



# Technical Assistance Consultant's Report

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## **AZE : Rapid Assessment on Sexual Harassment in the Baku Metro Rail**

Final Report  
Implemented from May – June 2014

Prepared by Tarana Jafarova, Research Consultant  
Edited by: Shanny Campbell and Wilma S. Rojas

For  
ADB RETA 7563: Promoting Gender Inclusive Growth in Central and West Asia DMCs

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**Asian Development Bank**

# TABLE OF CONTENTS

## Table of Contents

<a href="#"><u>Background</u></a>	3
<a href="#"><u>Context, Conceptual Framework</u></a>	4.
<a href="#"><u>Methodology</u></a>	5
<a href="#"><u>Presentation and Discussion of Findings</u></a>	7
<a href="#"><u>Limitations of the Study</u></a>	17
<a href="#"><u>Appendix 1 Survey Questionnaire</u></a>	18
<a href="#"><u>Appendix 2 Timeframe of the Research</u></a>	23
<a href="#"><u>Appendix 3 Key Informants Interview schedule and interview questions</u></a>	24
<a href="#"><u>Appendix 4 FGD Participants List and Discussion Questions</u></a>	27

## A. Background

This rapid assessment on Sexual Harassment in the Baku Metro was undertaken between May to June 2014. The aim of the assessment was to quantify sexual harassment experienced by women in the Baku Metro and its connected spaces. The study also wanted to know about victim's reactions and public perception towards sexual harassment. Evidence gathered from this study will contribute to a deeper understanding of why there is a need to address sexual harassment issues in the planning and operation of public transport services that are designed within the context of safer cities and inclusive growth. Funding was provided by the Asian Development Bank (ADB) through regional technical assistance (RETA) 7563 "Promoting Gender-Inclusive Growth in Central and West Asia Developing Member Countries".

### RATIONALE OF THE STUDY

*In all countries there is overwhelming evidence of women's subordinate position in the economic and social spheres. To bring about gender equality necessitates affirmative actions that protect, promote and fulfill women's rights to equal benefits from development. Even in hard-sector infrastructure projects, gender mainstreaming can be an effective strategy for maximizing results for the well-being of both women and men. Transport investments that are designed with due consideration to gender dimensions can bring significant benefits to women in terms of increased access to employment, markets, education and health services, as well as directly reducing their time poverty. However, too often, the design of transport projects and services do not sufficiently consider women's travel needs, concerns, priorities, and preferences. Women also largely remain underrepresented in transport sector agencies, and their voices are not heard in transport sector policy and planning processes. (ADB Gender Toolkit for Transport).*

*Discriminatory attitudes towards women make them vulnerable to many forms of gender-based violence both at home and in public spaces. And while it is a commonly known fact that women, especially young girls often experience sexual harassment in the form of physical and verbal innuendos, groping, leering, or even direct physical assaults while inside public transport facilities, motivation to address such violations is low on the part of both victims and transport authorities. The reasons for this reaction are many, starting from a socially programmed attitude that boys will be boys, victim-blaming, and an undeveloped or unresponsive legal system. The insidious effects of sexual harassment when ignored can however be long and lasting for both victim and perpetrator, ranging from a heightened insensitivity to violence against women to intergenerational attitudes that lead to committing escalated acts of violence such as rape, which obviously endanger the physical and psychological wellbeing of women and girls.*

*Sexual harassment can happen to women and girls anywhere. The public transport system is one of the critical sites where managed and systematic interventions can be affected within the context of promoting gender-inclusive growth and safe cities. Studies that establish the extent, patterns, effects and attitudes towards sexual harassment are vital to planning and creating the mechanisms for combating this subtle yet pernicious form of gender-based violence.*

(Terms of Reference, RETA 7563 Rapid Assessment of Sexual Harassment in Public Transport and Connected Spaces)



## B. Context

Public transport in Baku, Azerbaijan's capital city, includes the metro, buses, railway, taxis and minibuses. The Baku Subway metro was built in 1967 and presently, there are two lines, the **Red Line** which goes from Icharishahar to Hazi Aslanov, and the **Green Line** which runs from Khatai to Darnagul. The metro system operates between 06:00 and 24:00.

Heavy road traffic due to continuous road reconstruction and bus drivers' aggressive driving style is the reason why most of the city's 9 million residents prefer the Baku Subway. Many consider the metro as the safest, most comfortable and affordable means of public transportation. Unlike other available means of public transport, the metro is dependable with a regular schedule every 3 minutes. Major government, academic and business sites are conveniently located around the metro stations, including supermarkets and convenience stores.

According to the news posted on the Khazar Xeber news website, the Baku subway transports 700,000 commuters daily. They are mainly students, teachers, and workers. All subway passengers use electronic cards, which can be purchased or replenished at special cash terminals near the entrance to each subway station. The fare is 15 gapiks (~ \$0.19 USD). Subway stations have security check points for passengers and carry-on luggage. Each subway station has signs and information screens for passengers and visitors.

### Conceptual Framework

In urban and modern cities, public transport systems are essential in realizing residents' needs for economic and social integration. Low cost and convenient public transport allows the population to work, study, avail of social services, and pursue other productive and community activities, especially among those with limited means to travel. But because the public transport system is often crowded, there are comfort and safety issues to which female commuters are more vulnerable than males.

There is no study that has measured the incidence of sexual harassment on women in the Baku metro however it is a known fact and by many accounts, acknowledged as a common occurrence. For this study, sexual harassment (SH) is any unwanted, unwelcome and uninvited physical or non-physical action that makes a woman uncomfortable on account of her being a woman. The range of actions constituting sexual harassment is wide and varied, from leering and oogling to verbal innuendoes and to touching and actual sexual assault.

Oftentimes, victims of sexual harassment choose to ignore the act and the offender in fear of reprisal or even shame and ridicule. Security personnel and police officers have been known to treat SH complaints less seriously, dismissing these as petty protests or exaggerated grievances. Such attitude may be because there is no specific law in Azerbaijan that defines sexual harassment as a crime. Thus women's coping mechanisms can also tend to be self-protective rather than assertive, such as restricting their own travel to certain routes or times, or switching to more private but expensive modes of transport such as taxis. On this account, half of the population loses its opportunity to equal access of a safe, convenient and affordable public transportation system.

Although it involves private acts usually directed at an individual, sexual harassment is a public issue necessitating a public policy solution. The impunity of sexual harassers sustains attitudes of male privileging and women's inferior status in society, conditions that impede the achievement of gender equity goals. In controlled environments such as trains and stations,

management action to prevent and quickly respond to sexual harassment complaints are good starting points for effecting behavioral change of males and females towards sexual harassment. By ensuring women's safety in public transport facilities, enabling conditions for women's increased participation in the public sphere is enhanced.

### C. Methodology

The methods used in this research were: (1) survey; (2) focused group discussion - FGD; (3) key informant interview – KII; and (4) desk review.

