compound the risks. Both men and women queried the young age of some drivers and their lack of experience, e.g. 'are they really capable of driving public transport?' (man) and 'young drivers are reckless' (woman). Tempos are considered unstable and many indicated that they had hit their heads badly or sustained other injuries riding tempos which hit potholes. Getting on and off the bus which any way is regarded as problematic at peak times is further exacerbated by drivers not stopping fully or rushing to start off before passengers have got on fully.

'Micros are like paper elephants.... They are so fragile and dangerous'

Man

3.3.5 Travelling with children

Travelling with young children was noted as a major problem by women, although this too is experienced by men in the same circumstances. A number of stories suggest that people choose not to travel with young children, especially at peak times which in turn constrains choice of day care, pre-schools and timing of travel. Some women told us that they do not think the bus environment is safe for small children, fearing for their wellbeing and health. 'I take a taxi to take my child to day care and then continue the journey by micro on my own' (woman teacher)



'Do I want to put my child's life at risk? Overcrowded and unhygienic.... the smell and the coughing? If I travel with my child I never take buses'

Young mother, office worker

People told us that sometimes they are refused travel when they have children and luggage with them

¹⁴ 34% women compared to 27% men



'Taking public transportation with a child is not easy. Once, my baby and I were hurt trying to get off the bus. The drivers don't give you long enough time to get off, especially if you are at the back of the bus and it is crowded. You have to crawl through the crowd and get to the only door. I am very concerned now and usually try to get seats at the front of micro bus so that I can get off with my baby safely. I am waiting for a less crowded bus now.'

Woman (20s) talking while waiting for a microbus after dark, October 2013

3.3.6 Travel concerns for less able

This study was not set up to look into the special problems and concerns of transport users with disabilities but through the course of the study researchers did meet and talk with persons with disabilities. They noted special problems with using public transport, some of which are obvious in terms of access to the vehicle (high steps, pushing) travelling in the vehicle (difficulties standing, fellow passengers not offering reserved seats, insufficient bars to hold on to). But we also heard that sometimes they are denied access because they travel with a subsidy card or because they take too long to board. One woman shared how she was frequently turned away from trying to board a bus or the buses simply refused to stop.

'I have only one hand and so standing on a bus is difficult for me but I never get offered a seat'

Woman civil servant

3.3.7 Fares

Fares are fixed and no correlation was found in the survey data between employment and the raising of concerns about costs. 14% of transport users¹⁵ surveyed noted fares as a concern and qualitative discussions with low or unskilled workers¹⁶ indicated that they expect to pay about 20-40% of their income on public transport. Several told us that they walk in order to save money which often seemed to be in the region of Rps 50-100 per day. Many of the participants in the study discussions said that they had been forced to move nearer their workplaces to reduce transport costs. Many of the men waged workers used bicycles and so transport costs for women workers tended to be higher.

Although some felt that the transport prices were too high, most were more concerned about fare abuses. Despite published fixed prices, they felt at the mercy of conductors who *'decide a price based on what you look like and if they know you'*. We

'I always walk to work. It takes me a long time but saves Rps 60 per day. It is healthier. I only take a micro if I am late,'

Man, security guard

'I did not like using public transport. The guys taking the money often tried to overcharge me,

Foreigner living in Kathmandu

also heard that some conductors will claim they are going in the direction required only to get fares and then they dump the passengers at the point where the route diverges. Many noted that the extensive use of fake student ID cards and abuse of other discount cards¹⁷ makes matters worse. As well as being the cause of many of the disagreements on the bus, people recognise that this abuse reduces transport operators profits and contributes to their practice of *'stuffing passengers'*. *'Nearly all the fights on buses*

¹⁵ 17% men and 12% women

¹⁶ Factory workers, waiters, security guards, beauty parlour workers, cleaners, hotel staff

¹⁷ E.g. Government workers using their transport discount cards when not in uniform

'During Tihar festival we had to wait 5 hours in Chitwan to get a bus to Kohalpur. Finally we got the last seat on a bus and it was at the back. This is always uncomfortable as you get bumped about. It was so uncomfortable with my 18 month old baby daughter. The journey took 13 hours. The handlebar in front gave us very little room to move and made it so difficult to get in and out that I opted to stay on the bus at the rest stops. I did not get any food or drink for the whole trip. Next day my arms ached from carrying the baby so awkwardly all trip. I cannot imagine how other mothers travel with babies frequently'

Mother, 20s interviewed after Tihar

are around the validity of ID! But even bona fide users of student cards experience harassment. For example after 7pm conductors refuse to recognise the student discount and charge full price. Transport operators told the study that the money lost per bus due to the use of fake ID cards amounts to Rps 20,000 per month¹⁸. With increased profits they suggested they could alleviate overcrowding by introducing more vehicles.

3.3.8 Long distance transport

Several people who had used long distance transport over the October festival period were purposely included in the qualitative study, others talked about their experiences in the past. As with public transport in the valley, journey time and less overcrowding are key determinants for making choices of provider. Many indicated that they prefer to travel at night when there is less traffic, it is less hot and dusty and there are special night buses available. Women tend not to travel on their own at night. However in the company of others told us there was no problem. As they were accompanied there were less opportunities for harassment. We were told of one story where a harasser had been thrown off a bus once the woman complained. The facilities where buses take rest stops are sometimes problematic for women as there are no proper toilets but the more reputable bus companies stop at reasonable facilities.

'The traffic jams and unpredictability of transport made it very difficult for my wife and I to get to the medicine factory where we work on time. It was also very expensive. So we asked the boss if we could work in the warehouse instead which is 5 minutes walk from our house. Now we use buses only to see friends and visit big markets'

Factory worker



This older woman struggles to get off the minibus as others push to get on and the mini bus has just stopped in the middle of the road so she has to negotiate the traffic to get to the safety of the pavement.

¹⁸ Media Solutions shared that they conducted a survey in 2012 including transport owners who claimed Rps 1500-2000 loss per bus per day – this is combined loss because drivers and conductors pocket money from 'overstuffing' and also because of use of fake ID.

All other concerns about long distance transport such as safe driving, fare price hikes, problems with brokers/intermediaries, poor maintenance of older buses were shared by men as well as women.

3.4 Analysis of initiatives to address concerns

3.4.1 Reserved seats for women

Talking with government officials and police in the course of this study, the issue of women's needs on public transport was always equated by them to the provision and compliance with the reserved seats regulation. However, the importance of this provision is questioned by the findings in this study with less than 4% of study participants suggesting this provision should be continued.

There is much debate in the international literature about the efficacy of providing reserved seats for women and women only transport. Women only transport (often referred to as Pink Transport) currently operates in more than fifteen countries¹⁹, sometimes only providing services at peak times or especially at night. They are often seen as a solution to provide safe transport particularly in countries where there are high levels of gender inequality. Studies do show that physical separation does result in women feeling less insecure. But many regard these provisions as superficial and short term solutions which can obscure and perpetrate the root problem of pervasive gender inequalities. Whilst women prefer safe transport they also want the right to travel wherever they want. ActionAid (2011) notes that segregated travel does *'not address the societal attitudes and norms which permit harassment'* and Harrison (2012) notes that protection-focused strategies *'reinforce gender divisions and the role of women as potential victims'*. There are also some concerns that where such provision is made then the problems faced by women not using these worsens.

Of course it also assumes vulnerability only actually on the public transport and not while waiting for or accessing public transport. The preferred approach is often proposed as one of public education to establish the rights of women to safe access to public spaces.

According to the Nepal Motor Vehicle and Transport Management Act, every public bus and mini bus must allocate six seats each for women and disabled, whereas micro buses are required to reserve two seats each. The Public Transport Code of Conduct (2010) notes

'Don't see a need, I am happy to stand'

Woman on bus, typical of many, on being asked why she did not use the reserved seat.

'The entire front of the thula bus was reserved for women but women were not using these seats. They told me they had not seen a need to'

Researcher notes

'The three reserved seats for women on all public transport is a Government of Nepal regulation but you and I know it does not really work'

Officer of Women's Commission

'We all pay the same fare, so we should not get special treatment. It is not fair'

Woman (17 years)

After numerous complaints about public vehicles not abiding by the allocated seats system, the Metropolitan Traffic Police Department (MTPD), together with 11 groups consisting of women representatives, has begun checking public vehicles in major areas of the Valley. Groups deployed for the purpose on Sunday checked 1,096 vehicles and found 883 with reserved seats while 213 vehicles lacked labels above the seats. Only 160 vehicles were enforcing the seat allocation. The MTPD has requested all the drivers and conductors to assign seats as required in each public vehicle

Report in Kantipur April 30th, 2013

¹⁹ Including Brazil, Indonesia, India, Pakistan, Japan, Russia, Mexico City and Guatemala City.

'Arrangement should be made to ensure that reserved seats for women and disabled persons are getting their seats'. Although some respondents indicated that reserved seats for women were a good idea²⁰, the majority felt they were not necessary. The numbers allocated are anyway too few considering that the numbers of women travelling, particularly at work rush hours, often equals men. Significantly, younger women involved in qualitative discussions in this study felt that they should have the same rights as other passengers since all were paying the same fare. They indicated that they would feel embarrassed to occupy reserved seats. Some women indicated that it was 'patronising to make such provisions' and undermined the gains women have made in exercising their freedom of movement and rights to public space. Rather than making special provisions which can be interpreted as maintaining the subordinate position of women (need for protection), there was a strong feeling among many women, especially younger ones, that the approach should be one which enables women to enjoy similar freedoms to men, i.e. right to travel safely on all public transport. Mostly, people preferred the idea of reserved seats for pregnant women, parents carrying small children, elderly and persons with reduced ability to stand rather than for women. This is consistent with provisions made in other countries, especially Europe for 'priority seats'. Drivers we spoke to who were not maintaining the reserved seat provision said that they did not do so because of passenger complaints and arguments that ensued. However, there was less resistance among drivers to enforcing seats for elderly and disabled. There was almost no support²¹ for the idea of women only buses. The practicalities of this were regarded as outweighing any advantages.

3.4.2 Existing safety campaigns

Various women's organisations and NGOs have mounted campaigns to improve safety on the streets and in public transport. (see Annex 11) However, the approach has been limited to occasional street protest, radio slots and posters and stickers. These latter convey messages such as 'stop street harassment' and use development jargon which is not in popular use. Collaboration with the police in these campaigns is intuitively appropriate but the current state of public opinion of the police runs counter to this working well.

Representation of perpetrators in posters and cartoons does not fit with the evidence that they are middle aged men rather than youth. Messages in some of the communication materials we tested are misunderstood.

'When a visibly pregnant lady gets on board the bus and it is crowded, no one bothers to give her a seat.... It is vital that people are sensitized to behave better'

Woman in 20s



Examples of campaign communications in Kathmandu. The writing on the pavement was part of a street protest undertaken by Astitwa.

²⁰ Less than 4% of those surveyed

²¹ Only three people surveyed suggested this and it was not proposed in any qualitative discussion sessions.

3.4.3 Public Transport Code of Conduct

A booklet was published jointly by DOTM, Traffic Police, Nepal Entrepreneurs Federation and the National Women's Commission in 2010 comprising a code of conduct to protect the rights of women, children, senior citizens and disabled persons. The existence of this Code is not well known among the travelling public or the drivers and conductors we spoke with in the course of this study. The provisions address many of the concerns expressed in this study but there does not appear to be a communications strategy for turning the code into practice and no uniformity in adherence to the code.

3.5 Women in the transport sector

Apart from Sajha other public transport providers do not have affirmative policy for employment of women either as drivers or conductors but those we spoke with indicated that there was no deterrent in principle.

Sajha Corporation has purposely recruited women conductors and is encouraging women to become drivers. There is one woman taxi driver operating in Kathmandu. She has a known client base with known routes. Male taxi drivers we spoke with suggested it might be unsafe for women to drive taxis especially at night where they might be expected to take passengers to remote places.

