



ENSURING SAFE PUBLIC TRANSPORT WITH AND FOR WOMEN AND GIRLS IN PORT MORESBY



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About the Safe Cities Global Initiative: UN Women's Safe Cities Global Initiative includes the flagship Safe Cities Free of Violence against Women and Girls Global Programme launched at the end of 2010 in partnership with UN-Habitat, Women in Cities International, the Huairou Commission, Women and Habitat Network of Latin America and the Caribbean, and 50 other global and local partners. The programme is being implemented in Quito, Ecuador; Cairo, Egypt; New Delhi, India; Port Moresby, Papua New Guinea; and Kigali, Rwanda. It is the first-ever global comparative programme that develops, implements, and evaluates comprehensive approaches to prevent and respond to sexual harassment and other forms of sexual violence against women and girls in public spaces.

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**REPORT ON SCOPING STUDY FINDINGS
UN WOMEN
PAPUA NEW GUINEA COUNTRY OFFICE
PORT MORESBY, 2014**

TABLE OF CONTENTS

ACRONYMS	6
EXECUTIVE SUMMARY	7
Key findings	9
Recommendations	9
INTRODUCTION	11
RATIONALE AND METHODS	13
LITERATURE REVIEW	15
Women's safety on public transport: examples of programmes and strategies from around the world	15
Safety in public spaces in Port Moresby	16
Intersectionality: women's exposure to sexual violence while using public transport	17
SCOPING STUDY RESULTS	18
1. USE OF PUBLIC TRANSPORT	18
Frequency and purpose of use	18
Time of use	18
Travelling with others	18
2. COST OF PUBLIC TRANSPORT	19
Cost of PMVs/buses	19
Cost of taxis	20
Cost of carrying goods	20
3. TRANSPORT FACILITIES AND MANAGEMENT	20
Bus stops	20
On the bus	21
Incomplete routes	21
4. PERCEPTIONS OF SAFETY WHEN USING PUBLIC TRANSPORT	21
PMVs	21
Perceived time of risk	22
5. SEXUAL HARASSMENT AND OTHER FORMS OF VIOLENCE WHEN USING PUBLIC TRANSPORT	22
Personal experiences of violence	22
Others' experiences of violence	23
Perpetrators of violence	23
Response to violence	23
6. EXCHANGE OF SEXUAL SERVICES FOR TRANSPORT SERVICES	24
7. WILL A WOMEN-ONLY BUS PROGRAMME WORK?	24
Why are women targeted?	24
What can be done to make PMVs safer?	25
What can be done to make taxis safer?	25
How will the community respond to a women-only bus project?	25
8. INTERSECTIONALITY: FEMALE USERS OF PUBLIC TRANSPORT	26
MAIN FINDINGS	27
1. Use of public transport	27
2. Cost of public transport	27
3. Transport facilities and management	27
4. Perceptions of safety when using public transport	27
5. Sexual harassment and violence experienced on public transport	27
6. Exchange of sexual services for transport services	28
7. Response to intervention	28
8. Vulnerable groups	28
Further research required	28
RECOMMENDATIONS	29
CONCLUSION	31
ANNEX: SURVEY RESULTS	32
REFERENCES	39

ACRONYMS

CEDAW	Convention to Eliminate all forms of Discrimination against Women
CSW	Commission on the Status of Women
EVAW	Ending Violence Against Women
FGD	Focus Group Discussions
HIV/AIDS	Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome
ILO	International Labour Organization
IMT	Intermediate Means of Transport
LTAB	Land Transport Authority Board
MTDP	Medium Term Development Plan
NCD	National Capital District
NCDC	National Capital District Commission
PMV	Public Motor Vehicle
PNG	Papua New Guinea
RPNGC	Royal Papua New Guinea Constabulary
SC	Safe City
SC GP	Safe Cities Free of Violence against Women and Girls Global Programme
SH	Sexual harassment
SV	Sexual violence
SVAWG	Sexual violence against women and girls
UN	United Nations
VAWG	Violence against Women and Girls
WSA	Women's Safety Audits

EXECUTIVE SUMMARY

Public transport is a vital service in urban spaces, especially for women and girls. The ability to access safe, affordable and reliable transport enables women to participate in economic activity, access education, health, and other important services, and positively contributes to sustainable development.

The extractive industry has recently increased economic activities in Port Moresby, the capital city of Papua New Guinea (PNG). Not only have these activities widened the gap between the rich and the poor, they have led to an increase in employment in, and domestic migration to, the city. This in turn has led to greater mobility needs among Port Moresby's residents. As the choice of transport mode is related to socioeconomic status, it is disadvantaged groups that are more reliant on public transportation. In Port Moresby public motor vehicles (PMVs/buses) and taxis are the major mode of transport, with very low levels of ownership of private vehicles among city residents. Similar to other cities in middle-income and low-income countries,¹ PMVs and taxis in Port Moresby are often in a state of disrepair. Drivers may be unskilled and show low adherence to traffic laws, while enforcement of restrictions placed on registration and maintenance is negligible. In addition to this, there is direct correlation between the high rates of unemployment among men in Papua New Guinea, and the frequent carjackings and armed robberies of both private and public vehicles.² For women and

girls in particular, the use of public transportation poses specific risks of sexual harassment (SH)³ and other forms of sexual violence (SV).⁴

This report demonstrates that despite frequent experiences of violence against women and girls (VAWG)⁵ while using public transport, women still heavily rely on and use both PMVs and taxis, especially women and girls in disadvantaged communities, as they are the group least likely to have access to other forms of transportation.

1 UN-Habitat (2013)

2 UN-Habitat (2010)

3 **Sexual Harassment** refers to unwelcome sexual comments, attention, actions, or gestures. Like other forms of sexual violence, the key components of sexual harassment are the actions taken without the consent, permission, or agreement of the person or persons targeted. Sexual harassment can include non-contact behaviour, such as sexual comments about a person's body parts or appearance, whistling while a woman or a girl is passing by, demands for sexual favours, sexually suggestive staring, following, stalking, and exposing one's sexual organs. Sexual harassment also includes physical contact, such as grabbing, pinching, slapping, or rubbing against another person in a sexual way. Some elements of sexual harassment may be covered by criminal law. However, many elements may require civic action, which might involve educational and administrative responses.

4 **Sexual Violence** refers to any sexual act committed against the will of the other person, either in the case where the victim does not give consent, or when consent cannot be given because the person is a child, has a mental disability, or is severely intoxicated or unconscious, perhaps as a result of alcohol or drugs. It encompasses both sexual harassment and other forms of sexual assault such as attempted rape, and rape. It includes acts such as genital mutilation/cutting, forced sexual initiation, forced prostitution, trafficking for the purpose of sexual exploitation, and other sexually motivated forms of violence.

5 **Violence against women and girls (VAWG)** refers to any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women and girls, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life. (Definition from the UN General Assembly 1993 Declaration of the Elimination of Violence Against Women).

The frequency with which women experience unwelcome sexual comments, inappropriate touching, extortion, pick pocketing and bag snatching have led to women feeling unsafe while using public transport, and often anxious when traveling on their own. Frequently forced to walk long distances when a bus or PMV's travel routes are not completed, and to limit their travel after dark because of the increased risk of violence, such experiences deny women and girls the right to move freely in public spaces and prevents them from having equal access to employment, economic and social and cultural opportunities in the city.

Port Moresby is one of five cities participating in UN Women's Safe Cities Free of Violence against Women and Girls Global Programme (SC GP)⁶, in which all cities are developing a local model to:

"Prevent and reduce violence, particularly sexual harassment (SH) and other forms of sexual violence against women and girls (SVAWG) in public spaces, enabling women and girls to move more freely and safely, and increasing the exercise of their right to enjoy such spaces. Local Safe City models should be capable of adaptation and scale up, thereby having the potential to make more cities safe around the world.

The Port Moresby: A Safe City for Women and Girls Programme (herein referred to as the Port Moresby SC Programme) began in 2011, and is being implemented by the National Capital District Commission (NCDC), UN agencies, and grassroots women's groups and other civil society groups in marketplaces. It is based on the belief that well designed and implemented interventions have the potential for high impact on reducing women's fear of and experience of sexual violence in public spaces within a five-year timeframe. The Programme adopts a **multisectoral evidence based, and human rights based approach to prevent SVAWG**, which recognizes the continuum of violence, and spaces (links between public and private).

While the Port Moresby SC Programme's work continues to generate positive outcomes in marketplaces, violence that occurs in the areas surrounding the market and at nearby bus stops

also needs to be addressed as part of developing a comprehensive safe city approach. UN Women is therefore considering with stakeholders to include another public space – that of public transport – within Port Moresby's SC Programme, to address in a participatory way, women's and girls' safety and security in the city.

This Scoping Study draws on the use of a Scoping Study Guidance Note⁷ developed for participating cities in the Safe Cities Global Initiative, and captures the experiences and perceptions of violence that occur in Port Moresby in relation to the use of public transport by both women and men, and in particular market vendors, students, and professionals in selected locations across the city. The study was conducted at marketplaces and in schools, using personal interviews, surveys, and focus group discussions (FGD). A validation workshop was held to verify the findings of the report with diverse stakeholders, including for example, a female local government staff member, a female Ward Counsellor, a female community elder, a male PMV owner and a male PMV operator.

These findings will help to inform the design of interventions that will make the use of public transport more freely available to women and girls without harm or discrimination. In particular, it will follow up on a recommendation made by women and girls and other safe city stakeholders, based on promising practices implemented in other cities, to consider introducing an immediate measure to enhance women's feelings of safety and confidence in using public transport by initiating a women-only bus service.

6 For more information, visit: <http://www.unwomen.org/en/what-we-do/ending-violence-against-women/creating-safe-public-spaces>

7 UN WOMEN (2011a), Guidance for Scoping Studies. Prepared by Dr. Sohail Husain, Analytica Consulting, in collaboration with Laura Capobianco and Anastasia Posadskaya-Vanderbeck, Safe Cities Global Programme, New York: UN Women

Key Findings

Women reported being frequent users of PMVs and taxis, and were found to take more trips and travel on more days per week than men. Women described using public transportation to go to the market, school and perform other household chores. According to the study, during peak traffic hours PMVs are overcrowded, and women feel at higher risk of SH and other forms of SV. Women will often travel with others to feel more secure.

Taxis were found to play an important role for women who need to travel in the evening after PMVs stop running, or who need to carry large goods.

Over 90% of women and girls in the study reported experiencing some form of SV when accessing public transportation, including on buses, while waiting at bus stops, while walking to and from bus stops, or in taxis. The most common types of violence reported by women and girls included verbal sexual remarks, extortion, robbery, threats or intimidation, inappropriate touching, indecent exposure.

All users of public transport (both PMVs and taxis) described frequently being forced to pay more than the set fare established by the regulating bodies. Female market vendors were notably susceptible to this, as they often have to carry large goods, for which they are charged extra. It was also reported that children experienced extortion more frequently than adults.