Firstly, a survey of 200 randomly selected female commuters was undertaken at five (5) metro stations in Baku. These stations were chosen because they were observed to have the largest number of female commuters:

Table 1: Location of survey interviews, significance of location, number of respondents

	Metro Station	Significance of location	No. of survey respondents
1.	Zone#1 28 May Metro Station	Near the Oil Academy, state and private universities as well as railway station, 28-Mall, offices and supermarkets.	42
2.	Zone#2 Elmler Akademiyasi (Sciences Academy) Metro Station	There is one of the largest state university, institutes, schools, markets, student hostiles, academy of sciences located around this metro.	39
3.	Zone#3 Sahil Metro Station	This station is the main outlet to the center of the city, seaside boulevard, shops, institutes, main library, etc.	39
4.	Zone#4 Icheri Sheher	Located at the city center, connects the metro to the boulevard, schools, institutes, shops, etc.	35
5.	Zone# 5 Koroglu Metro Station	Three large regions like Sabunchu, Surakhani, Khazar and villages of those regions of Baku city are using mainly this metro station. This is the main metro station to commute from Baku villages to the city or vice versa.	45
TOTAL:			200



Figure 1: Map of Baku metro stations

A map of the Baku metro stations shows the location of the survey sites. The survey questionnaire was administered in Azeri and a copy of its English translation is attached as [Annex A](#) in this report. Timing of survey interviews were equally divided at different times of the day.

To supplement the survey data, two focused group discussions (FGD) and 8 key informant interviews (KII) were conducted with representatives of various women organizations, gender experts, legal advisors and Baku Metropolitan officials. Male FGD participants were recruited to provide the male perspective on the causes of sexual harassment, and recommendations on what can be done about it. A copy of the FGD discussion guide ([Annex B](#)) and KII interview guide ([Annex C](#)) are also annexed to this report. The timeframe of activities of this research is also attached for reference ([Annex D](#)).

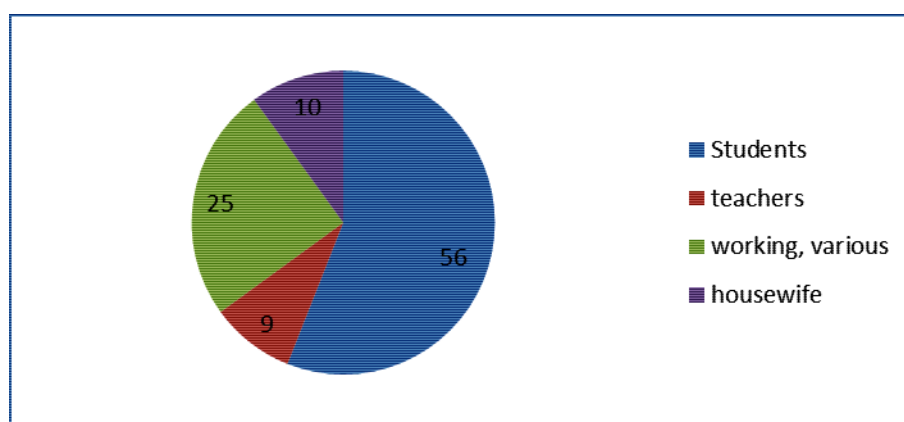
Lastly, a desk review of mass media news items about sexual harassment was done to grasp public reaction on reports of sexual harassment.

## Presentation and Discussion of Research Findings

### 1. Profile of survey respondents

All survey respondents were female. Majority (56%) were students (50% tertiary, 6% secondary). Nine percent (9%) of those interviewed were teachers while 25% worked in various occupations as medical personnel, company employees, hairdressers, beauty salon employees, accountants, sportswomen, etc. Ten percent (10%) identified their occupation as homemakers/housewives.

Figure 2: Occupation of Respondents (n=200, %)



The ages of the respondents correspond to their occupation as students. Almost half (45%) of them were aged 20 years and below.

Table 2: Age of respondents

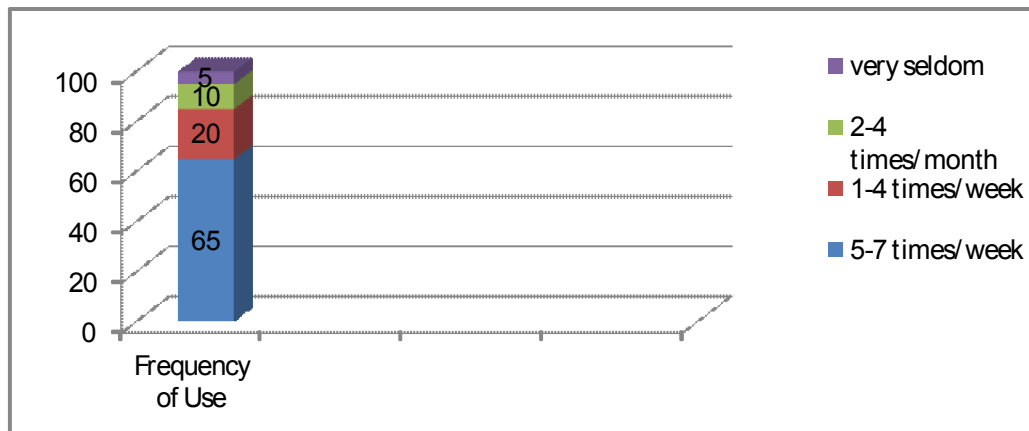
Age of Respondents	n	
15-17 age group	16	8%
18-20 age group	73	37%
21-30 age group	66	33%
31-40 age group	23	12%
40-60 age group	11	6%
60 and over	11	6%
Total:	200	100%

### 2. Frequency for use of the metro

Most respondents (65%) used the metro almost every day or 5-7 days a week. About a fifth of the respondents said they 20% used the metro 1-4 times a week, 10% rode the metro only 2-4 times a month, while 5% said they seldom use the metro. See Figure 3 below.



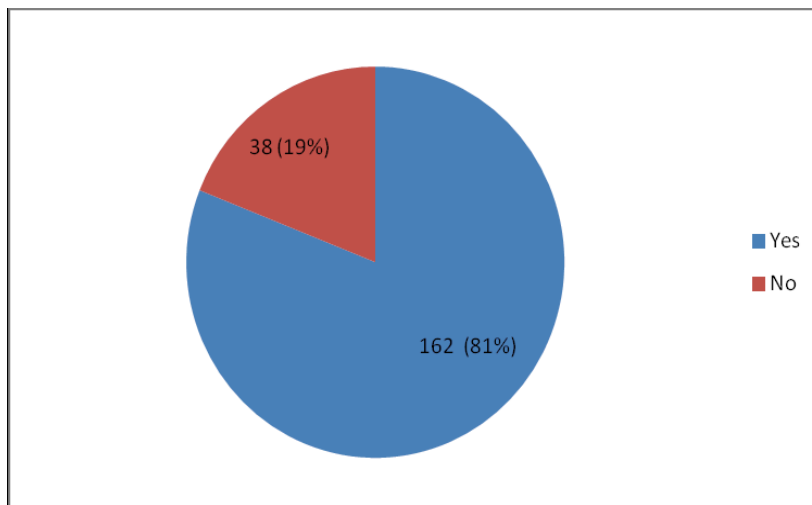
Figure 3: Frequency of Metro use



### 3. Experience of harassment in the Metro

Majority of the survey respondents (162 out of 200 respondents or 81%) revealed they experienced various forms of sexual harassment (SH) while using the metro. Note that the term “sexual harassment” was not mentioned in the survey interview, instead the following question was asked: While riding the metro or at the terminal and its environs, have you ever been touched, followed, stared at, or became a subject of anyone’s inappropriate behavior that made you feel uncomfortable?”