A Danish programme specifically targeted women to become Safa tempo drivers in the 90s. There continue to be many from the original programme still driving and conversations with some of them indicated that this was relatively well paid and women were still being attracted to this profession.

On being a woman bus conductor

In the beginning it was difficult. My family and friends criticised me for wanting to become a conductor. They thought it was a menial job and I should be a teacher instead. But I would only get Rps 3000 per month at a boarding school and I get rps 8000 as a conductor working 4 days per week. Passengers teased me as first, 'oh look she is going to her office'. I found it difficult to shout out the destination to passengers at first but all of this is better now. The job is easy although I do not like having to work longer hours and I do not like going home after dark. But it is good money.

Woman Sajha Conductor



Sajha woman bus conductor



'Half of the drivers on the route I drive are women. The numbers are increasing because men go on to drive big buses or go abroad for work. I make Rps 15-20,000 per month. I don't want to drive a micro or mini as I would make less money. I have been driving for 5 years. I start at 4am and work until 8pm. There are no special problems for women drivers- only the same problems men face too. I like my job and feel good about it. Sometimes women from the village tell the women drivers that they feel inspired to see women drivers.'

Woman Safa tempo driver

3.6 Perspectives on way forward

3.6.1 Transport users

People indicated that the main problem which needed tackling was without doubt **overcrowding**, which in turn would make public transportation safer by reducing opportunistic conditions for pickpockets and sexual harassment and making it more accessible for parents with young children, the elderly. Although 37% of survey participants suggested more vehicles were needed, deeper qualitative discussions led to the recognition that overcrowding could not be solved by increasing the number of vehicles as the narrow roads of Kathmandu are already packed. The re-design of the vehicle interiors was identified as the best solution. All current transport where seats face each other along the length of the vehicle were regarded as safer and having easier access. Both removal of seats and provision of perching seats rather than full seats were regarded as a sensible way to increase internal space in vehicles. Since journey times are relatively short as noted in previous studies as well as this one, passengers indicated that they would rather stand more comfortably than squeeze into seats. Pushing past people in narrow gangways and being 'trapped' in small window seats were regarded as times when inappropriate touching and pickpocketing were most likely to occur.

Others indicated that the best way to improve public transportation would be better enforcement of existing regulations. Transport should only stop at designated bus stops and this would require a combination of driver compliance and public behaviour change to stop people hailing buses randomly. But others expressed scepticism that *'anything would change... why are you even doing this survey? Don't waste your time.'*

3.6.2 Transport providers

Transport providers all cited the misuse of student discount as their biggest challenge. It reduces profits by 50% (their estimates). Some Association members said they had offered to contribute to a Government student fund if the abuse of student discounts could be stemmed. They also noted that the combined problems of adulterated petrol, tampering with petrol pumps so that they give short measures, pervasiveness of fake vehicle parts have serious impact on their profits. They claim to be under pressure to fill vehicles in order to make up these losses and this is how they justify the practice of 'stuffing' passengers.

Some transport providers place the blame for the poor services on passengers indicting that they threaten drivers and complain *'too much when they pay so little'* (Owners Association member). *'Passengers are argumentative, they need to follow the rules too'* (Transport Association member)

They noted that they had taken steps to reduce harassment of women on their buses. Some responded to complaints lodged with police or through the 'Hello Sarker' hotline by putting up stickers, encouraging plain clothed police to travel on the buses, undertaking joint monitoring of the reserved seats provision for women and elderly with the Traffic Police. Nepali Yatayat officials told the study that they provide annual training to drivers in collaboration with the Traffic Police on road safety and the law and they have been trying to curb bad language by sacking drivers and conductors on receiving substantiated complaints.

"The best thing to do is remove all the seats from the vehicles. Anyway, you will get stuffed into the buses regardless to the number of seats. You have to stand on four out of five journeys one makes in Kathmandu, so no one would really miss having seats. As you are going to have to travel standing most of the time so why not make the standing comfortable? The roads in Kathmandu are not suitable for increasing the number of vehicles, so this would be a solution"

Retired man

4 Study recommendations

The following recommendations emerge from analysis of the study findings. The first three relate to the key concerns expressed by public transport users; overcrowding and insecurity. These were extensively discussed with public transport users during qualitative discussions. The other recommendations are made with an authorial voice based on issues and deficiencies identified during the course of the study.

4.1 Alleviate overcrowding;

Public transport users indicated that the **main problem** which needed tackling was overcrowding, which in turn would make public transportation safer (reduce opportunistic conditions for pickpockets and sexual harassment). The ideal would be to increase numbers of vehicles but that is not feasible considering the prevailing conditions in the Kathmandu Valley where roads are mostly narrow and already congested. Despite the preference for micro buses, these are the vehicles which are least comfortable, most often crammed full and where problems of personal insecurity are most often noted because of overcrowding. An alternative discussed was the substitution of smaller vehicles with larger ones. The point was made by Sajha officials that their buses have capacity for 63 passengers, equivalent to five micros but take up less space²². Some study participants suggested introduction of double decker buses but the technical feasibility considering the infrastructure constraints could be doubted.

The re-design of the vehicle interiors was proposed by a number of study participants. Removing seats and making it safer to stand was seen as the best option. Sajha's initiative of removing seats to provide more standing and luggage room as well as the configuration of India's metro which promotes standing over sitting space were cited as good examples of this approach. Since study participants experiencing the most overcrowding (those travelling within the ring road) noted that their journey times are relatively short, they stated they would rather stand more comfortably than squeeze into tight gangways and negotiate seats.

All current public transport where seats face each other along the length of the vehicle were regarded as safer and having easier access. Perching seats rather than full seats were thought to be a sensible way to increase internal space in vehicles. Include toughened or laminated glass



Inside Delhi's metro, designed to maximise standing space. This example was cited by several study participants as a better design for bus interiors. As well as providing more comfortable standing, the arrangement is regarded as providing greater personal security

²² However, this was not the perception of passengers we spoke with in the study. They compare the Sajha capacity to 2-3 (overcrowded) micros which makes little difference in terms of road space

partitions fixed transversely inside larger vehicles to provide safe leaning space for passengers which protects from pickpocketing and inappropriate touching.

In sum, future vehicle design should include more open space, side facing seating, more easily accessible holding bars. An appropriate number of priority seats for the elderly, pregnant women, those carrying small children and those less able to stand were considered essential if other seating was reduced. The idea behind priority seating rather than reserved seating would mean that these seats can be used when there are no designated users.

4.2 Drop women's reserved seats provision

Recognising that there is little support for women's reserved seats and that they have proved difficult and resource intensive to enforce, it is recommended that this provision is dropped and replaced by the provision for priority seats for pregnant women, elderly, persons with disabilities and those less able to stand.

4.3 Mount a campaign for 'Safer transport for All'.

The study shows that insecurity is an issue for many public transport users and a campaign which acknowledges this would be expected to be successful. Study participants indicated that this should be aimed at enhancing social norms. It would highlight the role passengers can play to improve safety and demand higher standards from operators. It should adopt a social contract approach rather than a confrontational or divisive approach (demands/blame) or law enforcement approach, which people felt was less likely to work.

The campaign could be centred on a message such as *'together we can make our transport safer for everyone'*. The 'together' element of the message recognises the fact that passengers are also part of the problem (e.g. encouraging drivers to stop anywhere, pushing to get on/off the bus, using fake bus subsidy cards, confronting each other and transport staff). In particular it can emphasise the importance of 'bystander power'. This is internationally recognised as a means to reduce anti-social behaviour on public transport by acknowledging and endorsing disapproval. 'Together' also recognises that transport providers alone cannot be responsible for social change. It acknowledged that they operate in a stressful environment²³.

The 2010 Transport Code can be a good basis for developing this campaign. Elements can be promoted through simple standardised messages displayed inside public transport, at waiting facilities and reinforced through electronic and print media. Internationally recognised signage



Extract from US based global campaign

Two things are necessary for street harassment to happen: 1) a person or group who chooses to harass someone and 2) a community of bystanders willing to let it happen. When we start replacing moments of bystander inaction with moments when we watch each other's backs, we will make our vision of a daily life without street harassment a reality.

See more at: <http://www.ihollaback.org/resources/responding-to-harassers/#sthash.pQcD4SAh.dpuf>

International signage has been tried and tested. Considering large numbers of Nepalis who travel for work²⁴, compliance with international standards will serve to reinforce the serious of the messages.

²³ Despite the Nepal Labour laws which limit working hours to 48 per week, drivers and conductors work 12 hour days often seven days per week. Roads are congested and drivers are under pressure to maximise profits.

²⁴ One in four households now have a member living and working abroad.



Studies indicate that harassers and pickpockets 'make a calculation about getting away with it' so signage and bystander vigilance challenge their calculations. Signs let victims know they are not alone and tell perpetrators they are being watched. (this poster is from a campaign in Washington, USA)



for priority seats and containment of various misbehaviours should be enforced by using common norms and signage. Consistent use of signage would avoid the confusions that exist at present.

Senior police and transport operators involved in the study were supportive of this approach. Media Solutions who have pioneered the installation of TV monitors in buses which meet the height safety standards to allow their installation already run public safety messages and indicated they would support any future campaigns.

The main campaign messages would centre on advising people to be aware of pickpockets, exercising courtesy getting on/off buses, intolerance of rude language and behaviours and highlighting the problem of unwanted sexual attention (for women and men alike) as well as enforcing the priority seat arrangements. As well as visual messages, recorded or verbal messages to endorse improved behaviours could be considered e.g. as the bus stops recorded reminders to *'please let passengers off before getting on'*, *'please give up your seat to people who need it more than you'*, *'please do not push'* etc.

It was also felt to be important for this campaign to include safe driving. The DOTM plans to introduce additional proficiency testing for drivers of public vehicles are welcomed. Passengers role in supporting safer driving needs attention e.g. the campaign should include reminders that passengers should not distract drivers' attention, not expect to be dropped other than at bus stops.

It was noted that great care needs to be exercised in any campaigns to highlight harassment on public transport. The problem is not considered extreme at the moment and women, in particular, fear that too much attention or exaggeration of the issue could constrain their travelling freedom. Further, the language and visuals used must be unambiguous and direct. Experience in other countries suggest that poster campaigns need to be changed often to keep the content fresh and current.

Another aspect of the campaign proposed by study participants involves awareness and education. Two main targets were identified; drivers and conductors and school children. The DOTM proposals for enhanced proficiency testing may provide an opportunity to provide compulsory education programmes around safety and security for drivers. Safety and security teaching materials for schools which promote interactive learning and building social norms around individual and collective responsibility for safety in public spaces could be developed and promoted.

4.4 Take 'whole journey approach' to improving security

The study has shown that people feel most insecure in crowds, after dark and when there are very few people about. Some specifically mentioned the overhead bridges which are contained by walls or advertising hoardings. Similar studies in other countries highlight three key demands; increased lighting, more human presence (i.e. staff on transport) and visible policing²⁵. Recognising resource constraints, all of these measures are best prioritised on specific 'hotspots'

²⁵ E.g. End Violence Against Women commissioned opinion poll, YouGov, UK May 2012

There is an urgent need to provide vandal proof solar or other form of lighting which is independent of the national grid and can be guaranteed during power outages in particular locations which can be identified through public poll.

A way to identify insecurity hotspots which seemed to have traction in the qualitative discussions involves providing an **independent watchdog** SMS number which can be used free of cost for people to register any form of safety breach anywhere on their journey. This number should NOT be prefixed by 100 (police) as they are regarded as 'part of the problem'. The number will also be used to complain about police behaviour. All public transport vehicles would need to have a unique and simple reference code²⁶ displayed inside the vehicle (possibly on the ceiling). GIS supported apps could provide locations for registering other concerns e.g. lack of street lighting, threatening behaviour etc. The nature and frequency of problems can be digitally mapped and made public. This in itself would be a deterrent²⁷ but can also spawn focussed response from Traffic Police and other authorities (e.g. Metropolitan Office to provide improved lighting where complaints are most). London Transport Police have encouraged a programme whereby people can SMS descriptions of perpetrators of unwanted sexual attention and harassment anonymously. They say that even incomplete descriptions have been useful in intelligence gathering which has led to police action including patrolling hotspots.