Men and women said that many bus stops were derelict, unhygienic and lacked basic facilities such as seats, shelter and route information. Bus stops were also described as hot spots for violence, such as pick-pocketing.

Drivers of both PMVs and taxis were reported to frequently speed, and PMV drivers to regularly pull into bus stops erratically and at high speed. Both PMVs and taxis were often reported to not complete their designated routes, placing women at additional risk of violence.

97% of women and 75% of men described feeling unsafe when using public transport. Women Vendors felt most at risk of violence in the late afternoon and after dark, when carrying cash following a day of vending, and when the PMVs stop running and their transport options diminish. Women reported

that sexual acts would sometimes be exchanged, both willingly and unwillingly, for the use of public transport services. The likelihood of such occurrences increased in the evenings, due to greater reliance on taxi services. Insufficient funds to pay the full fare was the most common reason given by women who experienced violence in taxis.

60% of respondents (both women and girls and men and boys) who had experienced violence while using public transport, or witnessed it happening to others, did not report it. The most commonly cited reason was the fear of retaliation from perpetrators. Police were also perceived by participants to be ineffective, citing slow response times, and an overall lack of confidence in police response.

Female respondents were presented with several practices for safe public transport, including a woman-only bus service, which they regarded as a positive measure. They noted however, the importance of engaging men and boys in support of this service, and the need for proper safeguards to be in place in order to ensure the safety of passengers using women-only buses. Well-trained drivers (including female drivers), the use of security guards (either male or female), radio and GPS monitoring, and a guarantee that drivers would complete routes, were all indicated to be favourable responses to the problem.

Recommendations

The results of the Scoping Study revealed that despite the high levels of violence, including SH and other forms of SVAWG experience while using PMVs and Taxis, women and girls continue to use these services because of the lack of alternatives. The resource limitations for any programmatic interventions, the pervasive use of PMVs among women and girls, as well as lessons learned from other cities who have implemented women-only public transport as a measure to enhance women's feelings of safety on public transport, points to a recommendation for the trialling of a women-only bus service. To accompany this recommendation are others aimed at improving safety at bus stops, and a recommendation to implement community interventions that will address the underlying causes of VAW, and in particular SVAWG in and around public transport.

1. Work with National Capital District Commission (NCDC) to revise the programme design of the Port Moresby Safe City Programme in line with the UN Women's Guidance Note for Developing a Programme Design⁸, to include a strategy that will ensure safer public transport for women and girls.

- 1.1** Demonstrate why safe transport is important for women, explaining issues related to SVAWG on public transport, in order to increase sensitivity to violence.
- 1.2** Ensure that women are actively engaged in the programme design phase and that gender sensitive methods are used.
- 1.3** Clearly identify responsibilities, and public-private guidelines.
- 1.4** Conduct further research to fill in identified gaps, such as key routes, fare structure and operational plan.
- 1.5** Develop a community awareness strategy to accompany any new initiatives for safe public transport programmes, using gender sensitive communication principles and messaging.
- 1.6** Work with NCDC and the Land Transport Authority Board (LTAB) to employ more women in the public transport system, particularly as drivers, but also to consider their potential as security guards.
- 1.7** Engage with the PMV Owners Association, taxi companies, and other taxi owners as stakeholders to design the programme with other key stakeholders.
- 1.8** Develop a reliable reporting and complaints system with appropriate response mechanisms to address incidents of extortion and other types of SV, in conjunction with the Land Transport Authority Board, NCDC and the Royal Papua New Guinea Constabulary (RPNGC), possibly utilizing a toll-free hotline.
- 1.9** Consider providing development opportunities for women and girls in empowerment

programmes, such as self-defence, as well as addressing other issues they feel are important.

- 1.10** Develop a package of driver safety and gender sensitization training for public transport drivers and operators. Seek to expand this programme to all people engaged in the provision of public transport, not just for the Port Moresby SC Programme. Explore options to make this part of public transport license requirements

2. Develop a plan to ensure the safety of women and girls on PMVs/buses.

- 2.1** Pilot a women-only bus service and consider further development.
- 2.2** Explore questions of appropriate routes for women, time of use and appropriate fares.
- 2.3** Use gender sensitive and participatory methods, such as women's safety audit (wsa) methodology, to develop a plan for safe bus stops.
- 2.4** Utilize principles of Universal Design to ensure that buses are accessible to passengers with disabilities.
- 2.5** Appoint security at bus stops in order to prevent high rates of pick-pocketing.
- 2.6** Liaise with the Yumi Lukautim Mosbi Bus Stop Safety Warden programme to find synergies. Enlist community ownership for each bus stop in order to prevent vandalism.

- 2.7** Find ways for women to safely carry their larger goods.

3. Develop a plan to ensure the safety of women and girls using taxis and other public transportation at night.

- 3.1** Pilot a women-only taxi service, with female drivers.
- 3.2** Encourage the use of monitoring systems for private sector-run taxis.
- 3.3** Develop designated, monitored taxi stops, especially in places used at night.

8 UN Women (2011)

INTRODUCTION

Access to safe, reliable and affordable transport is key to women's participation in the economic and social sectors. Women in particular are often most affected by the state of public transportation, as they tend to use the service more frequently for household chores, are less likely to have access to resources for private transport and are more vulnerable to security risks. Increasing access to safe and reliable public transport for women can enable their active participation in city life and increase their access to health, education and income-generation.¹⁰

Public transport is particularly important in Port Moresby, Papua New Guinea where safety concerns are high, private vehicle ownership is low, and the use of intermediate means of transport (IMT) other than walking, such as bicycles is virtually non-existent.

Port Moresby has for the last six years been ranked in the top five least liveable cities in the world, based on evaluations of stability, health care, culture and environment, education and infrastructure.¹¹ High rates of unemployment amongst youth have coincided with an increase in gang affiliated forms of violence, which include breaking and entering, robbery and vehicle theft.¹² Pick-pocketing and carjacking are common experiences in Port Moresby and gang rapes and homicides are also increasing.¹³ As a result, travelling after dark or to the commonly known 'hot spots' is generally avoided, reducing overall freedom of movement.¹⁴

Within Port Moresby, the most prominent public transport service is public motor vehicles (PMVs); 15-20 seat buses that are privately owned but regulated by the Land Transport Management Board, who also set the fares for routes. Despite regulation, PMVs are often unregistered and in a state of disrepair.

A Port Moresby Urban Profile suggests that challenges relating to PMVs include disorderly and unprofessional drivers, poor mechanical upkeep, a lack of concern for passengers and a tendency not to follow set routes.¹⁵ It has been reported that in 2008, there were between 300 and 400 PMVs running illegally in Port Moresby.¹⁶

In addition to PMVs, taxis are also in high use by women, especially in the evenings when PMVs cease operations at dusk, and so for this reason they have also been included in the Scoping Study. Individual, private owners for single hire, operate the majority of taxis in Port Moresby. There are however, several taxi companies in place, such as Comfort Taxis. Taxis face similar mismanagement issues as PMVs, especially those operated by private owners.¹⁷

All PMVs and taxis in Port Moresby are driven by men, with no female drivers currently operating within the city. PMVs also have an additional male 'boss crew' or assistant who collects the passenger fare and helps to maintain order on the vehicle.

Recently the NCDC has introduced its own free bus service through the use of both donated (from Brisbane City Council) or purchased buses.¹⁸ This is a new initiative, and currently privately owned PMVs continue to be the most commonly used form of transport in Port Moresby.

¹⁰ See the International Forum for Rural Transport and Development (IFRTD), <http://www.ifrtd.org/new/issues/gender.php>

¹¹ Ibid.

¹² Economist Intelligence Unit, Global Liveability Reports available at www.eiu.com.

¹³ Papua New Guinea. Medium Term Development Plan 2011-2015 (MTDP), p.93

¹⁴ UN-Habitat (2010)

¹⁵ World Bank (2004)

¹⁶ UN-Habitat (2010)

¹⁷ Radio Australia and the Australia Network, 2008, PNG government to overhaul Port Moresby public *transport*, at http://australiannetwork.com/news/stories_to/2407152.htm, accessed February 2014

¹⁸ UN-Habitat (2010)

¹⁹ See NCDC website at <http://www.ncdc.gov.pg/public-transport.html>, accessed February 2014

The Port Moresby SC Programme has been working since 2011 to make the city safer for women and girls in marketplaces. In developing a comprehensive approach to ensure safe public spaces, however, it is important to include additional spaces where SVAWG occurs, in particular in areas surrounding the markets and nearby bus stops. While it is commonly agreed that women and girls in Port Moresby are at risk of SV while using public transport, little research has been conducted on this challenge, and very few programmes are in place to prevent and respond SVAWG in public transport, and that can be assessed for impact.

One promising approach currently used in over 15 countries to increase women's safety on public transport is the use of segregated or 'women-only' transport. These programmes seek to make transport safer for women and girls through the use of female carriages on trains, women-only buses and taxis, and by utilizing female staff.¹⁹ Taking into account some early lessons from these programmes, and the prominence of PMV use in Port Moresby among women and girls, the Port Moresby SC Programme is considering the recommendation among women beneficiaries/agents of change and other safe city stakeholders to pilot a women-only bus service that will increase women's autonomous mobility in the city, as well as their feelings of safety in using public transport.

As a signatory to the Convention to Eliminate all forms of Discrimination against Women (CEDAW), the Government of PNG has demonstrated its willingness to ensure that women and girls are not denied rights on the basis of gender discrimination.

Ensuring equal access to public transport is directly relevant to the goals of *Papua New Guinea Vision 2050* (Vision 2050), *Papua New Guinea Development Strategic Plan 2010-2030* (PNGDSP) and the *Medium Term Development Plan (MTDP)*. In particular, equitable access to transport can directly contribute to the MTDP's goal of ensuring that 'all citizens irrespective of gender will have equal opportunity to participate in and benefit from the development of the country'. Working to ensure safe means of public transport will also help to achieve the mission of the National Policy for Women and Gender Equality 2011-15 'to promote improved equality, participation and empowerment of women in PNG'.

The agreed conclusions of the 57th Session of the Commission on the Status of Women (CSW), the highest global normative body on women's rights, made particular reference to the importance of ensuring women's and girl's safety in public places, particularly in cities. It called on States to "increase measures to protect women and girls from violence and harassment, including sexual harassment and bullying, in both public and private spaces, to address security and safety, through awareness-raising, involvement of local communities, crime prevention laws, policies, programmes such as the Safe Cities Initiative of the United Nations (paragraph zz)."²⁰ The development of a project designed to ensure the safety of women and girls on public transport in Port Moresby would be a direct and positive implementation of the agreed conclusions of CSW 57.

19 International Transport Forum (2011), p. 13

20 United Nations (2013). 57th Session of the Commission on the Status of Women, Agreed Conclusions, New York. p. 14.



PHOTO: UN Women/Katherine Webber

RATIONALE AND METHODS

In recognition of the important role public transport can have on women's equality in Port Moresby, in August 2013 a Scoping Study was conducted in order to better understand women's and girls' use of PMVs and taxis, and their experiences and perceptions of violence and safety in and around public transport. The research findings were validated in early 2014. The Scoping Study on public transport was informed by a Scoping Study²¹ implemented in 2011 under the Port Moresby SC Programme, focusing on safety in marketplaces, which are common areas of economic activity for women.