Figure 4: Experience of SH at the Metro



#### 4. Frequency of SH experienced

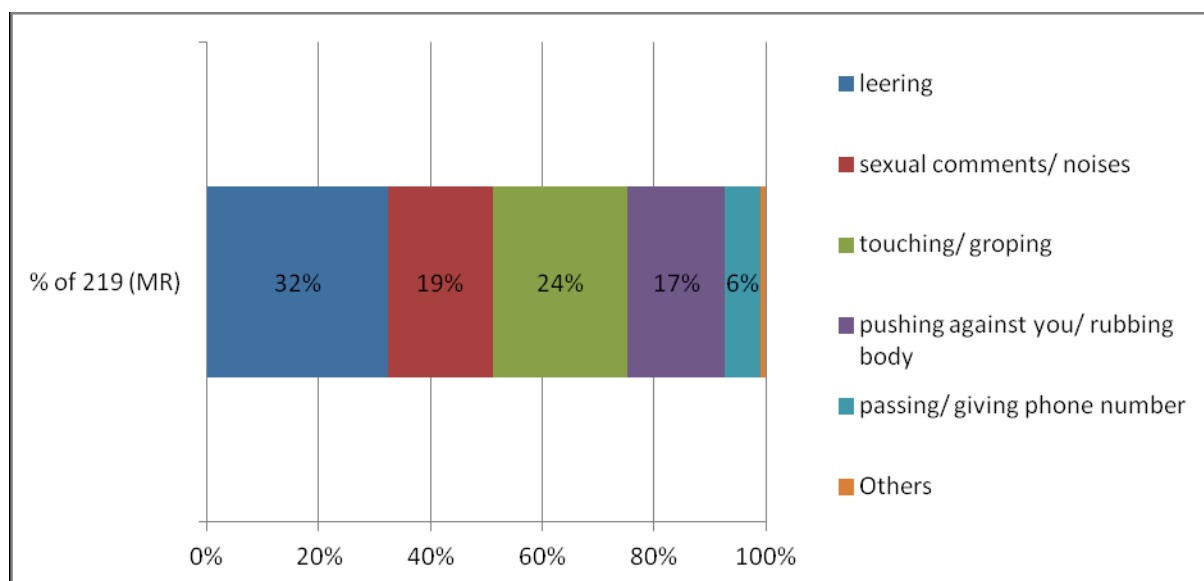
Nine out of ten (89%) of sexual harassment victims said it has happened to them more than once in the past 6 months. They said they experienced sexual harassment at the metro: almost daily (26%); a few times every week (35%); and a few times every month (28%). See Table 4 below.

Table 3: Frequency of sexual harassment experienced at the Metro during the past 6 months (n= 162), %	
Once	11 %
More than once	89 %
A few times a month	28 %
A few times a week	35 %
Almost daily	26 %
TOTAL	100%

#### 5. Types of sexual harassment experienced

Non-physical type of harassment was experienced by majority (58%) of the victims. Broken down into specific responses, these were: leering (32%), making sexual comments or noises (19%), passing/offering his phone number (6%), and others – smiling, touching his private parts (1%). On the other hand, types of physical harassment were experienced by almost half (41%) of the victims. Broken down into specific responses, these were: touching or groping (24%), and pushing or rubbing his body against me (17%). See Figure 5 below.

Figure 5: Types of Sexual Harassment Encountered



At the focused group discussions (FGDs), the participants confirmed that sexual harassment is a common occurrence at buses and the metro, and that they themselves experienced or witnessed men staring lewdly or groping women at crowded coaches, rubbing their legs against theirs or squeezing them into a corner. Others mentioned about the teenage boys watching porn movies on the phone purposely to make a woman standing or sitting next to him uncomfortable.

#### 6. Profile of SH Victims, Where and What time of Day SH happened

Most of the SH victims were from the 18-20 (42%) and 21-30 (36%) age groups. Young girls aged 15-17 also experienced sexual harassment. (See Table 4 below).

Table 4: Ever felt harassed at the metro in the past 6 months, by age group

	Yes	%
15-17 years old	14	9%
18-20 years old	70	43%
21-30 years old	59	36%
31-40 years old	13	8%
41-60 year old	6	4%
61 years old above		
Total:	162	100%

Women of any age are vulnerable to sexual harassment. Mahriban Nasib, an expert on women and children's issues, observed that harassers more often than not, target adult women or those who appear married because if caught, harassers expect to face less social consequences as when their victim is a young, unmarried, virgin girl. Unfortunately, this research cannot confirm this observation as the questionnaire did not inquire on the respondents' civil status. On the harassers, FGD participants observed there are more adult men who harass than young men/boys.

Table 5: What kind of behavior and actions in metro made you feel uncomfortable? Felt sexually harassed, by age (multiple responses)								
Responses by Age Groups	leering	sexual comments / noises	touching / groping	pushing against you/ rubbing body	passing/ giving phone number	Others	Total Responses	As a % of Total N (162)
15-17 Age ( n=14)	7	5	3	1	1		17	121%
18-20 Age(n=70)	32	20	26	15	7	1	101	144%
21-30 Age(n=59)	24	14	20	18	3		79	134%
31-40 Age( n=13)	5	2	4	1	3		15	115%
40-60 Age(n=13)	3	0	0	3		1	7	54%
60 and over (n=6)	0	0	0	0	0		0	0%
<b>Total Responses</b>	<b>71</b>	<b>41</b>	<b>53</b>	<b>38</b>	<b>14</b>	<b>2</b>	<b>219</b>	

<b>% of 219 (MR)</b>	<b>32%</b>	<b>19%</b>	<b>24%</b>	<b>17%</b>	<b>6%</b>	<b>1%</b>	<b>100%</b>	
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In terms of the types of sexual harassment by age, Table 5 confirms girls aged 18-20 experienced sexual harassment the most number of times (144%), closely followed by women aged 21-30 (134%) and young girls aged 15-17 (121%).