Transport users also noted the need for better **scheduling and information** about routes and times of buses. Problems of overcrowding and associated insecurities could be improved if there was more information. In particular people noted the problems experienced in the early evenings which were exacerbated by not knowing when last buses would ply. In Brighton, UK, it is possible to text the route number and get updated information about the imminence of the next bus.

4.5 Support ongoing initiatives to improve legislation and protection of victims

This study concurs with others that the law to deal with serious cases of sexual harassment is inadequate and procedures to pursue cases need to be overhauled with the protection of the victim at its core. Advocacy organisations are currently working on a new Gender Act and they need support to ensure that the Act has the teeth needed to deal adequately with sexual harassment in public places.

As has been experienced in other countries, placing an intermediary between the victim and the police has increased reporting of cases and legal action. This study noted that people either felt that the police were 'part of the problem', were unsympathetic or their confidentiality could not be assured. Support should be given to independent organisations with victim support credentials and capacity to pursue legal cases on behalf of (women and men) victims of sexual harassment.

4.6 Ensure women's participation in future planning, design and implementation

Future planning and design for public transport must include the **participation** of women, elderly and young. Their perspectives must be taken into account in designing transport routes, vehicle interiors, waiting places and footpaths. In particular their physical needs and special vulnerability should be taken into account. As the population ages, growing demands for transport which allows older people to continue to exercise their independence need to be accommodated. DOTM should routinely collect and analyse gender disaggregated transport information to understand

²⁶ Alpha-numeric code which would identify the route and the particular vehicle

²⁷ Telling perpetrators they are being watched

the changing trends. Regular passenger satisfaction surveys should be conducted, good practice should be promoted and after dark safety audits routinely carried out. People's feelings of safety and respect need to be included as an indicator of quality public transport along with the more obvious indicators of timeliness, cost and comfort.

Efforts by Sajha Yatayat to promote women as conductors and drivers are laudable and DOTM can be active in encouraging other transport providers to follow this example as well as the older but sustainable example of women *safa tempo* drivers. As new driver regulations are introduced, care must be taken to ensure these do not constrain women's access to employment in the transport industry.

DOTM should also play a role in highlighting 'good practice', e.g. promoting after dark safety audits, highlighting actions to reduce overcrowding (e.g. more standing space), women role models employed in the transport sector, publishing transport rankings based on passenger satisfaction surveys.

4.7 Commission study on the needs and concerns of transport users with disabilities

There is an urgent need to undertake a study on the special needs and problems faced by public transport users with disabilities. The behaviour of drivers and conductors towards them, the behaviour of fellow passengers and hazards faced by poor design of vehicles have been highlighted in this study as causes for concern and need further understanding.

4.8 Summary of recommendations

Recommendation	Action	Timing
Overcrowding		
Revise design standards for all newly registered public transport buses	Develop new standards to maximise safe standing space and full height head room. Introduce compliance through safety examinations	By end 2014
Special provisions		
Drop 'women reserved seats' and replace with priority seats for pregnant women, elderly, persons with disabilities and those less able to stand	Develop new 'priority seat' regulations which include standard signage.	By mid 2014
Personal insecurity		
Mount 'Safer transport for All' campaign	Develop key safety messages (based on this study and Code of Practice) and communication strategy. Use media to promote the new campaign with consideration of different target audiences (providers, users)	By mid 2014

Introduce more rigorous public transport driving test and entry qualifications	DOTM accelerate action to introduce new proficiency tests which include safety and security concerns of passengers.	BY mid 2014
	Provide safety and security training to drivers based on Code of Practice	Introduce by mid 2014 and train at least every two years
Personal security and good conduct education in schools	Develop interactive package of education materials to highlight ways to keep secure and act as responsible 'bystanders'. include in official curriculum	By end 2014
	Deliver education in secondary schools	From end 2014 continuously
Make footbridges safer	Remove all advertising hoardings on footbridges and replace solid footbridge walls with railings	Immediately
Provide street lighting in insecure hotspots	Identify insecure hotspots through public consultation	Early 2014
	Find private sector sponsorship to provide vandal proof solar or battery powered lighting in insecure hotspots.	By mid 2014
Monitor insecure hotspots	Introduce App/SMS based system for reporting insecurity related to commuting. (NB NOT a police number)	By mid 2014
	Undertake regular facilities safety audits.	Start mid 2014 and thereafter 6 monthly
	Make public the findings re insecure 'hotspots'.	By mid 2014
	Deploy visible policing and other measures to reduce insecurity in these hotspots	Continuously once system working
Introduce unique easily remembered ID numbers for all public transport	Design simple ID system for passengers to be able to quote e.g. when reporting hotspots, concerns.	Early 2014
	Require all public transport to display the ID inside the bus on ceiling so it is always visible.	
Provide more scheduling information	Require public transport operators to declare exact times of last buses and display these at bus stops.	Immediately
	Display routes, types and frequency of transport available on different routes	Long term
Support new legislation efforts to ensure adequate redress for serious cases of sexual harassment on public transport	Work with others to ensure the new legal provisions have sufficient teeth to bring criminals to justice	During current Act overhaul
Establish and support independent victim support organisations for men and women to act as intermediaries in serious cases.	Identify and fund support organisations.	Immediately
	Publicise their role.	

Consideration of needs of women as transport users		
Include women participation in transport planning and design	Identify key categories of women public transport users (students, young mothers with children, working women of different ages, elderly women, street vendors, women with disabilities etc) and form an official consultative committee.	Early 2014
	Hold annual consultations on different elements of transport planning	Annually
Collect gender disaggregated data on public transport use to monitor changing trends	Identify basic commuter information data required for transport planning	Early 2014
	Develop an annual survey instrument to collect basic information.	Mid 2014
	Collect commuter information for transport planning on annual basis	End 2014 and thereafter annually
Improve service in public transport		
Conduct regular transport satisfactions surveys	Design survey to cover cost, timeliness, comfort, security, respect etc	Mid 2014
	Administer survey to 500 users at least every three years. Develop league tables of providers based on survey findings. Make results public and engage media in public discussion on changes. Highlight good practice in media.	Three yearly
Promotion of women in transport sector		
Promote women in the transport sector	Ensure legislation, entry requirements etc do not constrain women's participation as providers of transport services.	Ongoing
	Publicise role models	Mid 2014 onwards
Other studies		
Commission and respond to study on public transport users with disabilities	Identify consultants and provide study ToR.	Early 2014
	Review and act on study recommendations	Include in National Transport Management Strategy

Annex 1

Study Team

Name	Role	Organisation
Dee Jupp PhD	International Teamleader	Independent World Bank Consultant
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Neha Koirala	Researcher	FDM
Hritika Rana	Researcher	FDM
Sukriti Rana	Researcher	FDM

Annex 2

Documents Consulted

Asian Development Bank (2010) Kathmandu Sustainable Urban Transport Project Final Report, April 2010

ActionAid (2011) Women and the City: Examining the gender impact of violence and urbanisation; A comparative study of Brazil, Cambodia, Ethiopia, Liberia and Nepal.

Government of Nepal, Labour and Transportation Management Department (2010) Public Transportation Code of Conduct

Harrison, Jennifer (2012) Gender segregation on public transport in South Asia; A critical evaluation of approaches for addressing harassment against women MSC Dissertation, School of Oriental and African Studies, University of London

International Labour Office (2004) Sexual Harassment in the Workplace in Nepal

Jica, (2012) Data Collection Survey on Traffic Improvement in the Kathmandu Valley, Final Report, October 2012

National Transport Management Strategy (draft) Oct, 2013

Neupane, Gita and Meda Chesney-Lind, (2013) Violence against women on public transport in Nepal; sexual harassment and the spatial expression of male privilege. International Journal of Comparative Applied Criminal Justice.

Poudel, R. (2011). *A Research Report on "Understanding Masculinities in Public Transport*. Kathmandu Nepal.

Saathi, (2010) Preliminary Mapping of Gender Based Violence, study supported by The Asia Foundation and DFID

Report on Action To Make the Cities of Kathmandu Safer for Women and Girls (2013) ,Jointly organized by HNN, AAIN, Nepal Mahila Ekta Samaj, Nepal Mahila Adhikar Manch, Activista Nepal, UN Habitat and Nepal Police 28th February, 2013, Kathmandu

WOREC (2012) Annual Report 'Investigating violence against women' (Nepali only)

Websites

In Kathmandu

<http://www.youtube.com/watch?v=Onf6fju26bU> Stop sexual harassment in public vehicles, 2012

UK experience:

<http://www.railway-technology.com/features/feature-project-guardian-sexual-harassment-public-transport/>

<http://www.endviolenceagainstwomen.org.uk/sexual-harassment>

In Egypt

http://www.makeeverywomancount.org/index.php?option=com_content&view=article&id=6426:egypt-female-police-to-protect-egyptian-women-against-sexual-harassment&catid=37:violence-against-women&Itemid=63

In USA

<http://edition.cnn.com/2012/10/06/living/street-harassment/>

Blogs

<http://trn.gorkhapatraonline.com/index.php/op-ed/2646-public-transport-women-at-the-receiving-end-pragya-lamsal.html> retrieved Sept 19, 2013 Public Transport: Women at the receiving end by Pragya Lamsal

<http://www.ekantipur.com/the-kathmandu-post/2010/09/22/metro/sexual-harassment-nepal-should-have-grope-patrol/213027/> retrieved Sept 19, 2013 Sexual Harassment; Nepal should have 'Grope Patrol'

http://amplifyyourvoice.org/u/anupa_posts/2013/03/14/too-much-to-take-for-a-journey ,
retrieved Sept 19, 2013, Public Transportation and Violence against women

<http://www.thehimalayantimes.com/fullNews.php?headline=Sexual+harassment+on+public+vehicles+%3A+Raise+your+voice&NewsID=390066> retrieved Sep 19, 2013 Sexual Harassment on public vehicles: Raise your voice. A campaign by Himalayan Times

In the press

Global Press Institute, Lochana Sharma KATHMANDU, NEPAL Oct 17, 2012

Annex 3

Summary of key documents

The following are summaries of recent literature related to gender and transport in Nepal. Taking these together, we conclude:

- There have not been many studies on the gender dimensions of public transport use. There is a need to take a broader approach to understanding women's experience of using public transport rather than only on personal security in order to inform policy.
- All studies note that public transport users are primarily the working population and students
- Studies on sexual harassment note that the victims are most likely to be women aged 16-30

Studies note that 'whole journey' approach should be taken to reduce insecurity through measures such as better street lighting, access to security, awareness, sensitization and legal actions against perpetrators.

2012, JICA Study: Final Report: Data Collection Survey on Traffic Improvement in Kathmandu Valley (JICA, 2012)

This study was conducted by JICA to find out the existing traffic characteristics and issues; to compare with the past survey and forecast the future for traffic improvement in the valley for 2022. There are three different sections of the study; household survey, traffic survey and bus transport, which covers traffic types, movements, of passengers and management. The household survey covered 18,100 households between December 2011 and January 2012. It also conducted 17,139 roadside interviews, 1157 bus observations at Old Bus Park and 500 at Gongambun Bus Park for. In addition, it carried out a traffic count, roadside interview survey, major intersection, travel observation, travel speed surveys and interviews with 80 transport firms. We summarise only the findings from public transport perspective.

- Most passengers were workers (33%) or students (31.2%),
- In Kathmandu and Lalitpur the number of people at workplaces exceeded the number of people at residences, indicating that the working population flows into these areas from outside. Kathmandu N.P., which accounts for 38% of the population included 62% of the working population.
- The trip rate of men was much higher than for women mainly because the numbers of trips for older women is very low.