This Study focuses on target users of public transport, including professional working women, female market vendors, female primary and secondary school students and general members of the public. Views of professional working men, male market vendors, and male primary and secondary school students were also included. It includes city sub-areas (marketplaces), which have been identified in the Port Moresby SC Programme as the sites of intervention, in particular Gerehu and Gordons marketplaces.

The purpose of this Study is to better understand the relationship between the use of public transport by women and girls, and their experiences of VAWG, including SVAWG, that occur in Port Moresby. From these findings the aim is to assess whether or not a women-only, or 'Safe Buses' service might be a feasible intervention in the Port Moresby SC Programme.

A participatory approach was used throughout the research. Questions were developed in partnership with key SC stakeholders, such as staff at the Gender Desk of the NCDC, who were able to provide recommendations and input based on their knowledge and experience. Questions were adjusted to ensure accessibility and comprehension across a wide variety of participants, and translation was made available. The research process followed the World Health Organisation's Ethical and Safety Recommendations for Researching Violence against Women.²²

Research questions were centred on the frequency and use of public transport, cost, transport facilities and management, as well as perceptions of safety and experiences of violence while using public transport. A range of mixed methods was used in the Scoping Study to collect both quantitative and qualitative data. 160 surveys (124 female, 36 male) were conducted in two markets, a secondary school and with members of the general public. Approximately 192 persons participated in focus group discussions (FGD) (130 female, 62 male). FGDs were held with vendors from Gordons and Gerehu markets, with women (80) and men (21) in separate groups. In depth interviews were held with a woman with a disability, a PMV owner and two female professionals.

While guidelines, such as WHO's, have been developed for researching violence against women, there are as yet no internationally recommended or agreed upon ethical guidelines for researching violence against children. Recommendations and guidelines found in the existing literature on this topic were followed to ensure that 'do no harm' principles were followed.²³ During the focus group discussions (FGD) with children, the students' teacher and two female counsellors were present. Consent was requested from the schools involved which, in this Scoping Study, included 61 primary school children (30 female, 31 male) from Sacred Hearts Primary School, Waigani Primary School and Wardstrip Primary School, along with 20 students (10 female, 10 male) from Gordon Secondary School. Most of the students were between 10-12 years of age. All

21 UN Women (2011b). Making Port Moresby Safer for Women and Girls. Papua New Guinea: UN Women.

22 WHO (2005a). Researching violence against women: a practical guide for researchers and activists. Available at: http://whqlibdoc.who.int/publications/2005/9241546476_eng.pdf?ua=1

23 UNICEF, 2012, Ethical Principles, Dilemmas and Risks on Collecting Data on Violence against Children: A review of available literature.

discussions about violence experienced by children on public transport were kept casual, girls and boys were interviewed in separate groups, and although adverse reactions to questions were minimal, if the research team sensed any unease, they were quick to reinforce that, 1) everything was confidential 2) children had the freedom not to answer any question 3) children could speak with the researchers or their teacher if they had any questions. At the end of the FGDs there were games and singing to leave the children with a positive feeling after the interviews.

The Scoping Study research team consisted of three local government officials, either two or three local women market staff depending on the location, and an international volunteer with UN Women. The findings of the research were analyzed, and compiled by one international consultant, with the assistance of another consultant and the programme staff of the UN Women PNG Country Office. A validation workshop was also conducted with a woman local government staff member, a woman Ward Counsellor, a woman community elder, a male PMV owner and a male PMV operator, to verify the findings through an interactive session, whereby the findings from the Scoping Study were discussed and clarified.

As per the Scoping Study Guidelines, this study was not intended to provide a precise, definitive and comprehensive statement of the situation in the proposed intervention area. Rather the study was conducted with the aim of quickly providing a snapshot of the circumstances surrounding the use of public transport by women and girls and their experience of SH and SV while doing so.

Scientific sampling was not conducted and the results given are only reflections on the responses from the groups who were interviewed. Interview sites were chosen based on existing intervention sites as well as a random selection of schools, and participants were chosen based on availability. As such, the findings are not representative of the greater community, and only reflect the answers of a limited number of respondents. Therefore it should not be used in place of a baseline study for evaluation.

Given the research gap on women's experiences of safety on public transport, significantly more women than men were interviewed during the survey. Male-only FGDs were conducted in the Study providing important insights on their experiences of violence on public transport and perceptions of violence against women on public transport..



PHOTO: UN Women/Katherine Webber

LITERATURE REVIEW

Women's and girls' use of public transport and experiences of violence

Women and men have different experiences in accessing and using public transport. Some studies in different regions suggest that women walk longer distances and use public transport more frequently than men due to their responsibility over household chores,²⁴ that women are often less able to afford private transport,²⁵ and that women are often excluded from public transport when it is overcrowded,²⁶ preventing them from participating in economic activity.

The Global Assessment of Women's Safety, which surveyed 210 organizations, found that one of the most widespread forms of gender based violence included violence in public spaces, in particular public transport (19%)²⁷.

Women who use public transport are at risk of SH and other forms of SV, including verbal harassment, extortion, inappropriate touching, indecent exposure and rape. It has been proposed that, globally, SH on public transport may be the most 'intrusive' form of harassment in public space due to how difficult it is for a woman or girl to remove herself from the situation.²⁸

A previous Scoping Study conducted by UN Women in 2011 revealed that Port Moresby faces similar experiences in women and girls' use of public transport. The study revealed that women are frequently victimized in public spaces, commonly experiencing SH and other forms of violence in marketplaces, at bus

stops, and while using public transport. Over 50% of the female respondents said they had experienced some form of violence in their lifetime.²⁹

A review of the World Bank's work in addressing gender issues in transport in developing countries revealed that even when positive gender policies and designated government focal points are in place, gender consideration in public transportation planning is often overlooked.³⁰

Women's safety on public transport: examples of programmes and strategies from around the world

One promising approach used by several countries to enhance women's and girls' use of and safety on public transport is the implementation of women-only public transport. In India 'Ladies Only' trains were established to address common experiences of 'eve teasing' (verbal sexual remarks) and inappropriate touching.³¹ Similar services have been piloted in Japan, Egypt, and Brazil. In Mexico, women- and children-only bus and metro carriages are made available during rush hours and are guarded by police. In Manila the light rail now has two carriages at the front reserved for women.³² As recently as March 2014, Pakistan introduced its own bright pink mini buses for women.³³

24 Riverson, J., et al., (2005)

25 Harrison (2012)

26 International Transport Forum (2011)

27 Women in Cities International (WICI) (2008)

28 Harrison (2012)

29 UN Women (2011b) To view full report: <http://www.unwomenpacific.org/pages.cfm/news-resources-centre/publications/2012-2/making-port-moresby-safer-for-women-girls-scopingstudy.html>

30 Riverson, J., et al., 2005

31 World Bank (2011)

32 International Transport Forum (2011)

33 Gulf News, 8 March 2014, 'All Aboard! Pakistan's first women-only bus', available at gulfnews.com accessed March 2014.

These services are often established at the request of local women who have experienced different forms of SH and SV. They have helped to increase access among women to public transport in general, and have been particularly beneficial to women who do not have the financial resources to use private transport.³⁴

It is important to note however, that gender segregation is not considered a long-term solution to prevent VAWG, as it does not address the deeper underlying issues of gender inequity. Some critics argue that women-only transport can actually increase the gender divide, and places responsibility for inequity more on women than men.³⁵ Initiatives such as these however can be strengthened when combined with longer-term prevention initiatives that address risk factors associated with perpetration of VAWG, and victimization.

In addition to women-only transport services, several other gender sensitive programme approaches have successfully improved safety for women and girls using public transport. The participation of women in public transport employment has demonstrated positive effects. In Mumbai, women have been engaged in the Female Commando Railway Protection Force and provide security at platforms. This has been found to increase women's reporting of violence, as women survivors feel more comfortable reporting to female officers. The programme is used in conjunction with women-only carriages.³⁶

A programme in Montreal in 1992 called "Between Two Stops" found that a gender aware approach towards public transport planning can have the double benefit of reducing the threat of violence, as well as helping to work towards a goal of gender equality in helping to increase safe access to economic and cultural activities in the city. Through developing a partnership between women's groups, local authorities, university research groups, health officials and public transport, a programme was designed to enable women to alight from a bus between regular scheduled stops, if they requested, thereby decreasing the time they spent walking in the evening. Following a positive review of the programme it became a permanent service in the City of Montreal

in 1996, and was further rolled out in other major Canadian cities.³⁷

It was also noted that the inclusion of transport workforces fostered a more positive reaction towards public transport initiatives. For example, in Pakistan the International Labour Organization (ILO) found that by engaging external forces such as the Traffic Police Department and the Transporters' Association they were able to diminish risks of obstacles in their project implementation.³⁸

Safety in public spaces in Port Moresby

The issue of safety at bus stops has already seen interest and action through the Yumi Lukautim Mosbi Projek's Bus Stop Safety Wardens. This initiative enlists young males who may have been previously in conflict with the law, and places them as voluntary bus stop wardens in areas where they live. Initiated in 2011, the project had initial success in decreasing violence, but also in helping to change the way young men think about SV perpetrated against women. In exchange for their time the wardens are given free vocational training, and many have gone on to gain full-time employment in the security sector.³⁹⁻⁴⁰

34 World Bank (2012)

35 Harrison (2012)

36 World Bank (2011)

37 Capobianco (2010)

38 International Labour Organization Country Office for Pakistan (2011)

39 Stephen Sims, personal communication, 21/2/2014

40 Yumi Lukautim Mosbi Projek, 'YLM Report: Season 2, Episode 4: Bus Stop Safety Warden update and Francis Tokai's new song!', available at http://www.yumilukautimmosbi.org.pg/warden_update accessed February 2014.

Intersectionality: women's exposure to sexual violence while using public transport

Some groups of women are more at risk of SV than others. Crimes against people with disabilities are largely committed by males against females, due to social exclusion, limited mobility, communication barriers, and negative social perceptions of them. When compared with men with disabilities, women with disabilities are more likely to experience poverty and isolation. Women with disabilities in the Pacific region have been found to face significant barriers to economic and social participation, which are exacerbated by the challenges in accessing public transport.⁴¹ Women and girls with disabilities who cannot access public transport may have limited knowledge and awareness of domestic violence laws and services, and on how to access services for survivors of violence.⁴²

People living with HIV and AIDS, and those who face other chronic illnesses, are also impacted by reduced access to public transport, since it affects their access to health care, and perpetuates stigma associated with their conditions.⁴³

Sex workers are also at risk of SV in public spaces.⁴⁴ A 2011 study found that 23% of sex workers in PNG indicated they sometimes used PMVs as a venue for the sex trade, and 29% had PMV drivers and assistants as clients.⁴⁵ The nature of this interaction means that sex workers may be at higher risk of SV when using public transport.



