



Technical Assistance Consultant's Report

Project Number: 44067
December 2014

Georgia: Rapid Assessment of Sexual Harassment in Public Transport and Connected Spaces in Tbilisi

Pilot Project Final Report

Implemented from August 2014 – November 2014

Prepared by
Women's Information Center

For
ADB RETA 7563: Promoting Gender Inclusive Growth in CWRD DMCs

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

Asian Development Bank

Table of Content

I.	INTRODUCTION AND BACKGROUND	2
II.	RESEARCH METHODOLOGY	3
III.	RESEARCH DESIGN	ERROR! BOOKMARK NOT DEFINED.
IV.	RESEARCH FINDINGS AND ANALYSIS (TBILISI METRO STATION)	5
V.	ANALYSIS OF IN-DEPTH QUESTIONNAIRES	8
VI.	LIMITATIONS OF THE STUDY	8
VII.	CONCLUSION	9
VIII.	RECOMMENDATIONS	10

I. INTRODUCTION AND BACKGROUND

Tbilisi public transport system consists of metro, buses, mini-buses, railway and taxis

There is no study showcasing sexual harassment in Tbilisi public transport. However, in general, one of the main problems in Georgia still remains gender based violence. Forms of violence vary; it is detected on domestic level as well as outside the domestic environment. The most alarming is limited reporting by victims of violence as well as the attitude and tolerance of the society towards an increasing number of the facts of violence toward women. It is important to express zero tolerance from the relevant institutions and NGOs on this problem.

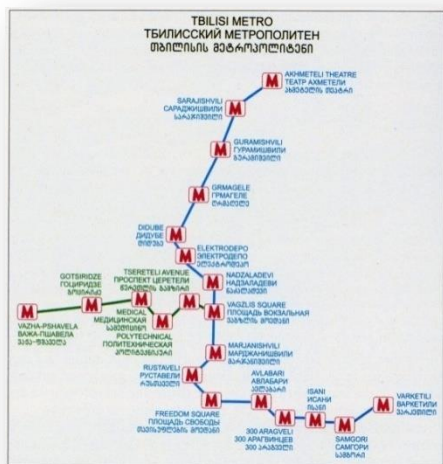


Figure 1: Scheme of Tbilisi metro

There are two metro lines in Tbilisi more than 850 000 people use metro daily according to the official statistics. These are mostly workers and students. They use electronic cards for accessing metro stations. It is important that metro is seen and convenient for people to allow travel, study, work and perform various productive services. However, certain environment, including loaded metro stations may raise certain security and safety issues, in particular, towards women and girls.

Therefore it is important to understand that metro is one of the most used public transports in Tbilisi and it is interesting to track how safe it is for women and girls.

Awareness of the society is still low towards the forms of violence against women, in particular hidden forms of violence, like harassment. In many cases expressions of violence like harassment is not seen as a typical form of violence, neither it is perceived as breaching the law. In a few cases society is not tolerant to the violator but in most of the cases victims of violence hide the fact for avoiding censure from the society.

This problem is also described in the 2013 annual report of the public defender of Georgia.¹

In September-October of 2014, a rapid assessment on Sexual Harassment in Tbilisi metro stations was conducted. The aim of the research is to track frequency of harassment against women and girls, define a deeper understanding of why there is a need to address sexual harassment issues in planning and operations of public transport services that are designed within the context of building safer cities and ensuring inclusive growth.

¹ (see annual report, pg 501)



Technical Assistance Consultant's Report

II. RESEARCH METHODOLOGY AND DESIGN

Before starting implementation of the survey, there training was held for selected group of interviewers (mainly selected from the data base of WIC). Training was aimed to inform interviews about the project goals and discuss the questionnaire and the process of interview. The training was held by the representative of Association of Young Economists of Georgia (AYEG) and representative of Women's Information Center (WIC).

Training considered following topics:

- Project description
- Work plan of the project
- Metro station and overall statistics
- Interview (survey) questionnaire
- Division of interviewers on metro station
- Deadlines for submitting of interviews (surveys)

Research was designed as combined research, including surveys and in depth interviews.