One of the major limitations of the survey is that did not look at the different needs of passengers. It did not cover the issue of security, service performance, preferences and concerns of passengers. The survey only includes passengers' opinion on bus services in relation to their willingness to pay more for better services. The report does not disaggregate the data by gender or consider special needs of women users of public transport.

2011, Action Aid, Women and the city: Examining the gender impact of violence and urbanization²⁸ (Actionaid, 2011)

This study is a multi-country on safer cities for women and includes Brazil, Cambodia, Ethiopia, Liberia and Nepal. It looks at the issues of gender violence and urbanization. In Brazil it looked at women living in poor neighbourhoods, in Cambodia women garment factory workers, in Ethiopia women engaging in informal vending, Liberia campus-based women and in Nepal women using public transport. The study concludes that many problems faced by women are related to the broader problems of infrastructure, policy, services and security. And lack of these basic services affects women more than men. The report identifies two key constraints; one is the domination of the men and the second are the social norms and values, which work against women.

This research report notes a high level of sexual harassment affecting women from all socio-economic groups but that school and college students are more vulnerable. It also shows some of trends, times and perpetrators, which would be helpful for controlling these kinds of cases. For example it says that crowded buses are the major spot where women feel unsafe especially between 9-10 am in the morning, which is the time when workers and students go to offices. Women also feel insecure when walking from the bus stop to house. Poor infrastructure and cultural constraints make the problem worse.

The report draws attention to the broader issues related to the women passengers using public transport in Nepal. However, as part of a multi-country research the context specific issues are obscured and this dilutes the possibility to draw out country specific recommendations.. While highlighting the issues, the study does not provide information about the extent and severity of problems of sexual harassment.

In addition to the study ActionAid produced two visual documentaries which can be accessed through YouTube, titled "Kathmandu does it belong to women too?" and "Women and Urban Space-How Safe?". The first shows ActionAid volunteers conducting a safety audit. This highlights the poorly maintained public toilet, unlit pavements and crowded buses. It also shows discussions with women, young men and security officers about sexual harassment. This 22 minutes documentary shows the problems faced by women because of crowded buses and through the group discussion women share their stories of harassment on public transport. As in other studies these are women who have had experiences of sexual harassment rather than representative of the wider population. The issue of the provocative clothes worn by women is raised by a young man and by a police officer which highlights the typical defence often raised and throws the blame for harassment onto women. The short second visual clip shows different forms of harassment faced by women in public spaces such as Ratnapark, or crowded places and public transport. Conclusions note that building infrastructure, access to justice, awareness raising and sensitization would reduce some of the problems faced by women in public spaces.

²⁸ http://www.google.com.np/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=2&cad=rja&ved=0CCsQFjAB&url=http%3A%2F%2Fwww.actionaid.org%2Fsites%2Ffiles%2Factionaid%2Factionaid_2011_women_and_the_city.pdf&ei=auyOUoLsG9CEIAWX1IHwBw&usq=AFQjCNEoalSTT1DEIOAB4bzNGuCLPzCWWQ&bvm=bv.56988011,d.dGI

2013, Gita Neupane & Meda Chesney-Lind Violence women on public transport in Nepal: sexual harassment and the spatial expression of male privilege: (Gita Neupane, 2013)²⁹

The study involved 238 college-age women. It used survey as well as interview methods to understand the frequency, type, and seriousness of sexual harassment and assault. It concludes that sexual harassment is widespread on the public transport in Nepal. Young women are more targeted than the married/ older women.

Specifically it notes that

- Average rate of harassment among married women was 19 times in the last 12 months times
- Average rate of harassment for unmarried participants was 40 times

The use of the Nepali term 'himsa' and unclear definitions of sexual harassment in the survey and interviews may have caused confusion. The survey and focus group discussions were self-selected and may therefore have biased the sample towards higher fear/experience of sexual harassment than in the broader population. These numbers need to be seen in this context and the approach exaggerates the general issue.

2012, Jennifer Harrison, Gender segregation on public transport in South Asia: A critical evaluation of approaches for addressing harassment against women, this dissertation is submitted in partial fulfilment of the requirements for the degree of MSc in Development Studies of the School of Oriental and African Studies. (Harrison, 2012)³⁰

The main focus of the dissertation is the paradox created during developing policy to curb sexual harassment in public transport. It raises an important discussion on segregation versus right to public space for the women. It argues that the segregation is a short term solution to making travel safer but does not recognize the wider issue of women empowerment and right to space. The author argues that there is a need to balance women's security with the women's rights to access public space equally.

This is primarily a literature review augmented with by a few interviews with ActionAid International's women's rights team and media content analysis. The review lens is sexual harassment which inherently limits a broader view of this issue in context and fails to acknowledge the diversity of context within South Asian region.

2011, Radha Paudel, A Research Report on "Understanding Masculinities in Public Transport," SANAM Fellowship Program, February-November, 2011, Kathmandu, Nepal (Poudel, 2011)

Research involved interviews around the perception of sexual harassment and interviewed public transport staff, passengers and policy makers. It notes the following

- women feel most vulnerable during the rush hours like office hours.
- women are facing verbal as well as physical abuse.
- Despite knowledge of the problem among transport providers and policy makers, their solutions are limited to stronger legal provisions and awareness raising.

²⁹ <http://www.tandfonline.com/doi/abs/10.1080/01924036.2013.794556>

³⁰ http://www.google.com.np/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=1&cad=rja&ved=0CCQFjAA&url=http%3A%2F%2Fwww.stopstreetharassment.org%2Fwp-content%2Fuploads%2F2012%2F12%2FFULL-DISSERTATION-TEXT-JENNIFER-HARRISON.pdf&ei=Xe-OUqrOBc7PkAWz_YCIAQ&usq=AFQjCNH009I9A2Qtk6hzC-rjN-3SP7Omw&bvm=bv.56988011,d.dGI

Gender and Public transport in the news and internet

<http://www.youtube.com/watch?v=mDcCFs5VnMI> Action Aid Nepal 22 minute video called '*Kathmandu; Does it belong to women too?*' posted on YouTube in Nov 2012 highlights their Safe City research conducted in 2011 together with Homenet and Nepal Mahila Ekata Samaj. It follows some of the study methodology; safety audits of waiting places, safe travel audits, focus group discussions with women, men and police, interviews with bus users, traffic police and a questionnaire survey administered at different times of the day. Harassment is often correlated to travelling in overcrowded conditions and the difficulties of women with small children is highlighted. Women talk about their coping strategies (holding bags close to their bosoms, using elbows, shouting out, slapping, using safety pins, getting off the bus- slapping was noted even from 10 years ago). The conductors, the documentary notes, may also be part of the problem. There is a call for more public awareness about the problem and support from fellow passengers, drivers/conductors when women complain. A police man and young man in a FGD discuss the provocation by women in the way they dress and flirt. The need for publicity around the penalties for harassment, encouragement and conducive environment for filing cases and enforcement of the law noted. This film has been viewed 894 times (Oct 10, 2013)

http://www.youtube.com/watch?feature=player_embedded&v=8--WuKTNuec 3 minute Nepal News.com coverage of workshop jointly arranged by Action Works Nepal and Outline Media on the problems of harassment on public transport, Nov 2011

http://www.gorkhapatra.org.np/rising.detail.php?article_id=44861&cat_id=7 Editorial on 'men in Women's seats' in The Rising Nepal newspaper calling for allocation of more women's seats (whole side of bus as India) and enforcement.

<http://www.thehimalayantimes.com/fullNews.php?headline=Sexual+harassment+on+public+vehicles+%3A+Raise+your+voice&NewsID=390066> September 2013, Raise your Voice initiative of Himalayan Times where readers comment on the recent initiatives of the Nepal Police to curb harassment on public transport through installing cameras and placing plain clothed police on buses. Replies mostly applauded the initiative but indicated that it would not be enough; other measures were to encourage women and girls to speak out and act ('*stand up for themselves*'), create a social movement to condemn indecent behaviour, reduce overcrowding and allocate more reserved seats, encourage drivers and conductors to file incident reports. People also pointed out that the problems were not restricted to Kathmandu valley but were prevalent in districts too.

<http://nepalitimes.com/news.php?id=19912#.Uld3ZVB6Y7s> Nepali Times, Jan 4, 2013 article 'War on Women' challenges entrenched patriarchy and the common practice of blaming women for the problem of harassment e.g. provocative dress, out late at night. Calls for change in social attitudes. Comments on this piece include a challenge to do more than stage small protests but to inspire a social movement.

<http://www.youtube.com/watch?v=fxM4M2eVEGY> Al Jazeera video report posted Jan 1 2013, '*Rallies Against Rape in Nepal*' covering the demonstration by protestors outside the PM's Office in Kathmandu to draw attention to the '*official indifference to problems of sexual violence towards women*' and the failure to act and protection of the guilty. Hundreds of men and women staged a 5 day protest sparked by outrage at the Delhi rape/murder. It also highlights the story of the 19 year old returning migrant worker who was robbed of her savings at the airport by airport officials and then was raped by a policeman. Al Jazeera reports cites the Nepal Women's Commission studies which indicate that half of Nepali women say they have been violated in some way and 15% claim that they have been sexually assaulted.

Annex 4

Detailed methodology

The study involved primary data collection and review of secondary data (studies, advocacy efforts, media coverage)

A mixed methods approach to primary data collection

The research approach was designed to integrate quantitative (questionnaire survey) and qualitative approaches and comprised the following;

i. Questionnaire survey for public transport users (women and men)

A short survey was administered with 470 public transport users (60% women) *in situ* while travelling on public transport at different times of the day, including peak hours (see survey instrument below) over a 3 day period in October 2013.

ii. Qualitative methods ;

As the issue carries significant social and cultural constraints to open discussion, informal means to engage people were used to supplement the survey. These included

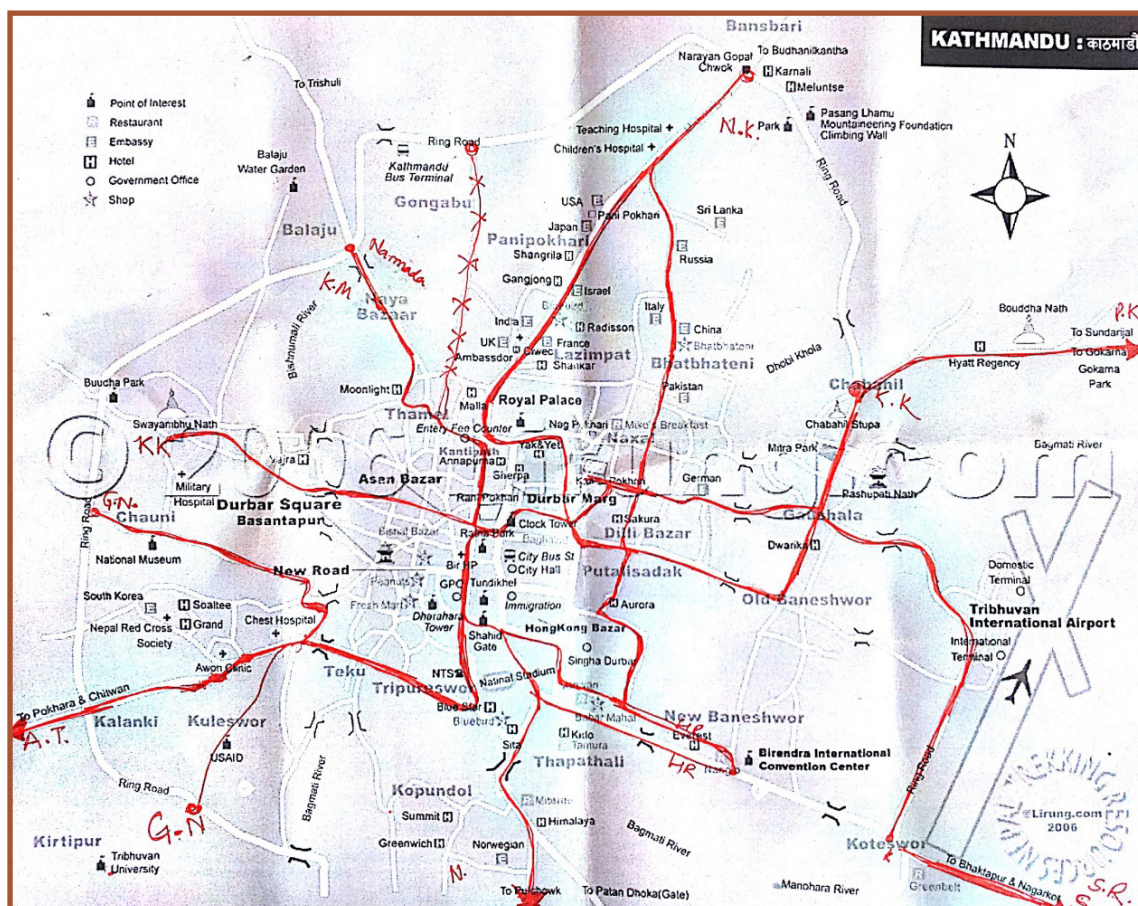
Informal conversations with users and non-users of public transport (to provide insights to inform the development of questions in the questionnaire and further insights into interpreting responses from the questionnaires and extend understanding of the experiences of women and men on public transport). 165 such informal conversations were held (58% women). **Participant observation** where researchers themselves undertook more than 22 journeys on public transport to experience first hand the issues faced and engaged in empathetic conversations with fellow travellers as well as observation and experience of transport facilities e.g. bus stands, waiting areas, toilets. **Focus group discussions** to jointly review the findings of the survey with different stakeholder groups. **Key informant interviews** with policy makers, security forces, transport operators and managers, transport service providers (drivers and conductors).