PHOTO: UN Women/Katherine Webber

⁴¹ UNDP Pacific Centre (2009)

⁴² Ibid.

⁴³ UNFPA (2013)

⁴⁴ WHO (2005b)

⁴⁵ Kelly, A., et al (2011)

SCOPING STUDY RESULTS

1. Use of public transport

Frequency and purpose of use

Both male and female participants in the Scoping Study were found to regularly use public transport (98% of survey respondents and 100% of FGD, interview and validation exercise participants). Even those who own or who have access to cars would still use public transport at times to save money, or when their private vehicles had broken down or because they lacked access to their vehicles, perhaps due to sharing them with their families and communities.

Use of public transport was reported to be an everyday occurrence. Overall, more women were found to use public transport than men on any given day of the week. Female respondents in the study were found to be more likely to use public transport more times in one day than men. This was attributed to women often having additional errands to run during the day, such as trips to children's schools, hospital visits and other domestic tasks outside of the home, which is in keeping with the overall trends of women's use of public transport in other developing countries.⁴⁶ The lowest use of public transport was Sundays, when 66% of women used public transport, compared to 50% of men. This was attributed to women's church attendance being greater than men's.

Women (especially those above the age of 19) reported primarily using public transport to get to and from the market or to do their shopping. It was noted that even if a woman was engaged in professional employment, or stayed at home, she still tended to go to the market regularly. Men were found to use PMVs more for visiting family friends. It was indicated that this might be because men are more likely to deal with any 'clan' or family/tribal conflicts and so regularly travel for this reason.

Travel to and from work was a low-ranking reason to use public transport, although professionals were not well represented among the study participants.

In addition, many women who go to the market do so to sell goods, which may not have been considered by the participants to fall under the term 'work' or formal employment.

Younger people reported using public transport most frequently to get to and from school (92% of all 8-18 year olds, 97% of girls and 84% of boys).

Time of use

Public transport use is predictably high during the morning and evening rush hours, which fall between 6-9am and 5-7pm. While many students finish school at 2:30pm, they also reported frequently staying behind for after-school activities, returning home at 5pm.

Some women reported arriving at markets early in order to prepare their goods and avoid the traffic. Market vendors would sometimes make more than one trip on public transport in the morning if they needed to pick up their goods from the wholesale sellers at Gordons market, making 6-7am a busy time for public transport use at Gordons. What time the vendors then got back on the bus depended on the arrival time of trucks bringing in the goods and could be as late as 10-11am.

PMVs generally stop running at dusk, which is before many market vendors finish for the day. Women indicated that this makes them reliant on taxis (especially those carrying goods). Those unable to afford taxi fares must return home on foot in the dark (In Gerehu, vendors can now leave their goods in the marketplace overnight).

Travelling with others

Travelling with others (family and friends) on public transport was reported to be a regular choice for 59% of women and 50% of men, especially during rush hours or in the evenings. Women market vendors noted that they felt comfortable enough travelling on their own during the daytime but less so in the evening, something they are often required to do since they all finish at the market at different times.

⁴⁶ See IFRTD at <http://www.ifrtd.org/new/issues/gender.php>

“Sometimes it’s safe when we are with other vendors, most times I go on my own to Gordons to get my supplies.”

Woman Market Vendor at Gerehu

“In the morning women travel together but in the evening they travel on their own (‘one one’) because they finish at different times.”

Woman Market Vendor at gerehu

When using taxis, high rates of both men and women reported being likely to travel with others in order to share the cost. Women particularly might share taxis at the end of their work day at the market if they had goods to take home, and as a safety precaution.

“To make it (taxi travel) safe we must travel with a friend or relative.”

Woman Market Vendor at Gordons

2. Cost of public transport

Cost of PMVs/buses

The cost of PMV fares is set by the National Land Transport Authority. Nevertheless, passengers reported being commonly asked to pay more than the set fare. Nearly 80% of all men and women described instances where they have been forced to pay above the cost. Fares paid ranged from 30 toea⁴⁷ for short distances to up to K4 for longer ones, despite the maximum allowed fare for any route in the National Capital District (NCD) being set at 80 toea⁴⁸ (unless travelling on the NCD Jumbo Bus, which costs K1).⁴⁹ The Independent Consumer Commission (ICC) has found that some drivers are charging up to five times the approved fare.⁵⁰⁻⁵¹

47 Equivalent to 11 US cents

48 Equivalent to 30 US cents

49 National Gazette No. G175 15 November, 2007, *Prices Regulation Act (Chapter 320) PMV and Taxi Services Price Order 2007 and No. G492 19 December, Public Vehicles Prices Order, 2013.*

50 ICC, 2014, ‘PMV Owners Risk Prosecution from ICC for Overcharging.’

51 PNG Edge, 2014, ‘ICC warns PMVs on overcharging fares’, available at <http://www.pngloop.com/2014/02/13/icc-warns-pmvs-overcharging-fares/>, accessed February 2014.

Overcharging is such common practice that many users reported carrying extra cash in anticipation. Passengers are made aware of the fare when boarding the bus. Some respondents noted that they were happy to pay slightly more because of the cost of operating services in Port Moresby. The majority however, was dissatisfied.

“For me I understand that I have to pay more because of the cost of things in Moresby these days.”

Professional woman

PMV owners reported that their reasons for the increase in fares was due to the high cost of operating services, as well as to compensate for high traffic periods.⁵² For example, it was noted that the route from Gordons to 9-Mile, which is regularly charged at K1 (despite the 80 toea maximum regulation), might be charged up to K2 during periods of heavy road works.

By contrast, users of PMVs indicated the reasons they had to pay above the standard fee were due to carrying heavy goods, or for being a student, or for travelling exceptionally long distances. Fares charged also rise from K1 to K2 if the bus travels over the Poroporena Freeway. This route is used as a shortcut; however it is not permitted for PMV use and the increased cost accounts for the risk of fines that the driver may incur.

While no statistical difference was found in the survey between the types of people who are more likely to face extortion, focus groups revealed that children could be more vulnerable to extortion than adults. In particular it was noted that children did not always receive correct change, or were treated poorly if they did not have the correct fare.

“Drivers forced him (a child) to pay 50 toea. He gave 30 toea. They left him on the road and shouted at him.”

Male student (primary school)

There was no statistically significant difference between experiences of extortion by women and men. It was commented that women and men pay the same fare, and that any difference would not be accepted by the female passengers.

52 Ibid.

Cost of taxis

Taxi fares paid in NCD ranged from less than K10 to more than K60⁵³, with the most commonly paid fare being between K10-20. The mandatory maximum fare is outlined as K1.50 flag fall charge and K2 per kilometre.⁵⁴ Taxis users reported that they were charged extra in the evenings and for going through unsafe areas. Women also explained that some taxi drivers would charge more if they thought the woman to be carrying earnings from a day's market vending.

"Taxi drivers know that women vendors finish from the market because they pick them up from the market gate. They know that this woman has sold her stuff today."

Woman Market Vendor at Gordons

Cost of carrying goods

Passengers on PMVs who carry bags that take up seats or excessively fill space are required to pay an extra fee. The rate is determined by the PMV crew and reportedly often charged at more than the price of an additional seat, from K1 to K10, depending on the weight and size of the goods. Due to their prominence in market vending and high use of public transport women described how they are often the ones who bear this extra cost.

"Some of those that carry half of the food home, they pay the seat for 7 or 5 kina to take it with them."

Woman Market Vendor at Gerehu

However, some PMVs are unwilling to carry such large goods, and will not allow them at all. It was noted that many women carrying goods resort to pooling together to enable them to hire a taxi or private vehicle.

⁵³ K1 = US\$0.38, K10 = US\$3.80, K20 = US\$7.60, K60 = US\$22.80

⁵⁴ National Gazette No. G175 15 November, 2007, *Prices Regulation Act (Chapter 320) PMV and Taxi Services Price Order 2007* and No. G492 19 December *Public Vehicles Prices Order 2013*.

"Once they are at Gordons and they are bringing their food items with them and they are trying to get on the bus that's where they have problems with the bus offside and the driver telling them they are occupying space for other passengers. That's where the mothers have problems in the PMV buses, because they are carrying their items with them and it's very heavy."

Woman Market Vendor at Gerehu

"Most of the buses don't want to carry the cargo on the back, they just want to carry the normal passengers. So they are forced into paying the extra money for the taxi."

Woman Market Vendor at Gerehu

3. Transport facilities and management

Bus stops

Bus stops were described as severely lacking basic amenities. The most commonly identified problem was uncleanliness, followed by a lack of lighting, uncomfortable or inadequate seating and insufficient cover. It was also revealed that bus stops provide no information about bus routes.

"The bus stop is always looking dirty and not safe for females to travel alone."

Female secondary school student

A major problem identified at bus stops was inadequate traffic control of PMVs when they pick up and drop off passengers. Comments described PMVs driving dangerously in and out of bus stops in an attempt to pick up passengers quickly and beat competing PMVs.

"PMV drivers don't slow down, they speed into the bus stops."

Woman Market Vendor at Gordons

On the bus

89% of respondents said that PMVs often speed at dangerous levels. It was also noted that drivers and crew would not respond quickly enough to violence occurring on their PMV and that there is frequent overcrowding.

“I have to scream to tell them to slow down, especially on 2-Mile hill.”

Woman Market Vendor at Gordons

“There should be plenty of spacing in the buses because sometimes the seats are too close together and when women sit alone next to men they get abused.”

Male secondary school student

Incomplete routes

A common problem experienced by study participants was the incompleteness of routes, which placed passengers, particularly women and girls, at risk of experiencing violence while walking further distances than necessary. The main reason identified for this practice seemed to be the drivers' preference for travelling only the most lucrative sections of any given route. For example, buses travelling from Gerehu to the main Boroko bus stop would often terminate at 4-Mile bus stop (one stop too early) if there was a large group of passengers waiting to return to Gerehu from there.

Other reasons given for why drivers chose not to complete routes included the disrepair of roads and a desire to avoid traffic build up (especially near Erima and 9-Mile road works) and unsafe areas.

“There is a road there which the number 4 bus travels through, but for some time now the buses don't come this way because the road has deteriorated over the years. It's an hour's walk from the main bus stop.”

Woman Market Vendor at Gerehu

Taxis were also reported not completing routes. The most common reason given for this was passengers not having enough for the fare, followed again by concerns for the driver's safety.

4. Perceptions of safety when using public transport

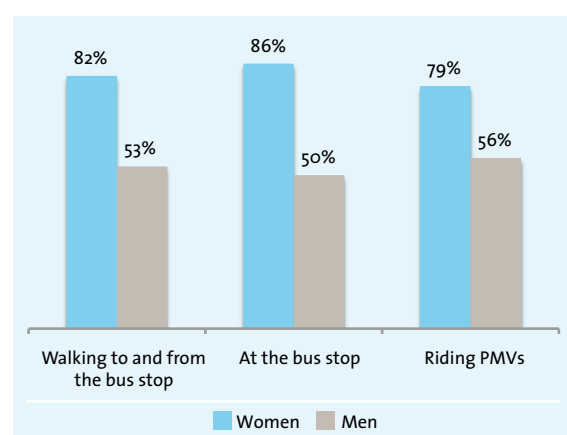
PMVs

92% of survey respondents said they felt unsafe accessing or using the PMV service. Overall, more women (97%) than men (75%) reported feeling unsafe at every stage of PMV use, whether walking to and from the bus stop, waiting at the bus stop, or when using the PMV itself.