The data was gathered in three week period and analyzed accordingly. Firstly, a survey was conducted with total of 200 women, that quantified young girls, students, working age, and older women on selected metro stations in Tbilisi. Based on the questionnaire survey identified the types of sexual harassment, the reactions, and the perceived factors that motivate or prevent its occurrence.

Out of 22 stations of TBILISI metro, the survey has been conducted at and around 14 metro stations and preference is given to those stations that are intensively being used by large number of riders mostly students, teachers, workers and other female passengers. Surveys were designed as structured interviews and were conducted on 14 metro stations of Tbilisi. Metro stations were chosen in accordance to their daily load. Respondents were chosen with probably method. Survey was conducted by group of interviewers and it was confidential. Interview/Survey process was controlled and monitored by field controllers that aimed truthfulness of results. Survey was held face to face and lasted 10-15 minutes each.

The study shows that almost half of the survey respondents have experienced sexual harassment at least once in the last six months. Majority of the victims fall in the age group of 18-40. They experience various forms of harassment, including verbal and physical, most of them taking place inside the metro carriage as well as in other place inside the terminals. Victims largely do not report episodes of sexual harassment as they do not count harassment in public transport as fact that should be reported to police indicating to a low awareness of the society over the issue.

Selecting Combination:

Women and girls who use public transport (200), as well as women leaders/representatives of NGOs working on women rights issues. They are divided into 2 segments:

Segment 1: Women and girls who use Metro stations

Segment 2: Lead Women from NGOs that work on women rights issues (list will be completed from the list of organizations from the base of WIC information portal GINSC)

Age differentiation:

18 – 20 years old (young women) – 80 respondents
21 – 30 years old (young adult women) – 80 respondents
31 – 40 years old (adult women) – 30 respondents
41 -60 years (women) – 10 respondents

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

Occupation: Students, housewives, employed, other (will be defined)

Research Area:

Metro Stations	Number of people
Railway Station	17 9274
Varketili	98 852
Rustaveli	76 652
Akhmeteli	70 788
Marjanishvili	66 599
Didube	54 033
Samgori	73 301
Tavisupleba	60 735
Isani	48 169
Gotsiridze	34 347
Sarajishvili	30 577
Politechnikuri	30 577
Avlabari	29 739

In-depth interview was conducted with representatives of local NGOs who work on human and women's rights, as well as gender based violence. There were chosen 10 respondents, nevertheless only 5 of them have been interviewed. In deep interview was held face to face as well as via e-mail. Interview took 20-25 minutes. In addition, WIC applied to Tbilisi transport company and transport department of the Tbilisi City Hall, however, they mentioned that do not possess any information on this issue.

Instruments for the qualitative research were structured interviews that were prepared by Women's Information Center together with the research team of Association of Young Economists of Georgia.

Methodology: probability, targeted (purposed)

Design: combined – surveys and in-depth interviews

Instruments of the research: Structured interviews

Strengths of the research: We can combine information from a large number of respondents that can help us to get interesting information. Also confidentiality of the interview will give a hand in getting the right information

Weaknesses of the research: subjective views of the respondents and interviewers



Picture 2: Training of Interviewers 2

References:

1. 2013 Annual report of public defender , PG 501
2. Data of statics department on number of people using public transport (2009 year)

Base of the organizations working on women's rights and violence www.ginsc.net

Technical Assistance Consultant's Report

III. RESEARCH FINDINGS AND ANALYSIS (TBILISI METRO STATION)

As mentioned above one of the components of research was survey conducted in 14 metro stations of Tbilisi. Totally there were interviewed 200 women respondents. Age range for respondents was: 18-20 years, 21-30 years, 31-40 years, and 41-60 years. 61% of respondents are students, 2.5 % others, 12 % housewife, 24.5% working women.

According to the survey, 45% of the respondents have experienced sexual harassment in Tbilisi metro.

The survey reveals that 90 out of 200 respondents have experienced various forms of sexual harassment while riding the metro. It is interesting that biggest number of respondents who have experienced SH were at the n Railway Metro Station. This metro station is probably the largest and most loaded during the day.

Mostly respondents experienced sexual harassment inside the metro train (78%), 14% of them – on the platform, 14% on Spaces outside or adjacent to the terminal entrance and exists and 6% on other places inside the terminal.