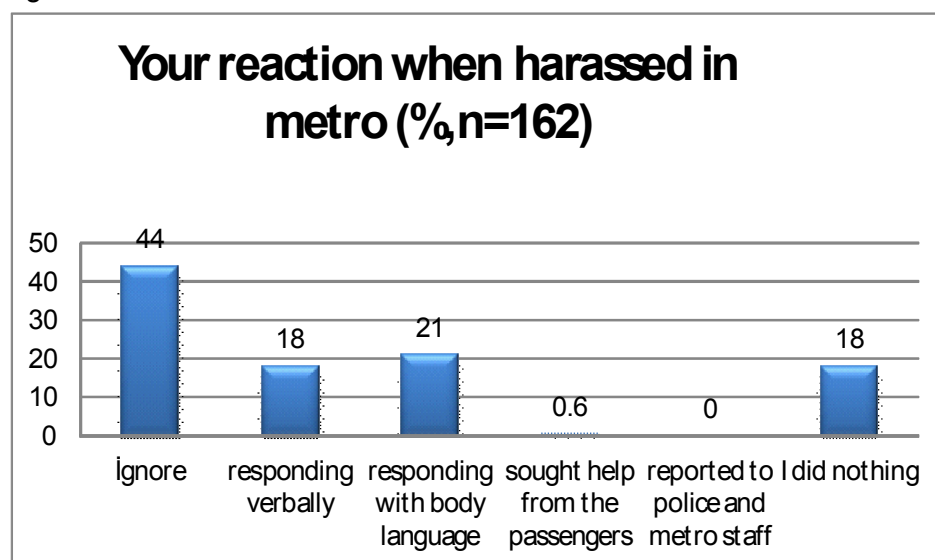
As to time of day when the women experienced sexual harassment, respondents said it happened in the afternoon (51%), morning (49%) and evening (37%) – (multiple responses). In the FGDs, women said that even in the evenings when the metro is less crowded, women still feel unsafe when commuting because most passengers are male.

Most incidents of sexual harassment happened inside the train coaches (130 responses or 78%), or on the platform and other places inside the terminal such as the metrocard refilling machine, escalator (56 responses or 34%). One woman recounted she was followed by a man even outside of the metro station.

#### 7. How the victim responded to sexual harassment.

Most victims responded passively to sexual harassment. Many (44%) said they ignored the harasser, or did nothing (18%). A lesser percentage of the respondents reported an active response to avoid the harasser: 21% through physical movement (reacting with body language such as giving a sharp look, making a sulky face, or changing seats), and 18% by verbally confronting the harasser. See Figure 6 below.

Figure 6



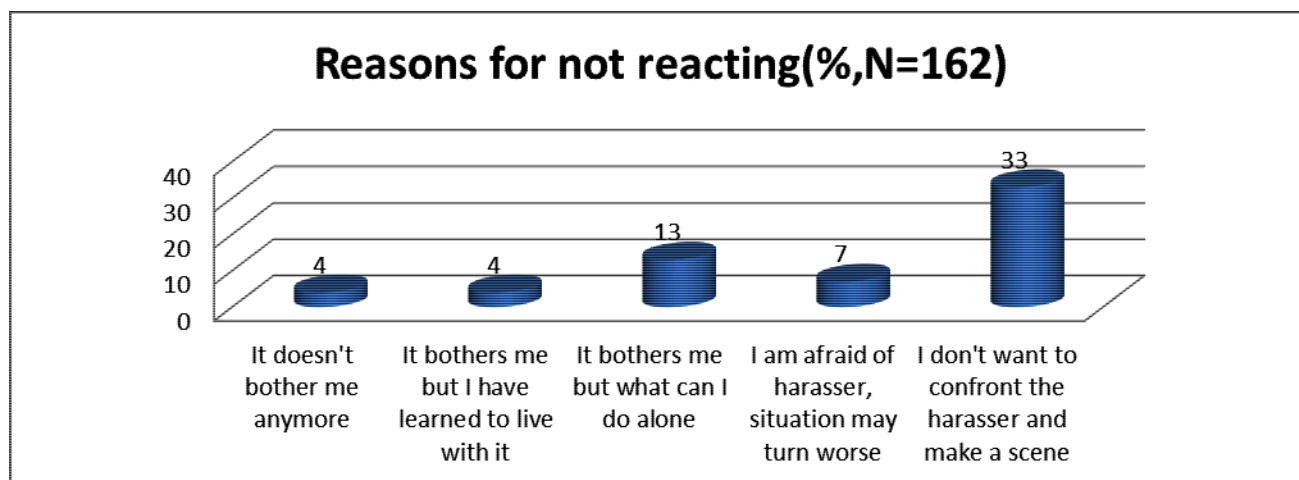
#### 8. Why the victim chose to ignore the harasser

Among those who experienced harassment, The survey found a large number of women (33% of respondents) who did not react when they were harassed because: they did not want to confront the harasser and make a scene (33%), 13% expressed a sense of helplessness,

saying it bothered them but felt it was futile to complain because they were alone, 7% said it bothered them but have learnt to live with it, 7% said they were afraid of the harasser and feared the situation could turn to worse if they complained, and 4% said sexual harassment does not bother them anymore. See Figure 7 below.

The FGDs also revealed women's fear of reprisal as well as condemnation by their own family as a reason for keeping the SH experience to themselves in the light of recent incidents involving honor killings.

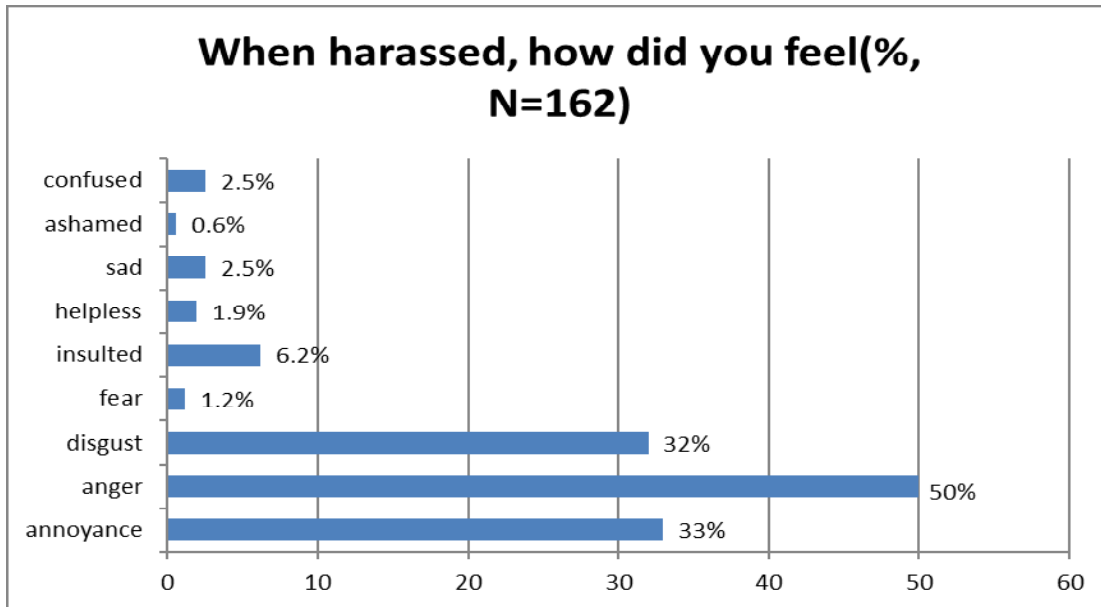
Figure 7: Reasons for victim's passive response to the harasser



#### 9. How the victim felt during or immediately after the incident

Victims of sexual harassment felt anger (50%), annoyance (33%) and disgust (32%). Only a few said they were confused, ashamed, sad, helpless or fearful. See Figure 8 below.