Figure 1
Respondents who feel unsafe using PMVs

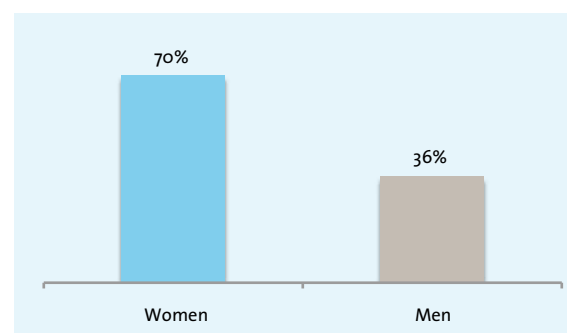
Overall, women and men regard taxis as safer than PMVs. However, it was reiterated that there are considerable risks associated with the use of taxis for women late in the evening.

Figure 2



Respondents who feel unsafe using taxis

Many respondents reported hearing stories of taxi drivers abducting women and being sexually violent towards them. This was the most common reason given by female respondents on why women were afraid to use taxis.



“Because some taxi drivers they see a nice lady or girls hop in, they go in wrong directions or have wrong thoughts. They may rape women, and sometimes kill them.”

Professional woman

“Because there are a lot of cases about taxi drivers causing harm and sexual abuse to girls and young women.”

Female student

Other reasons women gave for feeling unsafe using taxis included a lack of desire to travel on their own, the driver not completing the requested route, a fear of strangers, the risk of robbery and of drivers driving while under the influence of alcohol.

“It’s very important to have another person with you in the evening when you finish from the market and want to go home. We carry money and taxi drivers know that we have cash, they might arrange with their wantoks and we will get held up.”

Woman Market Vendor at Gordons

When those who felt safe using taxis were asked what made them feel safe, they explained that taxis take passengers directly to their houses, eliminating their time in traveling to their destination in isolation, and indicated that feelings of insecurity are experienced while walking to and from the bus stops.

“I prefer using taxis because there aren’t other people apart from the driver and it takes me directly to where I want to go.”

Professional woman

Perceived time of risk

Study participants explained how women tend to be at most risk of both violence and extortion late in the day when they are carrying cash from their earnings.

“Women are more at risk taking cabs alone in the evening after vending. They need an escort like their husband. There is always the risk of them being sexually harassed or raped. That normally happens in the evening. After hours more people know that they have money and they are targets.”

Woman Market Vendor at Gordons

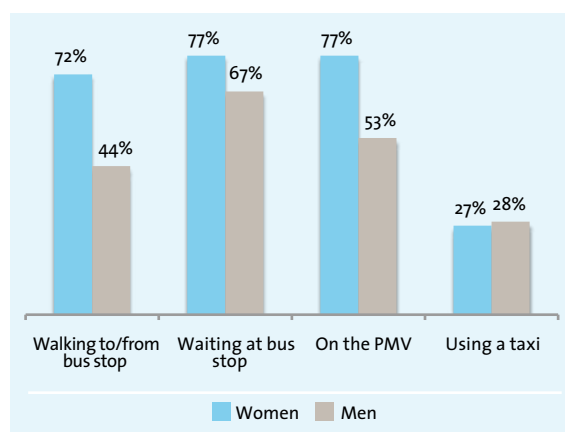
Rush hours were also reported to be periods during which the risk of violence and SH, such as inappropriate touching, is greater.

5. Sexual harassment and other forms of violence experienced on public transport

Personal experiences of violence

Over 90% of women and 80% of men interviewed said they had ever experienced some form of violence when using public transport, whether on a PMV, waiting at a bus stop, walking to and from a bus stop, or while using a taxi.

Figure 3:
Respondents who have experienced violence in public spaces.



The types of violence experienced appeared to differ depending on the phase of public transport use. For example, while walking to and from the bus stop, the most common types of violence described by women included: swearing or demeaning remarks, verbal sexual remarks, threats or intimidation and unwanted touching or indecent exposure. These events occurred most frequently at Gordons.

In contrast, while waiting at the bus stop robbery was the more common occurrence (experienced by 33% of women), often through the form of pick-pocketing. Swearing and demeaning remarks, threats and intimidation and verbal sexual remarks were also reported.

Gordons, Gerehu and 4-Mile bus stops were all noted as hot spots.

“Bus stops are the worst spots for pick-pocketing”

Female student

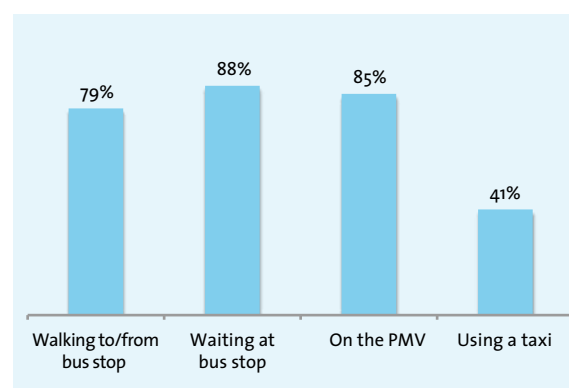
Women reported that once on board a PMV they most commonly faced extortion, swearing or demeaning remarks, and unwanted touching or indecent exposure.

Only 27% of respondents, (27% female, 28% male), reported experiencing some form of violence in a taxi. The most common type described was extortion (56% of people who experienced violence while using a taxi). However there was one reported case of rape. Again Gordons area was identified as problematic, with 25.6% of experiences of violence occurring there.

Others’ experiences of violence

Respondents in the study were also asked if they had heard of or witnessed other people experiencing violence while accessing public transport. Positive responses were higher to this question, which is likely due to the imprecise nature of the question, but may also represent underreporting due to an unwillingness to admit to personal experiences of violence.

Figure 4
Respondents who have witnessed or heard about violence committed against other public transport users



In particular, more respondents gave accounts of violence they had heard of occurring against others while using a taxi, compared with any personal accounts of direct violence against themselves in a taxi. 17 respondents had heard of or witnessed female passengers being raped.

Perpetrators of violence

According to women survivors of violence, the most common perpetrators of violence included male youths under 29, ‘drug users’ and ‘drunkards’ and adult men over the age of 30. The same results emerged from accounts of violence experienced by others.

Response to violence

64% of female and 44% of male respondents who experienced violence did not report the matter or seek help, and 60% of respondents who witnessed or heard of violence happening to someone else also did not report it. Respondents revealed that when they did report violence, they most frequently did so to police and family members.

Study participants indicated that the major reason why acts of violence are not reported was fear of retaliation. Respondents also expressed a lack of confidence in police response, which was reported as slow and ineffective. Some respondents noted that experiences of violence were too common and not serious enough to report.

“I was scared if next time they caught me that they would kill me.”

Female student

“Because I don’t want to take the risk. The police is not effective so I might be attacked for reporting.”

Female student

“Common in taxis. When the woman does not have any money to pay for the fare she agrees to have sex so that both parties agree.”

Male market vendor at Gerehu

Sex workers were reported sometimes using PMVs to conduct transactions, or to engage with PMV and taxi drivers as clients.

6. Exchange of sexual services for transport services

The exchange of sexual services for transport services was reported to occur both with and without consent from women and girls. 51% of survey respondents reported that they had witnessed or heard about people providing sexual favours instead of paying, or in addition to paying the PMV or taxi fare willingly. Over 60% reported witnessing or hearing about instances where people were forced to exchange sexual services while using taxi services or PMVs. The most common acts of sexual behaviour mentioned were unwanted sexual touching (40%), rape (28%) and indecent exposure (16.3%).

Night-time was presented as a period of significantly high risk, in which women and girls might be forced into exchanging sexual services. Several respondents explained that when women leave nightclubs late at night they have little option but to use a taxi to get home, even though they may not have sufficient funds.

“Yes it happens at night clubs, when women have no money, maybe they spent it all at the disco.”

Professional woman

“Rape only happens at night, not during the day.”

Unemployed woman

Taxis were frequently referenced as the most likely type of public transport where these exchanges occurred. The threat of abduction and rape was commonly mentioned as a reason why women do not travel alone in taxis.

7. Will a women-only bus programme work?

Why are women targeted?

Many women respondents said that women in general are more vulnerable than men to sexual violence.. Many respondents cited “inappropriate” dress, as a contributing factor to SV. This finding calls attention to the need to sensitize both women and men on sexual violence prevention and gender equitable norms. In addition, women were reported to be particularly targeted when it was known that they were carrying cash at the beginning or the end of the day, and when they were on their own.

“Women are women, they know we are weak and attack us any time.”

Woman Market Vendor at Gerehu

Throughout the FGDs, comments were made (by both women and men) that women from Central Province, or the Islands and Southern regions were sometimes targeted because they were perceived to be more vulnerable to violence than women from the Highlands region. However, a validation exercise revealed that the appearance and confidence of a woman had greater bearing than her ethnic origin on whether she would be a target. Examples were cited of small women from the Highlands being targeted.

“Niugini Islands, the Momase region, and the Southern regions women – they are the targets for violence. The Highlands women are very strong women because they can fight back, they can do things to really protect themselves.”

Professional woman

“I myself am a Highlands woman and I have been attacked. It depends on how you look.”

Professional woman

What can be done to make PMVs safer?

When asked what could be done to make traveling in PMVs safer, the most common response (92%) was ensuring that drivers complete their route. This is again an indication of the risks felt among women when walking to and from bus stops, as well as a response to the frustration of not getting what has been paid for.

In addition to this, recommendations were made to monitor PMVs through radio communication and possibly GPS. The idea of female drivers was received positively. In fact it was revealed that in the past there had been two female PMV drivers who were well respected by the community.

“It would be nice to see a woman you can relate and talk to. Most of the men are rude.”

Woman Market Vendor at Gerehu

The suggestion that security guards could be used was also met positively. In the survey, a male security guard was preferred. Throughout the FGDs however, there were several mentions that a ‘strong meri’⁵⁵ could also do the job, and the ‘G4S meris’⁵⁶ were cited as examples.

55 **Meri:** Tok Pisin (PNG’s national language) word for woman

56 **G4S Meri:** A woman working with G4S; an international security firm operating prominently across Port Moresby and PNG

What can be done to make taxis safer?

Taxis play an important role in the public transport system of the NCD as they are the only public transport service available after nightfall. In addition to this many women reported using taxis when they have to carry goods. However, as discussed previously, women expressed concern that they are sometimes uncomfortable using taxis, especially when unaccompanied, as they have heard of incidents of abduction and SV occurring.