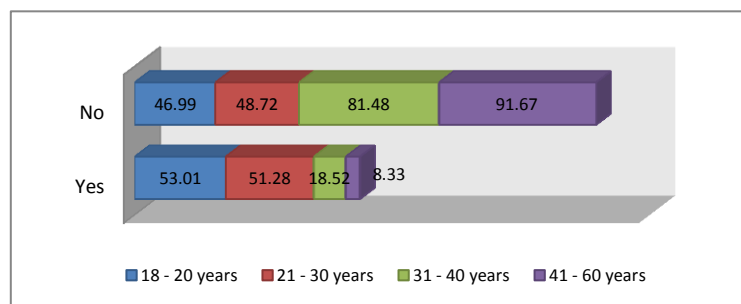


Figure 2: SH experience by age

The most common type of harassment was leering (73%), sexual comments/noises (31%), touching/groping (38%), pushing against you/rubbing body (14%), itching his private parts particularly to make uncomfortable (6%) and other (14%).

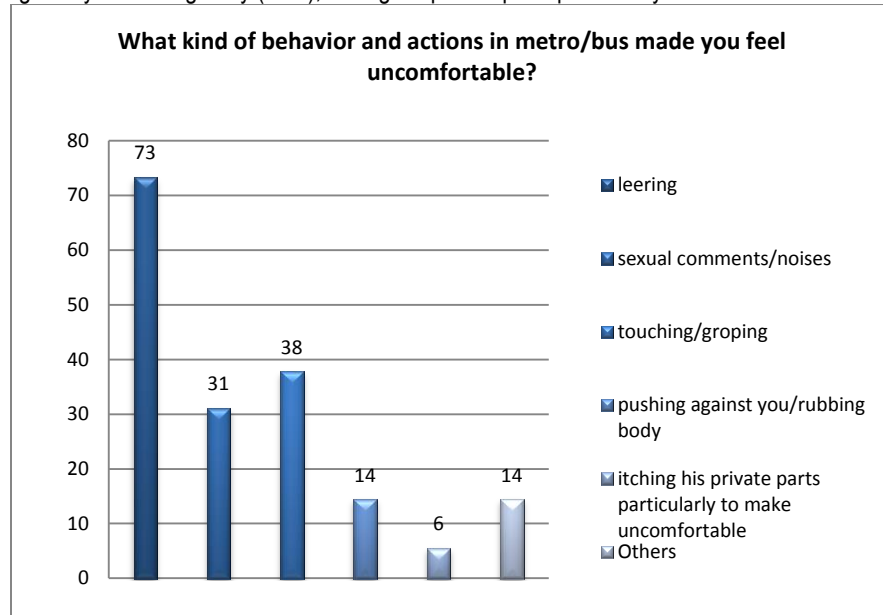


Figure 3: SH types

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

The most common time of the day when respondents experienced sexual harassment was evening 65.6%. Under evening was meant time period from 17⁰⁰ to 20⁰⁰, time period when metro stations are most loaded.

The respondents who were affected by the facts of SH have had various reactions in terms of using the metro: in order to avoid harassment, women report avoiding taking metro alone - 5, 3%, using metro very seldom and not if crowded - 52.6%, Some of them stopped using metro - 21.1% and avoided taking metro in the evenings 21.1 %.

Survey revealed that, 85.5 % of respondents answered that no one helped them when they experienced sexual harassment in metro. Only 14.47% of the respondents were provided with help, nevertheless none of them called to police. The reason of not applying to police was that harassment lasted in a short period, as well as respondents do not count harassment in public transport as fact that should be reported to police. This fact can be also explained with low awareness of society on SH and understanding it as an important problem.