Figure 8



#### 10. Did anyone help you?

When sexual harassment incidents happened, only one in every four (25%) of sexual harassment victims received some form of help from a fellow passenger. Help came from other female passengers, usually an older woman who scolded the harasser, or gave up her space so that the victim could sit and get away from the harasser.

The FGDs and KI interviews surfaced the factors most witnesses' indifference. They do not want to get into trouble with the perpetrator and police later on, or do not care less. Some research participants attributed this attitude to a low level of social activeness or lack of social initiative, which they related to the current political situation in Azerbaijan.

#### 11. Did you report the incident to the police?

Despite expressed feelings of disgust, anger and annoyance by the victims, none of the victims ever reported to the police. The FGDs revealed the following reasons for this behavior: a low level of trust in the police who are perceived as a source of threat rather than succor; difficulty in proving an act of harassment was committed, especially in non-physical types of harassment; the inconvenience, time and energy required in reporting a crime and subsequent follow ups; and the possibility that tables can be turned against the woman complainant and she is instead blamed for provoking the act or imagining the offense. In Azerbaijan society, the first question people ask a victim of harassment is, what have you done to cause a man to behave like that? Society expects women to behave and dress within the norms. When a woman reacts to sexual harassment verbally or in any other way, she is branded as impudent. Therefore women prefer not to seek help from the police and deal with sexual harassment on their own.

During the FGD discussions the tendency to blame the sexual harassment victim, even by fellow women, surfaced although not very significantly. Further, a review of a popular social media site reflected the same general view of both men and women in society, as evidenced

by negative comments to a post by a woman who wanted to make public her own experience of sexual harassment at the metro (<http://oxu.az/society/24181>) when a younger man continuously stared and tossed a piece of paper with his mobile number written on it. Almost all commenters blamed the woman (and not the harasser) for “making a fuss about nothing”, asked why she took it seriously, and suggesting that she may have given the harasser some kind of motivation.

An interview with Hidayat Mammadov, the chief of Operational Department of Baku Metropolitan confirmed that their office never received any SH complaints from passengers. Therefore addressing this underreported problem is not the list of management’s priority actions for ensuring passenger convenience and well-being. Fuad Tagizadeh, the chief engineer of Baku Metropolitan said that close circuit surveillance televisions are installed all over metro stations and trains, and police and security personnel are deployed at each station. Metro security officers reportedly work closely with the police to check on passenger misbehaviors and minor hooliganism cases. For quick response, an SOS signal is set up in the center of each station and connects to the central dispatcher point. Future plans of the metro management include improving accessibility of persons with disabilities. However, there are yet no systems in place for preventing and responding to sexual harassment incidents.

## 12. How did the SH experience affect you?

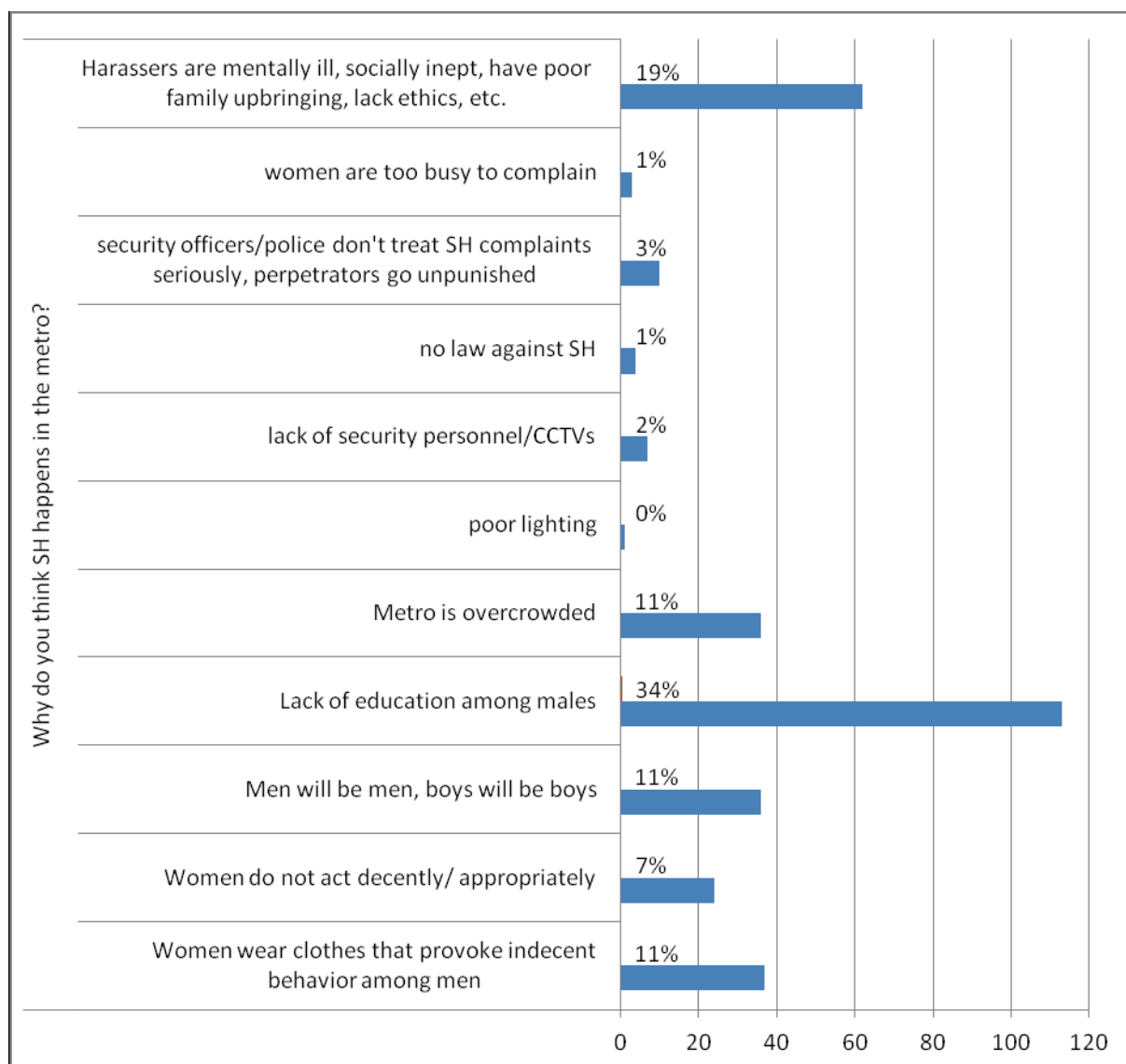
After having experienced harassment, more than one third (48 respondents) of the victims tried to avoid using the metro and were forced to resort to more expensive means of public transport, such as taxis. Sexual harassment in the metro is rampant and a well-known fact, that according to FGD participants, some males try to protect the women in their families by forbidding their wives and other female members from riding the metro, especially at peak hours when the trains are crowded. In this case, women's mobility becomes more restricted, their access to work, education and social opportunities curtailed by such man-made circumstances.