When asked what would make taxis feel safer most women expressed a desire to be accompanied by people they trust. In addition, it was noted that a female taxi service utilizing a female driver would be welcome.

Private taxis operated by individuals were perceived as less safe than those operated by a company, due to the possibility of contacting the company if any problems arose. Knowing these taxis are often monitored by radios was seen as positive. A clean appearance and the use of uniforms were also indicated as positive.

How will the community respond to a women-only bus project?

Preliminary questions were asked in order to garner initial perceptions of the concept of a women-only bus project. While this will be further investigated through a programme design process, early results showed that 37% of all respondents thought that men would be negative towards the idea of a women-only-bus programme. However the majority of respondents believed men would be either positive or negative only in the initial stages.

According to study participants, the most commonly perceived form of negative response from men was that of swearing, demeaning remarks, or ‘teasing’, and possibly stone-throwing. Some of the concerns raised expressed a fear that a women-only bus may be targeted for car-jacking, but it was also felt that increased security measures would reduce this risk.

Women respondents were found to be resoundingly supportive of the concept of a women-only bus.

“I will feel happy because ladies only will be in the bus. No males will get on because some males they get drunk and do all sorts of things. It will be safe for the women to have women-only buses.”

Female student

One area of concern reported was the possibility that current PMV owners and operators could face detrimental competition and loss of revenue, and that current PMV owners would want to run the programme themselves, in preference to having another company involved. However, it was remarked that any animosity was unlikely to lead to physical violence, but could cause PMVs to go on strike.

“If owned by local owners then we (PMV owners) will take ownership and we will look out for each other.”

PMV Owner

8. Intersectionality: female users of public transport

84% of all respondents reported a belief that public transport services are not currently suitable for people with disabilities. Women

with disabilities reported regular use of PMVs, but aim to travel only outside of peak hours, so as not to be pushed. This can have the effect of diminishing the hours of economic participation of women with disabilities.

Children were found to be vulnerable to forms of violence when using public transport. From the FGDs it was revealed that girls and boys aged 9-12 years frequently travel on PMVs on their own while going to and from school. They often make more trips each day than their adult counterparts, due to ‘two-trip’ or ‘three-trip’ journeys (e.g. a trip involving three different bus routes), in order to get to school. This might require them to change buses at notorious hotspots, such as Boroko.

Children reported frequently experiencing violence on PMVs. This included bullying from school peers, being pushed and tripped by adults while boarding, and pick-pocketing.

In addition to this, women who use public transport outside of the hours in which PMVs operate are at particular risk. Sex workers, other shift workers and women and girls who travel outside ‘normal’ times are at greater risk of sexual violence, especially if this involves travel during night-time. Finally, transgendered people may not be best served by a women-only bus service and require further consideration in the development of any initiative.



PHOTO: UN Women/Katherine Webber

MAIN FINDINGS

Overall, the scoping study revealed that participants had experienced, or witnessed, high levels of VAWG in relation to public transport use in Port Moresby, affecting women's and girls' rights to the city and equal participation in economic and social spheres.

1. Use of public transport

- Frequent users of PMVs, female respondents often take more trips and travel on more days per week than men. Women indicated that they use public transport to go to the market, school and to perform other household chores.
- During rush hours PMVs were described as overcrowded, and women feel at higher risk of SV at this time. Women often travel with others to feel more secure.
- Taxis play an important role for women who need to travel in the evening after PMVs stop running, or who need to carry large goods.

2. Cost of public transport

- Users of public transport (both PMVs and taxis) are frequently forced to pay more than the set fare established by the regulating bodies. Female market vendors in particular reported being affected by this as they often have to carry large goods, for which they are charged extra. Youth also reportedly experience extortion.

3. Transport facilities and management

- Bus stops were reported to be derelict, unhygienic and lacking basic facilities such as seats and shelter. Bus stops were also noted to be hot spots for violence, including pick-pocketing.
- According to participants, drivers of both PMVs and taxis drive at unsafe speeds, and some PMV drivers pull in to bus stops erratically. Both PMVs and taxis would regularly not complete their designated routes, placing women at additional risk of violence.

4. Perceptions of safety

- The vast majority (92%) of respondents who use PMVs do not feel safe when doing so. Women felt less safe than men, and bus stops were identified as particular points of risk.
- Women reported hearing stories of female taxi passengers being abducted and raped and as a result are afraid to use taxis on their own or in the evening.
- Women described feeling most at risk in the late afternoon and evening when people know that they are carrying cash after a day of vending, and when the PMVs stop running and their transport options diminish.

5. Sexual harassment and violence when using public transport

- Over 90% of women reported experiences of sexual harassment while using public transport. The most common types of SV included swearing or demeaning remarks, verbal sexual remarks, extortion, robbery, threats or intimidation and inappropriate touching or indecent exposure. Women described feeling more susceptible to pick-pocketing at bus stops, and to inappropriate touching whilst on PMVs. Personal experience of rape was reportedly low, however 28% of respondents had heard of others being raped while using public transport, including PMVs and taxis.
- 60% of respondents who had experienced violence or witnessed it happening to others did not report it, mainly due to fear of retaliation. Police were described as ineffective, with participants reporting slow response times and a lack of faith in receiving assistance.

6. Exchange of sexual services for public transport services

- Respondents believe that sexual acts are sometimes exchanged for the use of public transport services, both willingly and unwillingly. It was reported that this happens more frequently in the evenings with taxi use.

7. Response to intervention

- The overall response to the idea of a women-only bus intervention was positive, with a possible risk of negative verbal abuse from males. Female drivers, the use of security guards (either male or female), radio and GPS monitoring, and knowing that drivers would complete routes were all indicated to be favourable responses to the problem.

8. Vulnerable groups

- Women with disabilities and children were found to be especially vulnerable to VAWG.

Further research required

Analysis of the study's results revealed that there are still key areas of concern that should be further investigated. This includes, but is not limited to:

- The identification of common routes and associated times that would be required for intervention.
- The sustainability of a women-only bus service and the amount that would be considered appropriate by users for transport fares.
- The identification of an appropriate operational model, and whether or not a public-private partnership with NCDC and a private company would be most ideal.



PHOTO: UN Women/Katherine Webber

RECOMMENDATIONS

Due to the high use of PMVs by women and girls in Port Moresby, even in spite of the frequent experiences of sexual harassment, a women-only bus service, which would be made available on the most popular routes throughout the city, could indeed have a significantly positive impact.

In light of this, primary recommendations are made to pilot such a project, following a baseline study that will further investigate other key concerns, such as prominent routes, appropriate fares and models of operational sustainability. In addition to this, significant impact could be made through the improvement of safety measures at bus stops, the involvement of women in public transport employment, and the use of effective communication strategies to address the long term underlying causes of gender discrimination through the use of public transport.

Following these key interventions, secondary recommendations are also made for other programmes, which were not initially considered in the Scoping Study. This includes the development of a strategy to provide safe transport for women and girls in the evening, which would also be of significant assistance to vulnerable groups. Recommendation is also made to establish a complaints system in order to further empower women and girls through effective responses.

1. Work with NCDC to revise the programme design of the Port Moresby Safe City Programme, in line with the UN Women Guidance Note for Developing a Programme Design⁵⁷, to include a strategy to ensure safer public transport for women and girls.

- 1.1** Demonstrate why safe transport is important for women, explaining issues related to SVAWG on public transport in order to increase sensitivity to violence.
- 1.2** Ensure that women are actively engaged in the programme design phase and that gender sensitive methods are used.

- 1.3** Clearly identify responsibilities, and public-private partnership guidelines.
- 1.4** Conduct further research to fill in gaps identified, such as key routes, fare structure and operational plan.
- 1.5** Develop a community awareness strategy to accompany any new initiatives for safe public transport programmes, using gender sensitive communication principles and messaging.
- 1.6** Work with NCDC and the Land Transport Authority Board to employ more females in the public transport system, particularly as drivers, but also consider their use as security guards.
- 1.7** Engage with the PMV Owner's Association, taxi companies, and other taxi owners as a part of participatory approaches to programme design.
- 1.8** Develop a reliable reporting and complaints system with appropriate response mechanisms to address incidents of extortion and other types of SV in conjunction with the Land Transport Authority Board, NCDC and the RPNGC, possibly utilizing a toll-free hotline.
- 1.9** Consider providing development opportunities for women and girls in gender empowering programmes, such as self-defence, as well as opportunities to tackle other issues they feel are important.
- 1.10** Develop a package of driver safety and gender sensitization training for public transport drivers and operators. Seek to expand this programme to all people engaged in the provision of public transport, and not just for the Safe Cities Programme. Explore options to make this part of public transport license requirements.

57 UN Women (2011a)

2. Develop a plan to ensure the safety of women and girls on PMVs/buses.

- 2.1** Pilot a women-only bus service and consider further development.
- 2.2** Explore questions of appropriate routes for women, time of use and appropriate fares.
- 2.3** Use gender sensitive and participatory methods, such as women's safety audit methodology, to develop a plan for safe bus stops.
- 2.4** Utilize principles of Universal Design to ensure that buses are accessible to passengers with disability.
- 2.5** Engage security at bus stops in order to prevent high rates of pick pocketing.
- 2.6** Liaise with the Yumi Lukautim Mosbi Bus Stop Safety Warden programme to find synergies. Enlist community ownership for each bus stop in order to prevent vandalism.
- 2.7** Provide women with the ability to safely carry their larger goods.

3. Develop a plan to ensure the safety of women and girls using taxis and other public transport at night.

- 3.1** Pilot a women-only taxi service, with female drivers.
- 3.2** Encourage the use of monitoring systems for private sector-run taxis.
- 3.3** Develop designated, monitored taxi stops, especially in places frequently used at night.

CONCLUSION

The equitable use of public transport free from danger is a powerful tool to help women and girls participate freely and effectively within society. However, significant barriers to achieving this still exist in Port Moresby. This Scoping Study reveals that despite the frequent experiences of sexual violence women and girls face when using public transport, they continue to rely heavily on and make use of the service. The recommendations discussed go some way towards finding a solution for increasing access to public transport, but the issue is complex and multi-faceted and requires a suitably diverse and comprehensive response.

While gender segregation will have immediate short-term positive effects on the experiences of violence, it is imperative that this is not the only solution sought and that sustainable outcomes are achieved. Women and girls have the right to move freely in public spaces, and this can only be achieved by a change in the behaviour of the community. This task, and all of the recommendations made, will require the cooperation between the Government of PNG, NCDC, development partners, other UN agencies, transport associations, NGOs and faith based organizations (FBOs) as well as that of the communities within Port Moresby.