Another interesting issue was action of respondents when seeing facts SH. 66% of respondents have not mentioned facts of SH, 11% - once and 23% 2-6 times. It's important that, 75% of respondents have not helped to victims of harassment and main reason were:

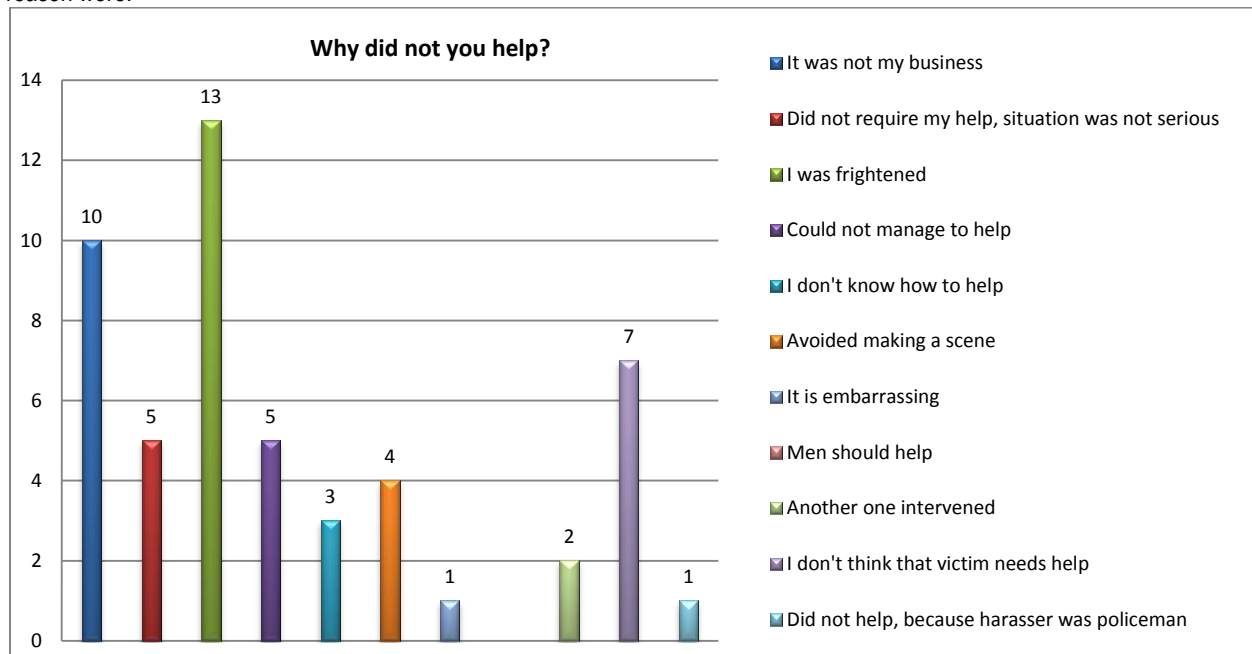


Figure 4: Reasons for not helping victims of SH

In interview this question was open ended. So it is interesting to see some specific answers of respondents: "That was not my business"

- ✓ "There was not need of my help, situation was not acute"
- ✓ "I don't know how I could help"
- ✓ "I don't think that a victim needed my help"
- ✓ "I could not help because pressuring was made by police"



Technical Assistance Consultant's Report

Interesting were considerations of respondents of why does SH happen in metros. The most common reason was lack of education among men 52.5%.