## 13. Perceived reasons of why sexual harassment occur in the metro

For most of the survey respondents (all women), SH is happening at the metro because of men. Responses can be seen in Figure 9. Respondents said men lack the proper education (34%) and a combination of deficiencies in the harasser's personality and mental health, lack of ethics and poor family upbringing, thoughtlessness, and a backward mindset because they are rural migrants (19%). Moreover, the women attributed sexual harassment to the youth's lack of respect towards women and the increase in the number of unemployed, idle people wandering in the city.

Figure 9: Why is SH happening?





Significant however was the response of 18% who said that SH occurs because “men will be men”/“boys will be boys”, indicating a degree of acceptance or complicity to this act of gender-based violence as a natural male tendency. It may also be that SH is being regarded as a form of boy’s mischief not warranting any serious attention. Key informants added there is no equivalent translation of sexual harassment in the Azeri language. When harassers are scolded, they are usually confronted with questions such as, “don’t you have a mother or a sister?”, which in the observation of gender experts puts the victim only in second place. Recognizing the victim as the aggrieved person is not primary, her suffering acknowledged only when associated with the other women in the harasser’s family, as if she had no feelings of her own.

Strands of victim blaming can also be seen on the table below. SH happens because women misbehave (12%) and dress inappropriately (18%). These views reappeared in the FGDs.

The FGDs and KIs showed a diversity of opinions between and among the male and female participants on why Azeri men commit acts of sexual harassment. There is an emerging

recognition of SH as a manifestation of gender inequalities and a critique on the inability of social institutions to acknowledge it as a problem and lack of action in setting up solutions.

During the FGDs, some participants attributed men's deviant behavior to the strict cultural norms on meeting and dating women, which leave men resorting to staring, stalking, and somehow passing their phone number to a woman in the hope of meeting with her and building a relationship.

On the other hand, KII respondent Aysel Vazirova, an Azeri international expert on gender and development, asserts that the overriding reason or cause why men commit acts of sexual harassment is power. Studies have consistently shown that all types of women regardless of physical appearance, behavior, or clothing are vulnerable to unwelcome and uninvited sexual advances because males consider themselves more powerful than women. A man's mindset is socially programmed to think he can sexually harass and can get away with it. A man regards a woman as weak and unable to fight back. According to Vazirova, the argument that a man possesses a natural tendency to harass because it is in the nature of men to be sexually aggressive is faulty, just as the defence that men are unable to control themselves since if this were true, men would walk nude in public or use public places to relieve themselves.

According to Mehriban Zeynalova, director of Clean World LNGO, another reason why SH happens in public transport is the lack of legislation to prosecute offenders. However, lawyer Alasgar Mammadli thinks there are adequate laws to bring SH cases to court, such as the criminal code of Azerbaijan on public order (i.e., Article 221 Hooliganism under Chapter 1), crimes against public safety in Article 153 on immoral actions under Chapter 20.<sup>1</sup> Another legal advisor, Ruslan Valiyev, identifies more laws that can be used in punishing sexual harassers, there the provisions on public order of the Administrative Offense Code of Azerbaijan- namely article 296 under chapter 22 and some other provisions by Crime and Admin.<sup>2</sup> These are differing opinions, however the key experts agreed that SH is a matter of public concern and urged for government and civil society's action to increase women's awareness of their fundamental rights by law, and for changing gender-biased attitudes.

#### 14. Should SH be a matter of public concern?

On Table 9, survey respondents largely blamed sexual harassment on cultural and social factors while very few blamed the condition of metro facilities (i.e., poor lighting, lack of personnel/CCTV security, and overcrowding), the lack of laws (1%) and enforcement (police don't treat SH complaints seriously – 3%). However, majority of the respondents (52%) of respondents strongly agree and 32% agree that SH is a matter of public concern, especially in managing operations of the metro rail. Interestingly, 6 respondents (3%) disagreed and 1 strongly disagreed while 24 (12%) were not sure (see Table 10).

Table 10

Should sexual harassment in the metro be a (public) concern?

<sup>1</sup> Azerbaijan Criminal Code, Article 221 under Chapter 1 and 153 under Chapter 20

[http://az.wikisource.org/wiki/Az%C9%99rbaycan\\_Respublikas%C4%B1n%C4%B1n\\_Cinay%C9%99t\\_M%C9%99c%C9%99ll%C9%99si/Onuncu\\_b%C3%B6lm%C9%99](http://az.wikisource.org/wiki/Az%C9%99rbaycan_Respublikas%C4%B1n%C4%B1n_Cinay%C9%99t_M%C9%99c%C9%99ll%C9%99si/Onuncu_b%C3%B6lm%C9%99)

<sup>2</sup> Azerbaijan Administrative Offense Code. Chapter 22, Article 296  
<http://dyp.gov.az/index.php?/az/content/203>

Strongly Agree	Agree	Not Sure	Disagree	Strongly Agree
105	64	24	6	1
52.5%	32%	12%	3%	0.5%

#### 15. Recommendations for addressing sexual harassment

From the FGDs, the following recommendations to prevent and address sexual harassment, especially in the metro, were gathered:

- Conduct sexual harassment awareness raising campaigns and issue clear guidance on how to report incidents. It became clear from the survey as well as FGDs that some women don't recognize behaviors like staring, leering and making inappropriate comments as forms of sexual harassment. These activities can be done through publicity materials such as posters that can be put up on metro area or to show simple video film on SH and forms on information screens. Awareness raising activities must not be limited at the metro. Media can also be involved in disseminating this messages and information out to people. Relevant LNGOs can be involved to conduct necessary campaigns.

TV programs on public transport relations to educate people on the matter as well as share with best practices of large cities, metropolitan cities. Because of the rapid development of Baku city in terms of population and infrastructures, it will be helpful to know from the experience of other developed large and metropolitan cities about how they handle similar issues in public transport and what actions they undertake to make transport safer and comfortable for riders.