Research Steps and quality assurance provisions

- Scoping discussions were conducted with NGOs active in the issue, World Bank and government officials to clarify the research questions.
- Literature review covering national and international experience.
- Workshop was conducted with 11 field researchers to build common understanding of research approach and research questions.
- Scoping participant observation where researchers were required to travel on public transport in order to get first hand experience and help develop the research instruments.
- Based on scoping discussions, available literature and reflective session with researchers, the quantitative survey and qualitative research guidelines were designed.
- A workshop was conducted with researchers to work through the survey instrument and check the Nepali translation and simulate the administration of the questionnaire, to ensure common understanding of the survey instrument and to identify locations and timing for the survey.
- Means to ensure quality control was established by
 - ◊ Setting up a Facebook page to share survey times, routes and pictures

- ◇ Maintaining daily telephone contact with field researchers
- ◇ Real time SMS communication to ensure survey progress
- ◇ One on one meeting with field researchers to understand and check progress
- ◇ Checking of field data as it was completed
- Full day workshop with field researchers to share qualitative data from informal conversations and interactions with public transport users
- Half day workshop with field researchers to understand the limitations of the research
- Recording of detailed case stories to understand the issues more deeply

The map indicates the public transport routes where participant observation and surveys were conducted.



5.1. Survey

Questionnaire Survey (Final version)

1. Which mode of public transport are you using/planning to use now?

- Tula bus;
- Long distance bus;
- Nepali Yatayat;
- Sajha bus;
- Micro bus³¹ b/w³²;
- Mini bus³³;
- Tempo;
- Taxi;
- School bus (hired)

³¹ Micro=white or blue, low ceiling, approx. seating capacity 12-14

³² During survey, it was decided to note if blue or white as distinctions made

³³ Includes Mercedes, Force, usually taller than micro, seating capacity > 15 and maybe up to 25

2.a. What is your main reason for travelling now³⁴?

- Work;
- School;
- College;
- Care³⁵;
- Shops/market for purchasing;
- Access Healthcare;
- Social (visiting friends, family, recreation);
- Other (specify)

2.b. Is this a journey you make regularly? Y/N**3. How long does this journey normally take?**

- Less than 15 minutes;
- 15-30 minutes
- 30-60 minutes;
- More than one hour;
- Not sure

4. How many stops will you make before reaching your final destination?

- None
- 1 stop to change vehicles only
- 2 stop to change vehicles only
- More than 2 stops to change vehicles only
- 1 stops to complete errand
- Note nature of errand
- 2 stops to complete errands
- Note nature of errands.....
- More than 2 stops to complete errands

5. Why did you choose this particular mode of transport? (max 3 answers³⁶)

- Drives safely;
- Gets there fast;
- Frequent service;
- Gets me closer to destination than others;
- Costs less;
- More comfortable;
- Cleaner;
- Less crowded;
- Can get a seat;
- Can work while travelling;
- Vehicle more roadworthy;
- Feel more secure;
- Only way to get where I need to go;
- More space for luggage/goods;
- Other(specify).....

6. What are your main concerns about using public transport? (max 3 answers³⁷)

- Overcrowded;
- Cost;
- Personal insecurity;
- Poor driving- fear of accidents;
- Poor maintenance of the vehicle;
- Uncomfortable;
- Difficulties travelling with children;
- Difficulties because of my reduced mobility;
- Rudeness of drivers/conductors;
- Infrequency;
- Takes too long;
- Others (specify);

7. If you mentioned personal insecurity³⁸, When do you feel most insecure? (read out and ask to select one)

- Walking to get the transport;
- Waiting to get the transport;
- Getting on/in/out the transport;
- Travelling in the transport;
- Walking to final destination;
- Whole journey;

³⁴ If they are going home- what was main reason for the original trip e.g. returning from school will be recorded as 'school'

³⁵ E.g. dropping child/dependent at babysitter, KG, school, recreation, coaching, day care etc.

³⁶ Put asterisk * next to most important single reason

³⁷ Put asterisk * next to the biggest concern

³⁸ If not mentioned jump to Q.9

8. What concerns you most about personal insecurity?

- Pick pockets;
- Rude language (fellow passengers);
- Inappropriate touching (fellow passengers);
- Rude gestures;
- Others?
- Rude language (drivers/conductors);
- Inappropriate touching (drivers/conductors);
- Inappropriate graffiti/ advertisements;
- Mugging;

9. Using a scale of 1- 5 to assess your level of personal insecurity when travelling, where 1 is 'no fear' and 5 is 'extremely fearful'

9. a. How would you rate how much fear you have **overall** when travelling on public transport now (2013)

1 2 3 4 5

9. b. How would you rate how much fear you had 5 years ago?

1 2 3 4 5

10. Are there times and places where you feel more insecure? (max 3 answers³⁹)

- Rush hours;
- After dark;
- Early mornings- dark;
- Particular locations (which ones?).....
- In rain;
- Festival times;
- When few people about;
- When very crowded;

11. Have you personally experienced any of the following during your journeys on public transport this month? Or this year? (read all out)

	This month	This year
Rude language		
Rude gestures		
Pick pockets		
Mugging		
Threatening/aggressive behaviour		
Inappropriate touching		

12. Who do you prefer to stand/sit next to when waiting for or travelling on public transport? (read out all alternatives)

Women respondents	Men respondents
Other women	Other men
Younger men	Older men
Older men	Older women
Men my age	Women my age
children	children

³⁹ Put asterisk * next to time or place where feel most insecure

13. Who do you try to avoid standing/sitting next to when waiting for or travelling on public transport? (read out all alternatives)

Women respondents	Men respondents
Other women	Other men
Younger men	Old men
Older men	Old women
Men my age	Women my age
children	Children
People whose appearance concerns us e.g. drunk, smoking, addicts etc	People whose appearance concerns us e.g. drunk, smoking. Addicts etc

14. Can you please give me one suggestion which would make your journey better?

A. Which best describes your age range ? (read out all)

12-18 19-25 26-35 36-45 46-55 56-65 above 65

B. Do you mind telling me your ethnicity ?

0. Did not tell 1. State.....

C. Do mind telling me what best describes what you do? (read out alternatives)

0. Did not tell 1. Informal sector 2. Waged employee
3. Salaried employee 4. Self employed formal sector 5. Retired
6. Full time education 7. Unemployed 8. Home maker/family carer.

D. Male/female

E. Time of survey

F. location of survey

5.2 Informal Conversation Guide: Areas of enquiry

1. Transport needs

Where do people need to get to and how frequently? Are women's needs different e.g. do they have to manage travel for work and travel for domestic reasons? Does this differ from men's main reasons for travel? Domestic reasons may be '**care for others**' (e.g. taking children to daycare, school, out of school activities, recreation; taking other dependents out e.g. older people to health appointments, to meet up with family/friends) or may be **purchasing** food, clothes, medicines for themselves and others. Other studies in other countries suggest women make more stops on journeys than men because they have to combine work and domestic responsibilities.

2. Modes of transport

What different modes of transport do people use? What choices do they have and what constrains those choices (e.g. less money, no driving licence, family unwilling to allow driving, travelling alone , own lack of confidence, fear, carrying loads, accompanying children, carrying babies, accompanying those with impaired mobility etc.) What other considerations do people have in their choice of transport (e.g. personal security, road safety, environment concerns , comfort, health (e.g. prefer to walk), like to travel with friends etc) . For those that choose not to use public

transport- what are their reasons (e.g. flexibility, being in control, independence, door-to-door, feel safer, can take others etc). For those who have no choice but to take public transport, ask what their preferred mode would be if they could choose anything (ie their dream/aspiration if money and other constraints were no problem) and why they would choose that.

3. Proportion of time spent travelling

Explore how much time is spent on 'whole journey' (i.e. from start to destination including walking, waiting, changing transport) per day. How predictable is this? What are the implications of being late e.g. for school/college, health appointments, work? How accommodating/tolerant are people to delays/lateness?

4. Proportion of income spent on public transport

Explore *rough* estimates of proportion of income spent (weekly basis may be easiest). How much more would they be prepared to spend? What conditions would have to be met for people to be prepared to spend more. (value for money)

5. Main concerns about using public transport

What worries people about using public transport? What are the most critical concerns? If they could improve one thing what would it be?

6. Choice of school/employment/health providers affected by travel considerations?

Explore the extent to which people's choices about where to go to Day care/school/college, work, health are influenced by transportation considerations. Are women unable to go for some jobs because they are required to have own transport, have to travel at times where it is considered unsafe or where/when there is no public transport.

7. Perceptions of insecurity

How secure do people (men , boys, women, girls, LGBT) feel using public transport? (remember, fear may be as important as actual experience of problems and that walking to and waiting for transport is part of the journey not just the travelling inside the vehicle). Do they avoid routes, particular locations, times when they feel more insecure? What different strategies do people adopt to overcome their fears? (stand near others of the same sex, stand with back to walls, clutch bags in front, not walk alone, wear different clothes, always have mobile, pretend to call on mobile, carry needles/pepper spray etc)

What measures could be taken which would make people feel more secure? Give examples. (reality check their suggestions- can it really work? Could it make matters worse?)

8. Who are the perpetrators of abuse/harassment?

Ask people's perceptions as well as experience. What constitutes unacceptable harassment but is not necessarily criminal/offence? What is serious abuse? What are the best words to use to discuss harassment in these different contexts?

Who are the perpetrators? Are these the people that public assumes are the perpetrators? Do we stereotype?

9. Design issues

In what ways could public transport vehicles be designed better both for all passengers as well as for special needs of women and girls? (e.g. less seats so easier to get in and out, perching spots, larger areas for luggage, more hand rails, more accessible hand rails, reserved seats, higher ceilings so less crouching, low drop floors/ easier step access etc)

In what ways could waiting places be better? (lighting, more information, toilets, security etc)

In what ways could getting to/from the transport be better- e.g. walkways, bridges, pavement access, crossings?