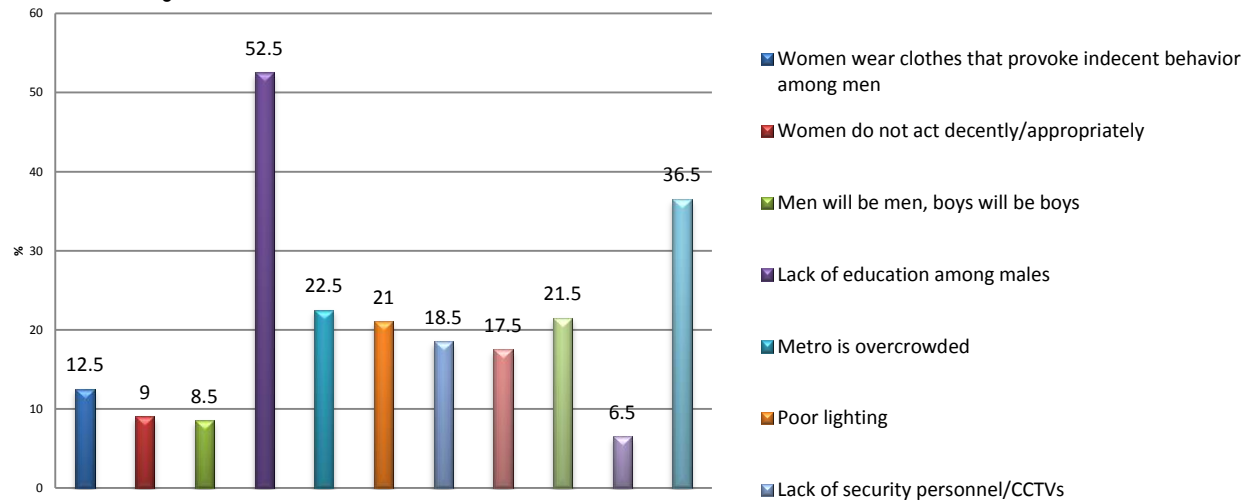


Figure 5: Reasons of SH in Metro (Respondents' opinions)

Another important issue is that 62.5% of respondents agree with the statement that SH in public transports (Metro) is everyone's matter of concern. Nevertheless, survey as well as in depth interviews showed that the awareness of respondents to SH in public transport is very low.

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

IV. ANALYSIS OF IN-DEPTH QUESTIONNAIRES ANALYSIS

For gathering more detailed information in deep interviews were conducted with experts and representatives of NGOs working on gender based violence (GBV). The questionnaire included questions concerning overall activities of the organizations respondents work in, their considerations about GBV in country and their experience with working on SH (Sexual Harassment). *(See questionnaire in annex).*

From analysis of in deep interviews there was outlined that the experts see the problem in not reporting the cases of sexual harassment and law awareness of the society that SH is a form of violence. In addition, the respondents of the in-depth interviews indicated on non existence of any institutional mechanisms against harassment. There were discussed most common cases that they had while working on gender based violence. Most commonly respondents have had heard about harassment facts, but they have not had beneficiaries with the problems around harassment. Respondents were mostly local NGOs working on human rights, gender equality, awareness raising and advocacy.

It is interesting that on question concerning legislation, all of the respondents indicated that there is lack of legislation around harassment. They underlined that there is no separate chapter in any of related laws concerning harassment. All of the respondents concerned that existence of regulatory law is crucially important.

Moreover, research team has talked to Tbilisi Transport Company that is officially responsible for public transport and is under the subordination with Tbilisi Municipal Transport Service. WIC would like to also interview representatives of these entities; however, they had no information about SH fact in metros. Moreover, relevant Tbilisi Municipal Transport Service department representatives neither had any information about SH in public transport. As the study found out, security issues of public transport (metro) is responsibility of the Ministry of Internal Affairs of Georgia; however, there is no data tracked on sexual harassment by police.

V. LIMITATIONS OF THE STUDY

Women are mostly constrained when discussing issues and cases of sexual harassment. Although, it is important that respondent were open to discuss SH with interviewers. As discussion of SH in public transport is more or less a closed issue in the Georgian society, it could be problematic to conduct surveys as open as research needed.

It is interesting that metro station personnel and administration was not informed about fact of harassment in transport nevertheless they are ready to cooperate in case of existence of such problems. This issue is complicating getting official statistics of SH in public transport.

Security of the metro station is responsibility of the Ministry of Internal Affairs of Georgia. For now, in official statistics of the ministry there is not separate statistics for sexual harassment.

For avoiding limitations of the study research team trained interviewers for conducting survey process as carefully as possible, as well as understanding importance of the problem.



Technical Assistance Consultant's Report

VI. CONCLUSION

Research showed that women experience sexual harassment in Tbilisi metro. Out of 200 respondent, 45% have had experienced some form of sexual harassment at least once during the last six months. Mostly facts of sexual harassment happen in the evening, when the traffic is the heaviest and the number of passengers is high in all metro stations. The number of cases takes place in the metro carriages. Interestingly, as the research shows, none of respondents have ever applied to police for help in cases of sexual harassment. This fact shows that there is low awareness of society towards fact of SH and they do not see this issue as a serious danger and problem.

Another issue is that neither Tbilisi transport company nor transport department of the Tbilisi City Hall has any information about facts of sexual harassment in metro stations., as security of the metro stations as well as all kind of public transport is responsibility of the Ministry of Internal Affairs of Georgia however, no facts have been reported to the police and no data exists in the Ministry on similar facts.