#### (2) Improve metro conditions for safer and comfortable mobility of female riders

- Availability of metro online complaint that enables victims and witnesses easily and comfortably report the case without being disclosed. Because this was the case why women don't tend to report the harassment case to police and metro personnel, according to the survey and KIIs and FGDs
- Frequently showing Public Ads about SH and forms on the screen existed in metro until it is reflected in minds of people. This can be displayed along with commercial ads on the screen to change behave and attitude of people towards harassment.
- Training for relevant metro, security and police personnel on SH, forms, and how to deal sensitively with victims and complaints. Their approach to the issue and their responsibilities needs to be improved.
- Improve coordination between the metro security and police in monitoring, responding, and tracking sexual harassment cases

- Set up a hotline for reporting complaints, including sexual harassment.

## Limitations of the Study

Women were reluctant to take part in the survey, afraid that the information they share might get to their families or be used against them. The research team addressed these reservations by explaining the purpose of the survey, assuring confidentiality, and giving respondents the option of filling up the questionnaires online.

The survey coincided with the latest incidents related to technical problems in the Baku metro, therefore some people were asking about what government and organization was behind the survey. They asked if US or Israeli supported organizations were doing the survey, concerned that the research was politically motivated against the Azeri government's interests. They agreed to participate upon learning that the study was commissioned by the Asian Development Bank, which is supporting the rehabilitation of railways in Azerbaijan.

Unfortunately, this research did not include girls younger than 15 years since the survey methodology would have required a specific approach for interviewing children.

## Appendix 1 Survey Questionnaire

### **Beginning the interview:**

Hello. We are doing survey with girls and women to find out if they experience or witness any inappropriate behavior and acts on metro rail or connected spaces that make them feel uncomfortable and insecure. Based on this survey results, there will be made recommendations to make metro rail safer and comfortable for women to commute. Your identity and responses will be treated with utmost confidentiality.

The Interview will take just a few minutes.

Thank for very much for agreeing to participate.

*[To be filled in by survey taker]*

<b>Date of interview:</b>	dd_____mm_____yy_____
<b>Location where survey takes place: (print)</b>	
Time started: _____ Time ended: _____	Duration of Interview : _____minutes
Name and signature of Interviewer:	

1. Estimated age of the interviewee: \_\_\_\_\_

Age group	Check
15 - 17 years old (girl child)	
18 – 20 years old (young women)	
21 – 30 years old (young adult women)	
31 – 40 years old (adult women)	
40 – 60 years old (middle aged women)	
60 and above (older women)	

2. Occupation:

- ☐ student  
☐ teacher  
☐ housewife  
☐ others(specify)\_\_\_\_\_

3. In the past 6 months and on the average, how often did you use metro? **(Don't tell the interviewee the options below, just check that apply from the response)**

- ☐ almost every day, 5-7 days a week
- ☐ often, or 1-4 times a week
- ☐ sometimes, 2- 4 times a month
- ☐ seldom, once a month or even less (Terminate interview)

4. What is the purpose of your travel by metro?

- ☐ school
- ☐ work
- ☐ going to market
- ☐ taking kids to kindergarten and school
- ☐ others(specify)\_\_\_\_\_

5. While riding the metro or at the terminal and its environs, have you ever been touched, followed, stared at or became a subject of anyone's inappropriate behavior which made you feel uncomfortable?

- ☐ Yes
- ☐ No

**(If no, please move to question 17)**

6. Where did you experience the SH? (multiple answers allowed)?

- ☐ Inside the Train
- ☐ On the platform
- ☐ Other places inside the terminal, specify:\_\_\_\_\_
- ☐ Spaces outside or adjacent to the terminal entrance and exists

7. What kind of behavior and actions in metro made you feel uncomfortable? **(Don't tell the interviewee the options below, just check those that apply from the response)**

- ☐ leering
- ☐ sexual comments/noises
- ☐ touching/groping
- ☐ pushing against you/rubbing body
- ☐ itching/touching his private parts particularly to make me uncomfortable
- ☐ others(specify)\_\_\_\_\_

8 . What did you do when you have been improperly behaved in metro or metro space? **(Don't tell the interviewee the options below, just check those that apply from the response)**

- ☐ ignore
- ☐ responding verbally
- ☐ responding w/body language

- ☐ sought help from passengers
- ☐ reported to police or metro staff
- ☐ I did nothing

**9 . If No, what was a reason for that? (Don't tell the interviewee the options below, just check those that apply from the response).**

- ☐ It does not bother me anymore
- ☐ It bothers me but I have learned to live with it.
- ☐ It bothers me but what can I do alone.
- ☐ I am afraid of the harasser, the situation may turn worse.
- ☐ I do not want to confront and make a scene.

**10 . When this happened, how did you feel? (Don't tell the interviewee the options below, just check those that apply from the response)**

- ☐ annoyance
- ☐ anger
- ☐ disgust
- ☐ fear
- ☐ insulted
- ☐ helpless
- ☐ sad
- ☐ ashamed or guilty
- ☐ confused

**11. Has the incident you faced in metro affected your use of metro?**

- ☐ Yes
- ☐ No

**12. If yes, how?**

---

**13. At what time(s) of the day have this occurred to you? (Tick all that apply) – multiple answers allowed**

- ☐ Morning
- ☐ Afternoon
- ☐ Evening
- ☐ Night



14. In the past 6 months, how often did you get annoyed by sexual actions or behavior directed at you while taking the metro?

- ☐ almost daily
- ☐ a few times a week
- ☐ a few times a month
- ☐ once
- ☐ never

15. Has anyone ever helped you when you were being harassed?

- ☐ Yes
- ☐ No

16. If yes, how? (multiple responses allowed)

- ☐ Called the Police
- ☐ Confronted the harasser
- ☐ Got support from people around
- ☐ Others, specify

17. While riding the metro or at/near its terminal in the past 6 months, have you ever seen or witnessed an act of sexual harassment perpetrated against another female passenger?

- ☐ Yes, once
- ☐ Yes, 2 – 6 times
- ☐ No

18. While riding the metro or at/near its terminal in the past six months, have you ever helped a female victim of sexual harassment?

- ☐ Yes
- ☐ No

19. If yes, how did you help the offended woman?

---

20. If no, why?

---

TO BE ANSWERED BY ALL RESPONDENTS:

21. Why do you think SH happens in the metro? (multiple answers)

(Victim blaming)

Women wear clothes that provoke indecent behavior among men

Women do not act decently/ appropriately

(perpetrator's nature, male privileging)

Men will be men, boys will be boys

Lack of education among males

(physical factors)

Metro is overcrowded

Poor lighting

Lack of security personnel/CCTVs

(policy factors, )

No law against SH (???)