PHOTO: UN Women/Katherine Webber

ANNEX:

SURVEY RESULTS

1. Use of public transport

Table 1
Distribution of survey respondents (by sex)

	N	%
Females	124	27.5
Males	36	22.5
Total	160	100

Table 2
Distribution of survey respondents (by age)

Age	8-12	13-18	19-35	36-56	57+
Female	2	31	49	35	7
Male	0	19	10	5	2

Table 3
Participants who use public transport

	Use public transport		Do not use public transport	
	n	%	n	%
Females	121	97.6	3	2.4
Males	36	100.0	0	0.0
Total	157	98.1	3	1.9

Table 4
Participants who own a vehicle (23 records no data)

	Own a car		Do not own a car	
	n	%	n	%
Females	28	27.5	74	72.5
Males	12	34.2	23	65.7
Total	40	29.1	97	70.8

Figure 5
Days of week public transport is used

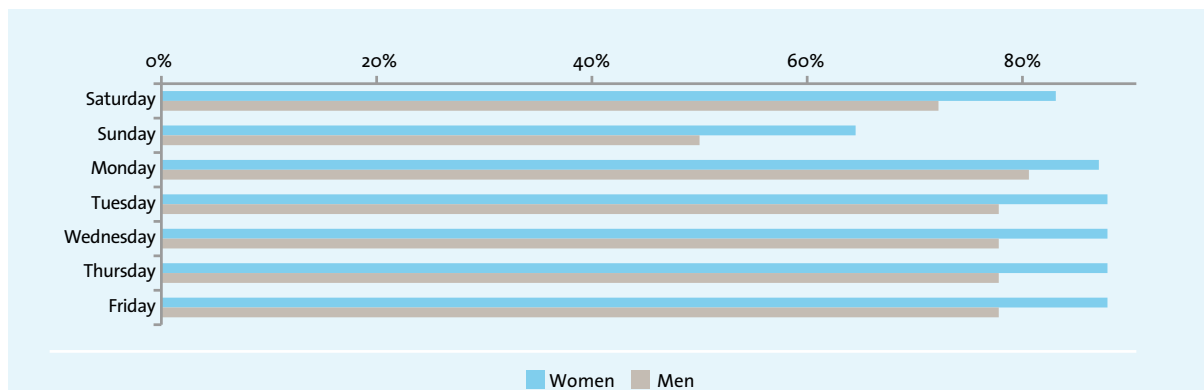


Table 5
Reasons for public transport use

	Females		Males	
	n	%	n	%
Market	87	70%	19	53%
Visit Family/Friends	74	60%	26	72%
Shopping	77	62%	21	58%
School	65	52%	20	56%
Church	63	51%	14	39%
Work	27	22%	9	25%
Other	12	10%	4	11%
Airport	4	3%	0	0%
Hospital	2	2%	0	0%

Table 6
Travelling with others when using PMVs (4 records no data)

	Females		Males	
	N	%	n	%
Travel alone	49	40.8	18	50.0
Travel with others	57	47.5	10	27.8
Both	14	11.7	8	22.2

Table 7
Travelling with others when using taxis (9 records no data)

	Females		Males	
	n	%	n	%
Travel alone	26	22.2	8	23.5
Travel with others	89	76.0	26	76.4
Both	2	1.7	0	0

2. Cost of public transport

Figure 6
Fees paid for PMV use

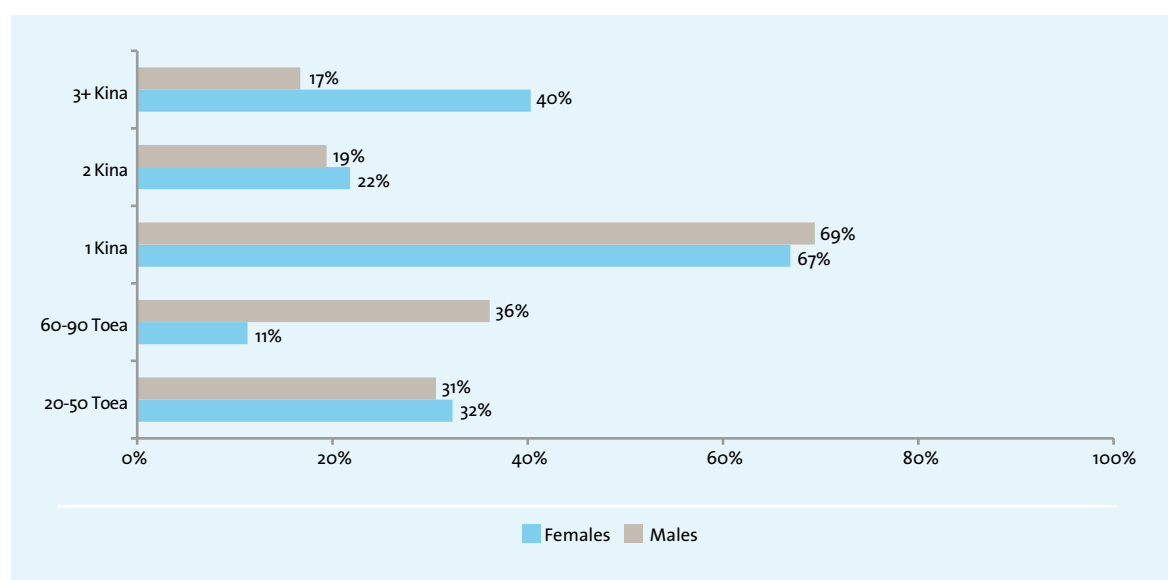


Table 8
Participants who have been forced to pay more than the set fee (3 records no data)

	Have been forced to pay more		Have not been forced to pay more	
	n	%	n	%
Females	96	79.3	25	20.7
Males	28	77.8	8	22.2
Total	124	78.9	33	21.0

Figure 7
Reason given for extra charge

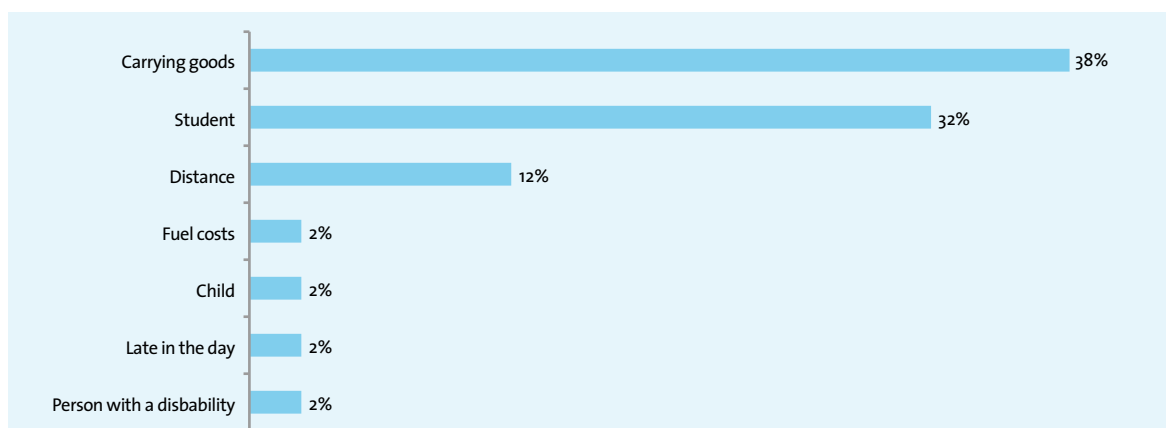
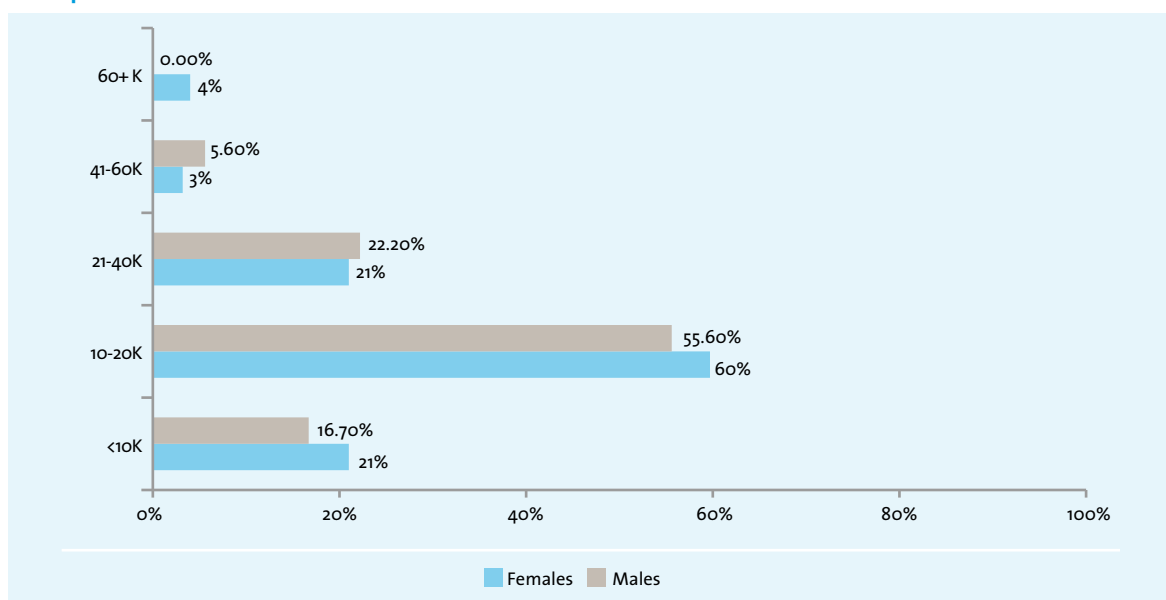
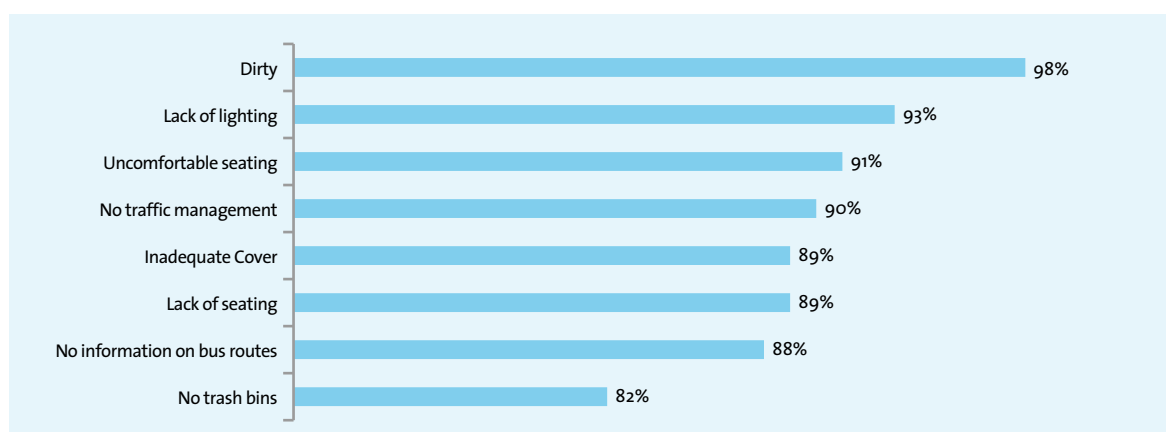