Notes

- Use conversational style- sharing your experiences too
- Go with the conversation flow- do not refer to a checklist or push areas of enquiry where people not interested/engaged
- Be aware of how your body language and words can affect the interaction- be careful about showing approval/disapproval, suspend judgment, challenge your own assumptions, ask for clarifications
- Do not take notes in front of people
- Use 'why'
- Use 'What if'
- Include others in discussion where possible so it is not just question/answer but creating an opportunity for debate among respondents where you become the listener
- Use pictures/ written alternative cards for preference ranking if you find this useful
- Get people to explore future possibilities- helps to understand problems with current situation as well as identifies new ideas
- Play 'Devil's advocate' to test suggestions e.g. what are the downsides of introducing women only buses, women reserved seats, increasing CCTV coverage ?
- Forget that this is a gender study- look at needs of ALL passengers first and then later explore whether there are different needs/perceptions/issues for women and girls.
- Be very careful not to use development jargon, loaded words or words which may be differently interpreted e.g. himsa.
- Record actual quotes in Nepali (remember to note who said, when and where)

5.3 Interviews

Bus operators/Associations:

Purpose: Understand what they see as special needs of women as travelers. What provisions they make for comfort, safety and security of all passengers. What plans they have for improvement. What challenges they face. What efforts have failed in the past and why. What opportunities are there for women employment in their operations and pros and cons of this.

Police

Purpose: Understand what provisions they have for dealing with sexual harassment and problems they face in following up, implementing legal provisions. Their understanding of what constitutes harassment, who are the perpetrators, who reports cases, what is their understanding of prevalence

National Women's Commission:

Purpose: Collect information on women's employment particularly recent trends and projected

trends in Kathmandu Valley. Do they have data on harassment and how they see the issue. Assessment of how informed they are about the real experiences of the travelling public.

NGOs active in harassment/road safety or which have conducted recent studies

Purpose: Collect information on recent studies of harassment, jointly critique their research and limitations. Understand how they offer support to the problems experienced by women/girls and their future plans for support, campaigns, advocacy and policy dialogue

5.4 Focus group discussions

- a. Women tempo drivers;** focus on how they use public transport themselves, their views of being women drivers, why people seem to prefer tempos.
- b. Women bus conductors** of Sajha: understand their experiences , biggest problems they have to face on the buses, what they think are improvements of Sajha compared to other public transport.
- c. Media;** share the research findings and encourage their response to these. How can media be used to highlight the issues. How can we ensure the media does not mis-lead or exaggerate problems.
- d. Young women in education :** validation of research findings and further discussion around their direct experience of public transport use .

5.5 Participant observation

All eleven field researchers experienced a minimum of two journeys involving at least two different types of public transport at different times of the day. They engaged in informal conversation with fellow passengers. This experience was used to inform the questionnaire instrument and as a reference for analysis of both the qualitative and quantitative data sets.

5.6 Presentation of findings

Half day presentation to stakeholders including the media of the study findings followed by question, comment and answer session (Dec 11th, Annapurna Hotel). These comments were recorded and responded to in the final report.

Annex 5

Study participants

a. Quantitative survey with public transport users (self-selected occupation categories)

occupation	Age range (years)								Total male	Total female
	12-18	19-25	26-35	36-45	46-55	56-65	65+	Not given		
Informal sector										
male			3	3	1	1			8	
female			3	5	1	0				9
waged										
male			4	1	2	4	1	1	13	
female			0	5	6	4	1			16
salaried										
male	0	5	24	9	5	3			46	
female	23	21	10	2	1	23				80
Self employed										
male		0	3	4		1	1	1	10	
female		0	3	4		1	1			9
retired										
male						6	5		11	
female						1	1			2
Full time education										
male	25	24	4	0	0			1	54	
female	32	37	6	1	1					77
unemployed										
male	0	1	1	1			0	1	4	
female	1	5	3	1			3			13
Homemaker/carer										
male		0	0	1	1	0	0		2	
female		6	17	10	5	3	3			44
Formal Sector										
Male		1	7	5	0	1	1		15	
Female		2	3	4	1	0	1	1		12
Student/ Work										
Male		0	0	1	1				2	
Female		3	1	0	0					4
Did not disclose										
male	4	5	3	2	1				15	
female	2	10	7	3				2		24
TOTALs	87	120	102	62	26	48	18	7	180	290

b. Qualitative approach with public transport users

category	total numbers	number of women
Waged (daily/weekly pay)	16	13
Informal sector	24	10
Salaried (monthly pay)	43	27
Teachers	5	3
students	23	19
Elderly	14	5
Mothers with young children	8	8
Long distance bus users	13	7
Security providers	8	3
Housewives	10	10
LGBT	1	1
TOTAL	165	96

c. Focus group Discussions**Communications Focus Group Discussion/sense making workshop (Oct 31)**

Name	Organisation
Somesh Barma	Senior reporter , Republica (English daily)
Rabindra Gurung	Programme Officer (Media and Communications) , International Alert
Devendra Uprety	Discussion Coordinator, Martin Chautari (Media research organisation)
Ramkala Khadka	Journalist, Annapurna Post (Nepali daily) Secretary Women's Journalist Association
Laxmi Basnet	Community Radio

d. Women's Focus Group Discussion /sense making workshop (Nov 1)

Albina Dahal	Student
Shriya Basnet	Student
Asmita Rawat	Student

e. Interviews

Date	Person met	Designation and organisation
World Bank		
Oct 7	Shige Sakaki	Senior Urban Transport Specialist The World Bank
Oct 8	Santosh Kumar Gupta	Consulting Engineer
	Chandra Shrestha	Consultant
	Deepa Rai	Social Development Communications and outreach Consultant (PRAN) The World Bank
	Trishna Thapa	Communications Associate The World Bank
	Farhad Ahmed	The World Bank
	Dr. Bandita Sijapati	Social Development The World Bank
NGOs/activist groups		
Oct 7	Prakriti Pokharel	Volunteer, Astitwa
	Prayora k.c.	Volunteer, Astitwa
	Uma Thapa	Team Co-ordinator. Astitwa
Oct 7	Smriti RDN Neupane	Research Co-ordinator. ActionAid Nepal
Oct 25	Umesh Pokharel	Monitoring, Evaluation and Communication Officer, Saathi
Oct 28	Baburam Gautam	Executive Director, WOREC
Transport providers		
Oct 10	Padam Lal Maharjan	Executive Officer , SajhaYatayat
Oct 28	-	Office secretary, Madhaypur Thimi Bus Entrepreneur Association
Oct 25	Puja Kumari	Safa Tempo Driver
Oct 26	Shrijana Karnabihari	Sajha bus Conductor
Oct 26	Krishnamaya Poudel	Sajha Bus conductor
Oct 27	Krishnakant Bastola	Nepal Yatayat
Government of Nepal		
Oct 10	Mr. Tulasi Prasad Sitaula	Secretary Ministry of Physical Infrastructure and Transport
	Sharad Adhikary	Director (Tech) Department of Transport Management
Oct 12	Subodh Ghimire	SSP, Chief of Kathmandu District Police
Oct 25	Basanta Pant	Superintendent of Police Metropolitan Traffic Police, Kathmandu
Media/ Communications (see also focus group discussions above)		
Nov 1	Srijal Bhattaria	Managing Director, Media Space Solutions Pvt. Ltd

Annex 6

Key survey findings

CHART 1: Reasons for traveling by gender (women=265, men=177)

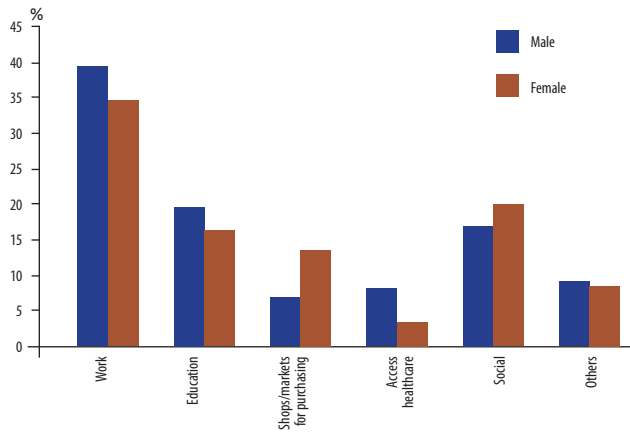


CHART 2: Reasons for traveling by time of travel (total=442)

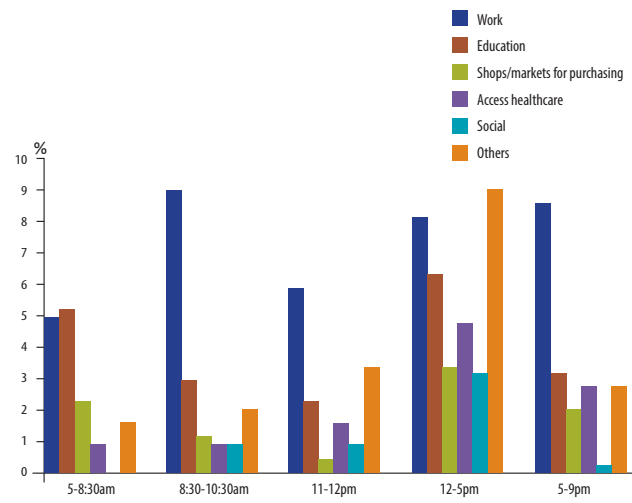


CHART 3: Transportation mode taken on the day of survey by gender (women=258, men=168)

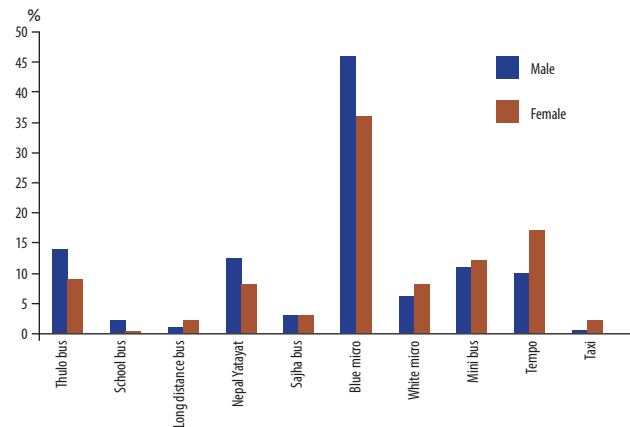
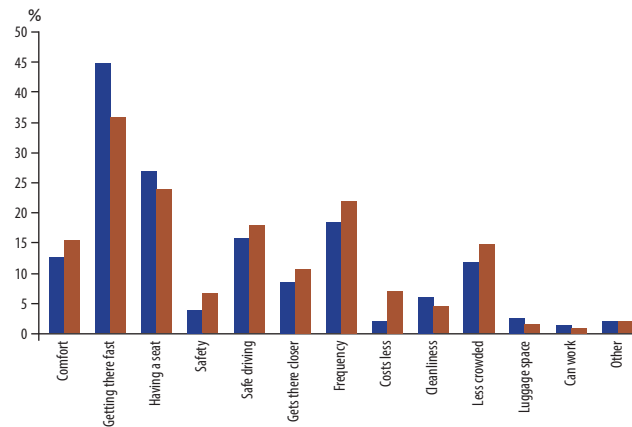


CHART 4: Reasons for choosing the transportation used today (women=196, men=152)⁴⁰



⁴⁰ 28 men and 68 women stated they had no choice of transport, so these respondents were removed from the analysis;

CHART 5: Passengers concerns about public transport by gender (women=258, men=170)