Security officers/ police do not treat SH complaints seriously, perpetrators go unpunished

(others)

Women are too busy to complain

Others, specify \_\_\_\_\_

22. Do you think Sexual Harassment in the metro and its environs is a matter of Concern?

☐ Strongly agree

☐ Agree

☐ Not sure

☐ Disagree

☐ Strongly disagree

## Appendix 2 Timeframe of the Research

Output (from ToR)	Activity	June	May				June			
		Wk4	Wk1	Wk2	Wk3	Wk4	Wk1	WK2	WK 3	WK 4
Conceptual framework with sampling structure and data gathering instruments	-Drafting and submitting the sampling structure and data gathering instruments to ADB review and approval									
	-Review and approval of by ADB									
	-Prepare Work Plan and submit to ADB									
	- Review and approval of Work Plan by ADB									
Data gathering	-Develop items for survey									
	-Review and revise items w/ADB research team									
	-Prepare survey sites for study									
	-Recruit and train survey takers									
	-Start survey with 200 female metro riders									
	-in depth interviews with women orgs, gender experts, metro operations manager and legal advisors									
	-FGs with women as well as men on survey findings and results									
Data analysis and Report Preparation	Develop Survey data analysis in MS Excel									
	Start entering survey data into the data analysis form									
	Data analysis and write up									
	Final editing of the report									

### Appendix 3 Key Informants Interview schedule and interview questions

8 interviews were held in total with various gender and women's issues experts, legal advisors and Baku Metropolitan officers.

#### Key Informant Interview Schedule

Title of the Organization	Name&position of KI met	Sex	Date
Clean World, Women's Organization	Mehriban Zeynalova, Director +994 50 314 3515 <a href="mailto:tamizdunyasu@gmail.com">tamizdunyasu@gmail.com</a>	Female	May 21, 2014
Lawyer at IREX	Alasgar Mammadli <a href="mailto:elesger@yahoo.com">elesger@yahoo.com</a> +994503163318 (mobile)	Male	May 25, 2014
Legal Advisor	Ruslan Veliyev <a href="mailto:ruslan.valiyev@lexconsult.az">ruslan.valiyev@lexconsult.az</a> +994 50 3260966	Male	May 26
Women Rights Protection Association	Firuzah Asadullayeva, media person +994503786059	Female	May 26
Women Rights Protection Association	Sadagat Pashayeva, Women Rights Protector, Gender Expert +994503196240	Female	May 30
Baku Metropolitan CJC	Fuad Tagizadeh, Senior Engineer +994703171665	Male	June 5
Baku Metropolitan CJC	Hidayat Mammadov, Chief of Operational Department of Baku Metropolitan. +994124900030	Male	June 16( phone talk)
International Gender and Development Expert at UNDP	Aysel Vezirova <a href="mailto:aysel.vazirova@facebook.com">aysel.vazirova@facebook.com</a> +994504049844	Female	June 18

#### KEY INFORMANT INTERVIEWS

##### Key Informants

Women Organizations

Gender Experts

Researchers on gender related issues

Legal experts

Rail workers

Each interview usually takes no more than an hour, although occasionally may last a bit longer.

During the interviews the researcher should be seeking information on prevalence and

perception of sexual harassment on public transport in Azerbaijan society, to better understand the cultural, social and other influences on the perception of the issue as well as how victims of sexual harassment are affected and who are the main perpetrators of the harassment. Additionally ideas from the gender experts and women organizations will be collected on how to remove the transit barrier for women and enhance their mobility.

### **Interview Questions to be addressed to gender experts and women's organizations**

#### ***How the problem of sexual harassment on public transport is discussed in the context of Azerbaijan***

Do you think Sexual Harassment on a public transport is a matter of Concern?

Why do incidents of Sexual Harassment on public transport occur in society?

What is the women's perception and fear of sexual harassment on transport?

What are the factors that affect women's feeling of security on public transport? ( knowledge about violence, time of day, lighting, etc)

How do these factors affect travel decision of women and how to overcome these transport barriers?

How to enhance women's mobility?

#### ***Challenges in addressing the issue of sexual harassment on public transport***

Access to justice ( How much help does the law realistically provide to women who experience these crimes?)

Availability of appropriate outlets to enable passengers to make complaints about metrorail services (to allocate responsibility and ensure accountability)

Factors that hinder women to address sexual harassment crimes they experience on the station and trains ?

What are the reasons that majority of such cases are not reported to legal authorities?

What needs to be done to increase awareness of sexual offences, and help to make victims or witnesses feel more comfortable in reporting them?

What are the major obstacles to stop 'Sexual Harassment on metro'?

What do you think need to be done to combat sexual offence on stations and trains?

### **Interview Questions to be addressed with legal officer**

Which is or can be involved in incident of sexual harassment including intentional injury, sexual assault, sexual harassment and insult?

What is the government position with sexual harassment on public places particularly public transport at the moment?

Is there a law against sexual harassment as a whole and specifically sexual harassment on public transport? How one can get access to those laws?

How much help does the law realistically provide to women who experience these crimes?

What are the reasons that majority of such cases are not reported to legal authorities?

What needs to be done to encourage victims or witnesses to report the crimes?

### **Interview Questions to be addressed to Metro personnel**

Do you think SH is a problem on the metro?

Have you been reported any SH case by the metro riders? Our survey shows a high incidence of SH in the metro, what is your reaction to this? (wants to solve the problem/does not acknowledge the problem).

Do you think SH as a public matter that requires public policy and program solutions?

How often does the management receive complaints on SH? Do you have any data collection or tracking metro SH and assault?

What is the metro management/MOT doing about SH? Note: analyze to classify solutions into: (policies/programs; prevention/apprehension; victim-support/modifying male behavior, etc.

What are metro safety amenities to prevent or reduce SH on train and station?

Do you have emergency services available in the metro cars and stations that allow the passenger to communicate with metro personnel for support?

Do you do any survey or public awareness campaigns to educate riders about risk of SH and preventive measures that riders can take?

## Appendix 4 FGD Participants List and Discussion Questions

List of Focus Group Discussion Participant and Date of FGD

List of Focus Group Discussion Participant and Date of FGD		
Name of 1 <sup>st</sup> FGD Participants	Sex	1 <sup>st</sup> FGD Date
1 <sup>st</sup> FGD Participants and Date		
Ulviyya Mammadova	Female	June 10
Aytaj Islamova	Female	
Gular Aydinli	Female	
Narina Mahmudova	Female	
Sabina Abdullayeva	Female	
Mehriban Nasib	Female	
2 <sup>nd</sup> FGD Participants and Date		
Tural Abbasov	Male	June 12
Fekhri Sadigli	Male	
Galib Aliyev	Male	
Israil Safarov	Male	

### FGD Questions

Are incidents of Sexual Harassment on public transport prevalent in your city?

Please describe your experience of sexual harassment on public transport specifically on metro

How did you react when you experienced harassment?

What kind(s) of harassment / have you faced? Verbal (comments, whistling etc.), physical(touching, feeling up etc.), visual(staring, leering, gesticulating, etc )

Has anyone ever helped you when you were being harassed? If yes, how?

Have you ever helped a female victim of sexual harassment while riding the metro? If No, why?

Why do you think SH occur on metro and public transport as a whole?

Did your experience of being harassed on metro change your future use of transport? Why or why not?

Do you think a person can control whether they're harassed on the transport? If yes, how?

What do you think are efficient and feasible ways of addressing this problem and why?