Figure 8
Fees paid for taxi use



3. Transport facilities and management

Figure 9
Bus stop maintenance



4. Perceptions of safety when using public transport

Figure 10

Respondents who feel unsafe when using public transport

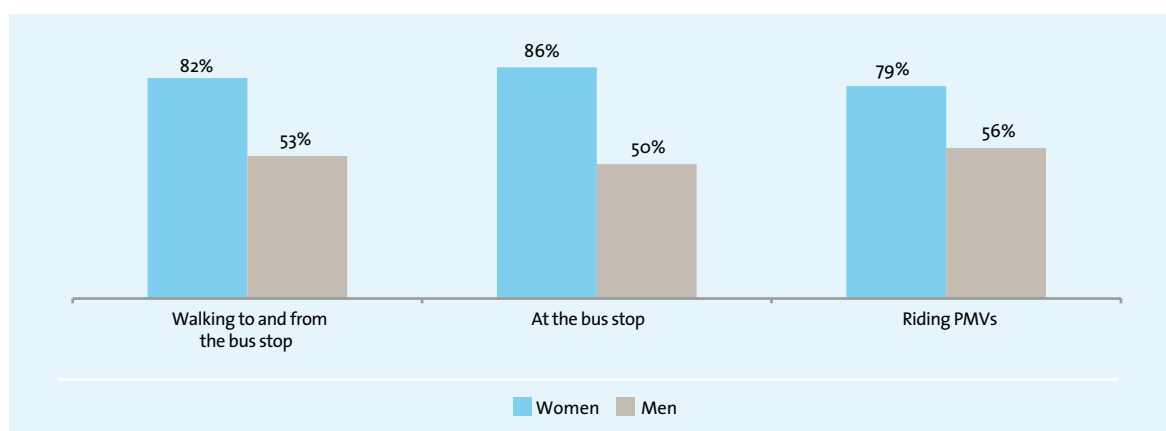


Figure 11

Respondents who feel unsafe using taxis

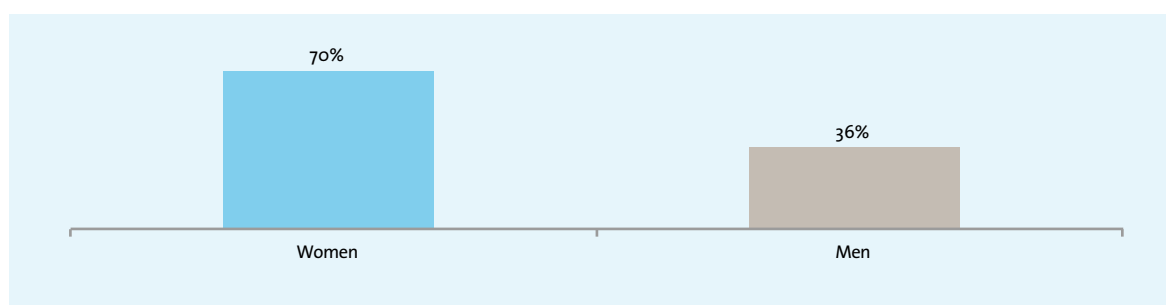


Table 9

Reasons why taxis are unsafe

	n	%
Fear of SV	21	17.90%
Untrustworthy drivers	19	16.20%
Fear of abduction	18	15.40%
Fear of travelling on own	11	9.40%
Might not take me where I want to go	6	5.10%
Fear of stranger	5	4.30%
Drunk driver	5	4.30%
Highlands driver	4	3.40%
Extortion	4	3.40%
Bad driving	4	3.40%
Appearance of driver	4	3.40%
Private taxis not safe	3	2.60%

5. Sexual harassment and violence when using public transport

Figure 12

Respondents who have experienced violence while using public transport

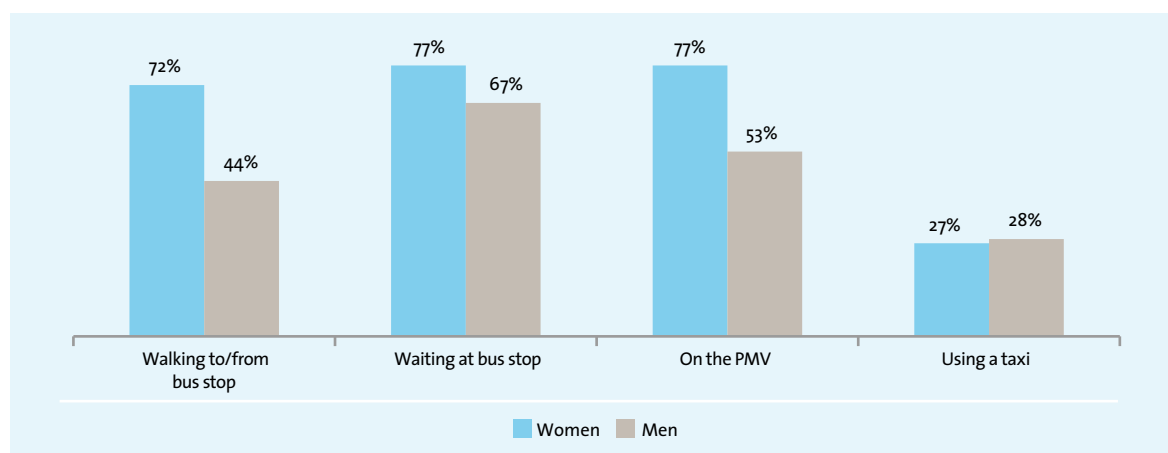


Figure 13

Respondents who have heard or witnessed violence happening to others while using public transport

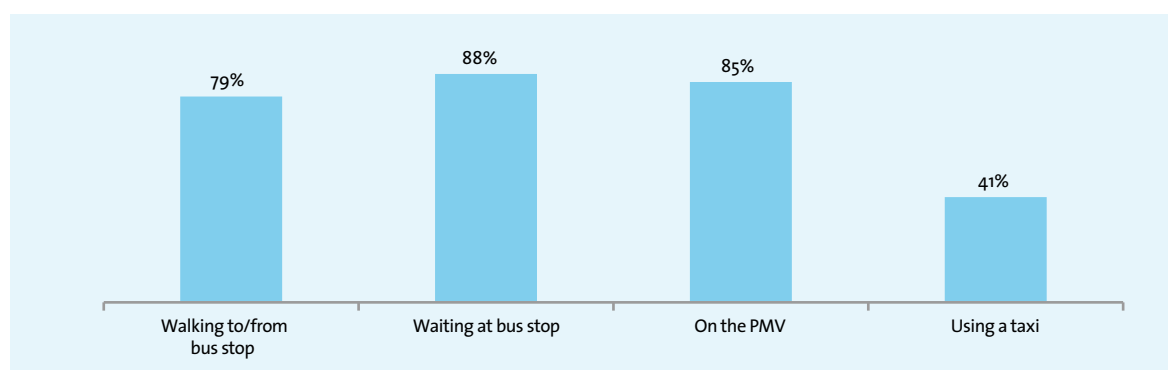
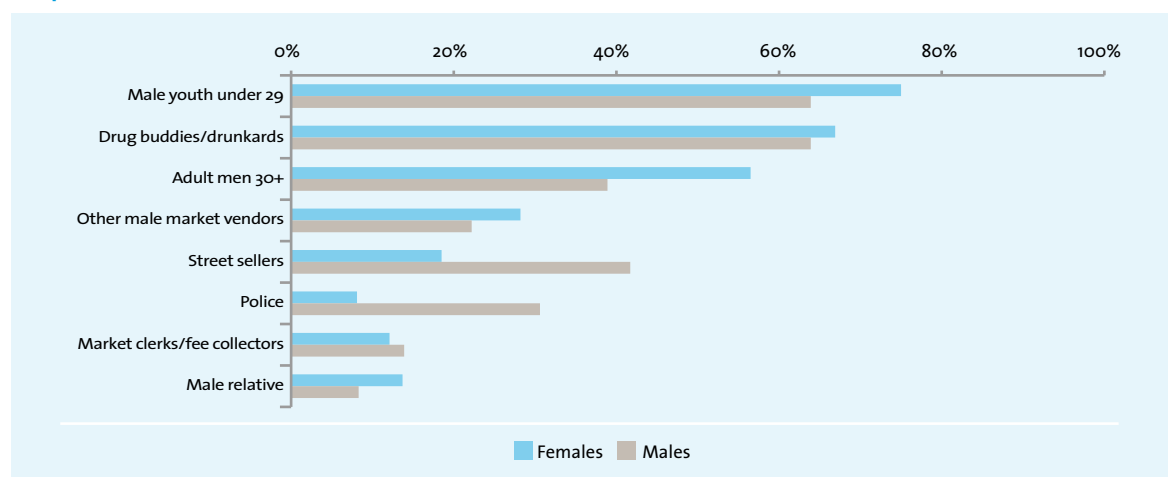


Figure 14

Perpetrators of violence



6. Exchange of sexual services for transport services

Table 10

Have you heard of women being forced into sexual acts on public transport?

	Taxis		PMVs	
	n	%	n	%
Yes	93	63.7	99	67.3
No	53	36.3	48	32.6

Table 11

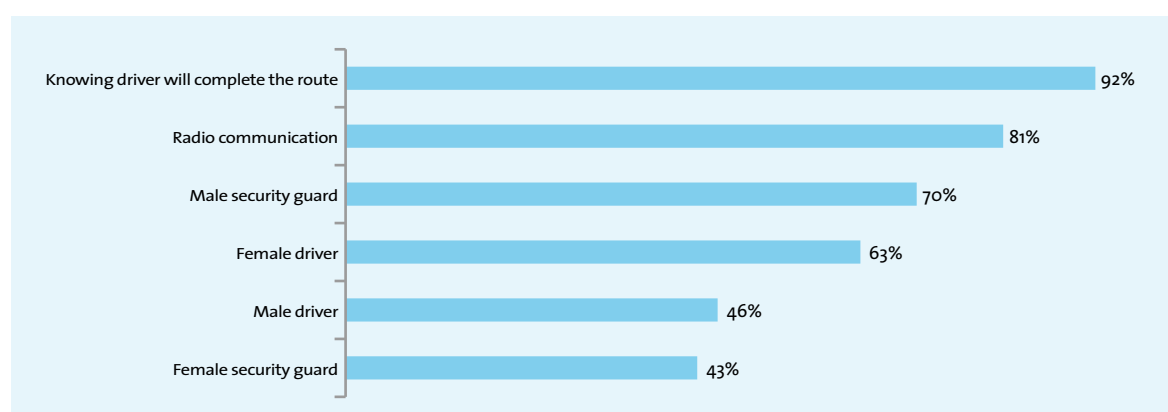
Perceptions among men and women respondents about the types of violence women experience on public transport

	n	%
Unwanted sexual touching	64	40%
Rape	45	28%
Indecent exposure	26	16%
Abduction	3	2%
Swearing/intimidation	3	2%
Stalking	1	1%
Homicide	1	1%

7. Will a women-only bus programme work?

Figure 15

What can be done to make PMVs safer?



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UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



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