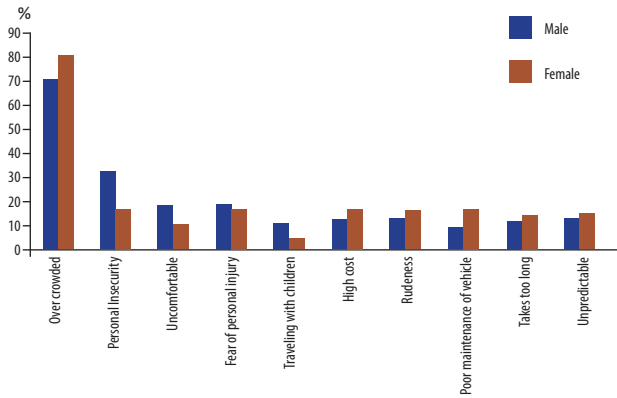


CHART 6: Distribution by age and gender of people concerned about personal insecurity (Total: 118),

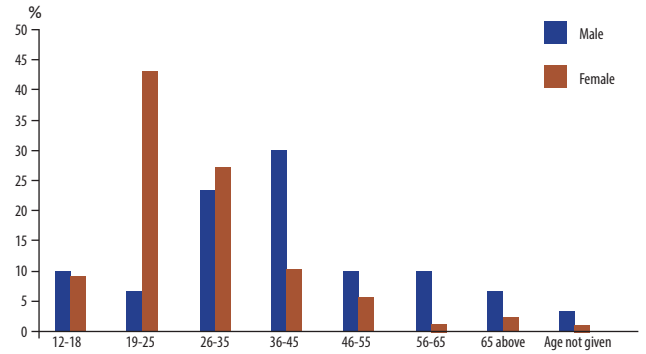


CHART 7: Direct experience of different type of insecurity by gender in previous 12 months⁴¹

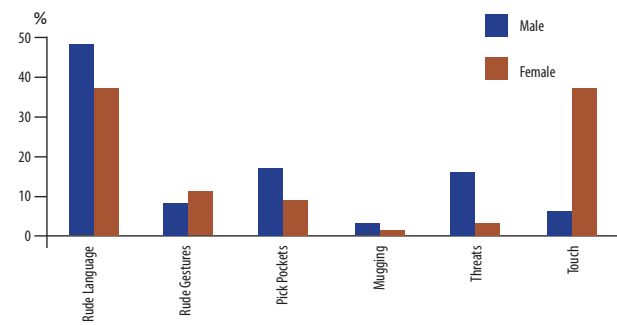


CHART 8: Women's response to whom they avoid sitting/standing next to (Women=224)

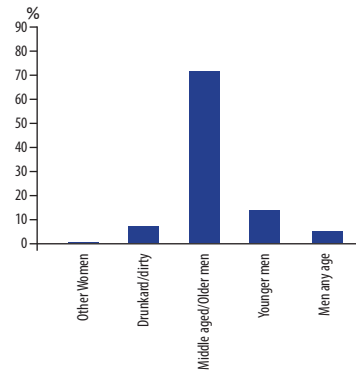


CHART 9: when people feel most insecure by gender (Men=158, women= 244)

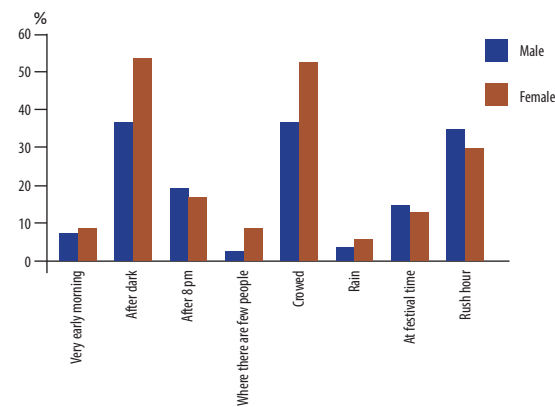
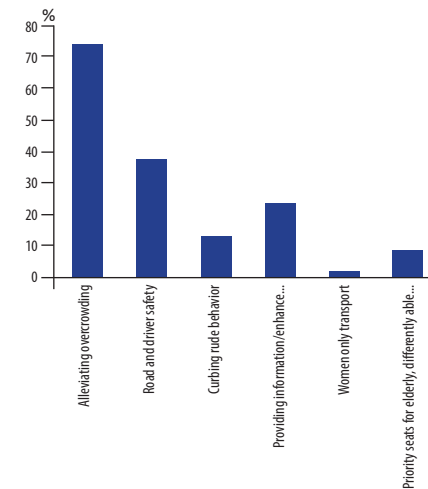


CHART 10: People's recommendations (Total: 304 responses)⁴²



⁴¹ Of those who identified insecurity as their concern.

⁴² No of responses were limited due to respondents frustration of public transport and pessimism about any possible change

Annex 7

Key findings from informal conversations

The following are **key findings** from the 165 informal conversations held with men and women users and non-users of public transport. The findings are only noted here where they were validated by others.

Transport needs:

Workers and students have no choice about time they take public transport and put up with the crowds and discomfort. Choose transport that gets them there quicker. Those using transport for social reasons always prefer non-peak times for travel. School children find afternoons more problematic than morning travel (in morning beat the peak hours). Men more likely to access bikes and motorbikes so have a choice. Many walk to save money (some for exercise)

Different needs of men and women

No difference for street vendors. Working women have to take public transport but some who can afford opting for 'scooties' as more convenient and less hassle/lack of hygiene. When travelling awkward e.g. late, with children, with large amounts of shopping will always opt for taxi. Some girl students jointly pay for taxi. Trip chaining rare as most services (shops, day care etc) are local. Men and women take very pragmatic approach to sharing chores- if passing the locality will undertake irrespective of gender. This is a changing trend as control of finances and gendered roles transforming.

Modes of transport

Positive comments about Sajha bus – more disciplined, two doors, space, complaints/info line but long waits, insufficient routes, started crowding and stopping at non designated places, slow. Micros preferred because fast and can negotiate congested traffic. Men can exercise 'push power', women tend to withdraw and wait for next bus. Micros specially bad for over crowding, conditions for insecurity and encroachment of personal space, will drop anywhere at night (abandon). Mini buses allow passengers to stand upright and this is better. Tempos often preferred by women because move slowly, passengers face one another, not overcrowded, easier to get in/out but unstable and liable to persona injury. Nepali Yatayat particularly disliked by men and women- considered unsafe specially after dark. Women do not like taking taxis alone. Vendors charged extra for loads and have restricted hours when allowed to travel. Old, persons with disability, mothers with children, those with luggage sometimes denied access because they take too long to board. Former two also because they have concessionary fares.

Alternatives to public transport

Scooties are available on hire purchase and some said ultimately cheaper than public transport, more reliable, avoids discomfort of public transport (sweaty, unhygienic, (coughing, spitting, smelly)). Night shift workers are provided with work transport because public transport ceases after 8pm. Cabs considered very expensive.

Problems

Overcrowding and problems from this e.g pickpockets, touching, personal injury. Men more likely to experience pickpockets, women harassment. Arguments and rudeness Impossible to travel with luggage and children. Put up with ordeal to get there fast. Very bad (foul) language of drivers and conductors all the time. Poor driving, including drink driving. Poorly maintained vehicles. Poorly designed vehicles- need more standing space and ways to make it easier to get on/off. Poor reliability constrains choice of home/work location, insecurity for small children constrains choice of day care. Take cabs to hospitals/health centres.

Insecurity

Touching happens because of overcrowding- think they can get away with it. Women use bags to protect themselves, sit near driver, prefer front facing seats. Special problems at night – unlit streets, footbridges, places where few people. Get on bus with other women at night. Some women voice concerns, use bad language, shame perpetrators. Others don't want to make fuss, feel unsupported. Not a taboo to talk about these days. Some feel everyday thing, not a big deal. Don't want to involve police as part of the problem and make matters worse. Not necessarily criminal offence- social offence. Young women concerned about losing freedom of movement by raising issue too vehemently. Women reserved seats not the answer. Constrains rights. Middle aged men identified as perpetrators- younger men tease but can manage this and have mutual banter or ignore. Grey haired/wrinkled the worst- difficult to say anything as same age as fathers and uncles whom brought up to respect. Long distance buses safer at night.

Time

Most spend about 40 minutes per day travelling. Worst at peak times because cannot get on bus. Early mornings a little unsafe, evenings worse. Recognition from employers that public transport is unpredictable- they mostly accommodate this, other work colleagues cover for lateness. Many leave home early to be sure of punctuality for work/college etc. Special problems around getting last bus. Insecure waiting for bus after dark- infrequent buses after 7pm. Fear of drunks and drug addicts.

Costs

Waged workers spend between 10-20% income on public transport. Reduced to 5% for salaried workers. Low income workers prefer to walk if possible. Students denied concessions on tempos and after dark. Scooty running costs may be half public transport costs. Frustration over cost but no guarantees of seats. Lots of fake identity cards used- causes tensions and fights. Season tickets preferred- suggestions for electronic ticketing – fair and not open to abuse. Some prepared to pay more if conditions improve (cleanliness, comfort, AC)

Annex 8

Legal provisions

This section provides a summary of the regulatory framework within which public transportation operates in relation to issues of safety, security and service demanded by users of public transport. The problem lies less in the provisions than in the implementation of these provisions. Penalties are outdated.

Road safety:

- Public transport drivers should be between 21 and 60 years old to drive a heavy goods vehicle and have two years' experience of driving light vehicles and must be 18 years old to drive a light vehicle. They must have a doctor's medical certificate of fitness and be able to read and write Nepali.
- Penalties for poor driving are quite light. E.g. 1000 rps (US\$10) for drunk driving, driving without a licence, overloading the vehicle, injuring others, 500 rps (US \$ 5) for driving without lights, failure to follow traffic signs, 200 rps (US \$2) for speeding, driving recklessly, driving vehicle in non roadworthy condition and 100 rps (US \$1) for overcharging fares.

Personal security:

The following lists the main legal provisions to address violence against women in the public domain.

- The Government of Nepal is a signatory to the 1991 Convention on Elimination of All forms of Discrimination Against Women (CEDAW)
- The Gender Equality Act (2006) includes provisions that sexual violence is a crime punishable by varying years of imprisonment, depending on the age of the victim.
- The law on sexual assault/rape says that if found guilty of raping a girl below the age of 10, the person will be imprisoned for 10 to 15 years, for raping a girl of 10 to 16 years, the person will be imprisoned for 7 to 10 years and for raping a woman of 16 years and above, the person will be imprisoned for 5 to 7 years. Those found guilty of a gang rape will serve an additional five years. The survivor will get half the property of the rapists.
- The Interim Constitution of Nepal (2007) recognizes the right to equality as a fundamental right. It provides that all citizens are equal before law. It also prohibits physical, mental or any other form of Violence Against Women (VAW) and declares that such acts shall be punishable by law [Article 20(3)].
- On 25 November 2009, the Prime Minister of Nepal declared 2010 as the year to combat gender-based violence (GBV). A special unit was established in the Prime Minister's Office to monitor GBV-related complaints and subsequent government action. A telephone hotline service and a women's desk have been established in the Prime Minister's office, where women can directly send their grievances, complain and appeal against GBV.
- Public Offences and Penalties Act (1970) asserts that "any activities or action that carries in it a sexual nature both verbally or physically" is harassment. The penalty is a US\$120 fine and sometimes imprisonment, but the legislation is rarely enforced (IRIN 2012). If a woman is sexually harassed/molested in a public place then the guilty person will have to pay 100-500 Nepalese rupees (US\$1.18-5.88) as a penalty and will be imprisoned for 6 months. If someone is found guilty of groping or touching or holding a woman with an intention of rape he will be charged up to 500 Nepalese rupees (US\$5.88) as penalty or will be imprisoned for a year, or both.

- Code of Conduct for Public Transport was published in 2010 (see annex 10). It is supposed to be enforced by Transport Owners, Drivers and the travelling public.
- There are national police guidelines and protocol covering police response to sexual assault. ActionAid Nepal is supporting the Government in the development of a manual for gender sensitive crime investigation. Women's desks have been established in the police stations in Kathmandu and one in each district police office.
- Astitwa has recently joined with the Kathmandu District police to provide a dedicated phone number to report harassment

The law is inadequate and supports antiquated penalties. Various studies indicate that women are unwilling to report cases of harassment because of the burden of proof, the lack of assured conditions for confidentiality

Annex 9

Types of public transport in Kathmandu valley

According to 2012 data, there are 5295 public vehicles operated by 51 firms which provide regular route transportation in Kathmandu Valley.⁴³ All public transport services in Kathmandu are now run by private sector operators.⁴⁴ Most have fewer than ten vehicles; many have only one, and a number of these are owner-drivers. All owners are members of one of the Transport Associations (see below).

Table 10.1 : Description of Types of Public Transport

Transport type	Local names	description	Type of routes	numbers ⁴⁵	Number of routes ⁴⁶
Large bus	Tula bus	With seating capacity for 46-60, long wheel base.	Highways, ring road and major feeder roads	320 (14)	2
Mini bus		Confusing category as some smaller buses (10m) are also called mini buses and have capacity of 26-45 seats. DOTM classifies those with capacity of 15-25 as mini-buses. They may have forward facing seats or bench type longitudinal seats There are many small white mini buses with seating capacity of more than 15. Also in this category are old converted Mercedes vans with about 15 seats	Larger roads as well as inner feeder roads depending on size and accessibility	2036 (2818)	107
Micro bus	Nilo-micro Setu-micro	All micro buses operations are guided by Microbus Byawasayi Sangh. Categorized as seating 6-14 passengers and all are four wheel vehicles. Nilo micro (blue-micro) run on LPG and are smaller than the white micros which are more in number. White micros (setu-micro) run on diesel. Regarded as very frequent and fast and able to go routes which others cannot	Inner feeder roads and minor feeder roads	2036 (1832)	90

⁴³ Source; Jica, 2012, although ADB suggests the number is 6,900

⁴⁴ With the exception of the recently revived Sajha bus which runs as a cooperative

⁴⁵ Source; Jica ,2012. Those in brackets are from ADB, 2010 based on FNTE figures

⁴⁶ Source; Jica

Tempos		Safa tempos are battery powered three wheeler (auto rickshaws) which carry 11 passengers. As a result of Danida funded project about 200 drivers are women and some women are also owners. Uses one gear and has simple braking system, they operate with battery which allows about 70km use and can manage an average speed of 60kph Gas tempos run on domestic LPG cylinders	Short routes	913 ⁴⁷ (1033; 430 gas, 603 electric)	21
taxis		Mostly Maruti Suzuki which are licenced to carry three passengers. Metering system has largely broken down.	Everywhere.	7000 ⁴⁸	N/A
rickshaws		Pedal-driven vehicles which can carry two passengers	Mostly in tourist areas of Durbar Square and Thamel	(188)	N/A

Timing:

Buses start to run from 4am and up to 9pm. However, the number of buses operating after dark reduces significantly to about 10% of the number operating during the day (source; Jica 2012)

Fares:

The Government of Nepal has fixed the fares based on distances as shown in the table. Table of Fares (currently authorised by DOTM for Kathmandu valley)

Distance (km)	Fare (NPR)
0-3	9
3-4	10
4-7	11
7-9	12
9-12	13
12-15	14
15-20	16
20-25	18

Students carrying ID cards are entitled to 47% discount

Source ADB: *Kathmandu Sustainable Urban Transport Project : Final Report : Annex 3.1 Public Transport Routes and Services.* April 2010

⁴⁷ Jica estimate includes gas and electric tempos

⁴⁸ Source ADB KTSUP, estimate for Kathmandu and Patan urban area



Transport Associations (source: ADB study 2010)

Every public transport vehicle owner, or operator, in Nepal is a member of an operators' association. This is not a legal requirement, but a route permit will not be issued to an operator who is not a member of an association. The minimum number of members is seven and are based around a particular route or several routes. There may be more than one association on any route, especially as different vehicle types tend to have their own associations, e.g. Safa tempo association, microbus association. In these circumstances the representative associations form a route committee to coordinate their activities.

The associations manage the routes, deal with the administration of licences for their members, provide insurance cover, deal with accidents, and arrange finance. Route management is carried out by timekeepers at terminals who control the running of vehicles on the route. If there is more than one association, each will provide its own timekeeper. It is also claimed that the associations monitor traffic flows on each route, so that they can adjust the number of vehicles allocated to each route.

There are two transport operators' federations in Nepal which act as umbrellas for the associations. These are:

- Federation of Nepalese National Transport Entrepreneurs (FNNTE)
- Electric Vehicle Association of Nepal (EVAN)

These Federations liaise with government on transport policy, with the aim of ensuring that their members' interests are taken into account. The FNNTTE is by far the larger of the two and claims to represent 100% of vehicle owners. It has 222 member Associations representing passenger and freight transport operators throughout Nepal. 92 of these, including 85 passenger associations, are in the Kathmandu Valley. Some EVAN members are also members of this federation.

Source: *Kathmandu Sustainable Urban Transport Project: ADB R-PPTA 7243 (Reg): Final Report : Annexes Page 66*

Annex 10

Public Transport Code of Conduct, 2010

(translated from Nepali)

Background

Currently there are 10, 15271 vehicles registered in Nepal of which 50,000 are public transport vehicles. And everyday around 100, 0000 passengers travel on public transport.

Therefore there is a need to address the challenge to provide a service which is more reliable, secure, women friendly, environmentally friendly and more accessible to passengers.

There are reports of gender violence on public transport, so the Nepal government, with consultation with other stakeholders, decided to develop this public transport code of conduct-2067

It is expected that transport operators, transport workers, traffic police, transport management department and the offices under it as well as civil society will help to implement this code of conduct.

Preamble:

There are complaints of rude language, offensive conduct against women and disabled persons, fare overcharging and women and disabled persons are not getting their reserved seats on buses.

Therefore, this current code of conduct is designed to protect the rights of women, children, senior citizens and disabled persons and to improve the conduct of people involved in this profession to make them better citizens.

Definition:

The code of conduct provides fundamental rules to guide public transport to maintain discipline, harmony, security, calm and proper behavior in management and provision of services. It is everybody's duty to follow these rules and breaking the code of conduct is legally punishable and socially unacceptable.

The code of conduct is a campaign targeted towards ensuring reserved seats for women and disabled persons; preventing the use of rude language by drivers and conductors, against rude graffiti and posters which may offend women, prevention of driving with intention to harm women and misbehaviour towards women who are travelling on long distance night buses.

Objective

- To ensure calmness, comfort, security in all the public transport for women, children and senior people
- To ensure the seats reserved for particular people are available to them and discourage rude language, rude graffiti and rude behavior
- To improve the behaviour of drivers and conductors and make this sector more civilized

Code of Conduct of Public Transport

1. Driver and conductors should speak in a respectful manner and vehicle owners and management team should arrange training and awareness raising programme for the vehicle staff.
2. Arrangement should be made to ensure that reserved seats for women and disabled persons are enforced. All old people, children and women should get priority in getting seats and in the night long distance bus, woman seats should arranged with other woman.
3. Public transport bus drivers and conductors must stop if women, old people, children, disabled person are asking to stop while travelling.
4. No drink and smoke inside the public vehicles. No rude graffiti and no poster be stuck inside the buses. These should be removed immediately.
5. Vehicles are not allowed to carry more passengers than its limit and should not carry more load than the limited luggage of the passengers.
6. Drivers are not allowed to talk on the mobile phone during driving. Passengers are also not allowed to talk with drivers during driving except while it is at the bus stop.
7. Fare arrangement should be displayed in the buses in places where everyone can see it. It must not charge more fare than fare fixed by Nepal Government.
8. Public vehicle registration numbers should be written inside the bus, in place where everybody can see .
9. Public transport should be clean and well managed. It should properly follow the schedules.
10. All distance bus should have first aid box
11. Passenger should only get on and off the buses in the allowed stand and ensure that stopping for passengers does not cause any traffic jam or accidents. Passengers should also get on and off the buses in a queue.
12. All the drivers and conductors should have identity card clearly displayed so that everyone could see it clearly
13. Different vehicles should be arranged if the vehicle breaks down during travelling or, alternatively if passenger demand, all the fare should be repaid to the passengers.
14. No one is allowed to play music or video which disturb other passengers. No music or video which is demeaning ,discriminates or insults the women can be allowed.
15. Child labour is not allowed and such act is punishable
16. More female women drivers and conductors should be encouraged to come into this profession to make it more women friendly. More awareness raising needs to be done against women violence and on the code of conduct
17. Public transport should park at the proper parking space
18. All has responsibility to implement this code of conduct

Public Transport Code of conduct (Implementation) Monitoring Committee

Central monitoring committee

DG,Nepal Transport Management Department

Representative Nepal Traffic Police

Nepal Transport Entrepreneur Federation

Different Transport Labor Union

National Women Commission

Section Officers, Nepal Transport Management Dept

Coordinator

Member

Member

Member

Secretary Member

Annex 11

Organisations active in advocacy for safe public transport and advocacy efforts

ActionAid Nepal

International NGO with special focus on rights (education, health, women, food, human security and governance). It has sponsored research in harassment on public transport which culminated in two reports (Action Aid 2011, 2012 see list Annex 3) and continues to work in policy advocacy on these issues. This includes working with the police and transport drivers and conductors.

Activista Nepal

Activista Nepal is an alliance of youth which fights against social injustice and poverty. It is part of the global youth network of ActionAid International. It joined the global network in 2007 through the Hunger Free Campaign. Since October 2012, the secretariat of Activista Nepal has established at Prerana. It is an active partner in the 'Safe Cities Campaign' together with Homenet and Nepal Mohila Ekata Samaj. It has participated in invisible theatre, flash mob, live painting, poster ad sticker campaigns as well as the research on harassment in public transport research undertaken for the multi-country Safe Cities Study.

SAATH

Social Service, Awareness Raising and Advocacy for Tranquillity and Humanity (SAATH) is a youth-led advocacy and development organisation which was established in 2004 by young people with a shared background in social work and was officially registered in 2006. The primary focus is to promote positive changes in several social issues, including HIV and AIDS, Drug Use, Child Rights, Elderly, LGBT and environmental issues. Since August 2012, SAATH started working as a full-fledged social work organization. Its goal is to *promote social justice, socio-economic change, human rights and peace through the establishment of professional social work, best practice models and youth leadership*. Specifically it intends to nurture youth leadership, promote youth to youth advocacy, generate solidarity towards working for a just society, promote the rights of marginalised and underprivileged and network among social workers to promote professional social work in Nepal. SAATH broadcasts on Citizen FM its 30 minute programme 'The Human Face' which tackles different social issues. In April 2013, it focused on the research undertaken by the 'Safe Cities' programme led by ActionAid Nepal.

Action Works Nepal (AWON)

Research and advocacy organisation with special focus on the Karnali region. It was active in the SHARP (Sexual Harassment Response and Prevention Campaign programme (funded by Urgent Action Fund). This involved working with OUTLINE Media to produce 13 episodes broadcast on radio on the issue of harassment on public transport. Advocacy involved interactions with Constitutional Assembly members, human rights activists, transport associations, trade unions (drivers), student unions and passengers. The organisation actively took up the case against a driver and conductor in December 2011 with the Head of the Public Traffic office but this was not followed up. AWON noted systemic failures including poor knowledge of the Public Transport Act 2067 and basic failings in provision of support to victims. Nepalnews.com provided coverage of their joint workshop with Outline media in November 2011 on sexual harassment on public transport.

Astitwa

Astitwa means "existence". Astitwa is a nongovernmental organization that seeks to promote the unheard women's voice. They state their mission is *'to provide a safe and friendly place for all the women, so that they can express their feelings without any hesitation and barriers'*. They have launched their stop street harassment campaign in mid 2013 and have partnered the police to provide a dedicated telephone line and SMS number for reporting harassment. They have also partnered with The Academy of Psychology to provide counselling to victims of harassment free of charge.



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