Moreover, interesting fact is that none of the respondents of in deep interviews has ever worked directly with the victims of sexual harassment. Nevertheless, all of the underline that there SH is a hidden form and a taboo and therefore do not get proper attention.

Furthermore, it is important that there are no legislative tools for regulating SH facts and making it punishable. It is important to have law enforcement tools for regulating issue.

The main findings of the research were following:



Sexual Harassment is existing problem for women and girls in public transport, but there is lack of attention from wider society as well as responsible authorities to address the issue

- ✓ There is not enough security in metro stations for prevention of sexual harassment in metro stations, in particular in metro carriages and loaded metro stations are problematic

- ✓ There is a very low awareness of the society towards SH in public transport

- ✓ There are no relevant legislative tools for making SH punishable

- ✓ Majority of respondents do not apply to police for help in cases of SH

It is crucially important to underline that there is very low awareness of society towards SH fact and in most of cases are not taken seriously as factors for promoting gender based and sexual violence.

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

Moreover, it is important to make information campaigns, as far as awareness of society is quite low. While in depth interviews there were identified that society does not perceive SH as serious problem and factor of exacerbation of overall situation in perspectives of gender based violence. It is important to realize that SH is first stage of appearance physical violence and it is crucially important to start with prevention, rather than fighting with the results.

VII. RECOMMENDATIONS

Based on the conducted interviews and the survey analysis, recommendations for suspension of sexual harassment in public transport have been elaborated by the project team.

Accordingly, there are several recommendations for decreasing overall environment in respect of SH:



1. Making public transport more safe place: more security on public places. This can be additional technologies (like cameras inside carriages) as well as human resource/security inside the metro stations to react on the cases of harassment. This recommendation can be addressed to the Tbilisi Transport Company, Tbilisi Municipal Transport Service, as well as the Ministry of Internal Affairs of Georgia. Best practice can be obtained from the cities that have had a similar problem and were able to reduce the number of cases of sexual harassment against women and girls.
2. Awareness rising of a wider society: awareness rising of the society, information- campaigns about sexual harassment and their possible results (sexual violence, rape, etc.). This recommendation can be addressed to the Tbilisi Transport Company, Tbilisi Municipal Transport Service, as well as the Ministry of Internal Affairs of Georgia and NGOs.
3. Adopting regulatory laws on sexual harassment and defining sexual harassment as punishable and violation of law. SH should be recognized as criminal and should become punishable. It is important to combine special working group of experts and relevant figures who will work on adoption law/provision in a law against sexual harassment. This recommendation can be addressed to The Parliament of Georgia, Secretariat of Prime minister of Georgia of Human Rights, as well as the Ministry of Internal Affairs of Georgia, Gender Equality Council of Georgia.

Technical Assistance Consultant's Report

Annex 1: Survey Questionnaire

Questionnaire

Introduction – 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. Recommendations will be developed based on the results of the survey for making public transport more secure and comfortable for women. Your identity and answers will be kept confidential.

The interview will take only a few minutes. Thank you for agreeing to participate.

Date of the interview:	
Place of the interview:	
Start time of the interview:	
End time of the interview:	
Name and signature of interviewer:	

1. Age of respondent _____

Age group	Mark
18 - 20 years old (young girl)	
21 – 30 years old (young adult woman)	
31 – 40 years old (adult woman)	
41-60 years old (middle age woman)	

2. Social status:

1. Student
2. Housewife
3. Employed
4. Others (*specify*)

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

3. In the past 6 months and on the average, how many times have you used metro? *(For the interviewer! Don't tell the interviewee the options below)*

#	Transport	Number
1	Metro	14

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

1. Yes *(proceed)*
2. No *(go to the question 16)*

5. Where did you experience the Sexual Harassment?

1. Inside the train
2. On the platform
3. Spaces outside or adjacent to the terminal entrance and exists
4. Other places inside the terminal *(specify)* _____

6. What kind of behavior and actions in metro/bus made you feel uncomfortable?

(For the interviewer! Don't tell the interviewee the options below; write down 1 or 0 in each entry)

#	Action	Metro
1	leering	
2	sexual comments/noises	
3	touching/groping	
4	pushing against you/rubbing body	
5	itching his private parts particularly to make uncomfortable	
6	Others (specify) _____	

7. What did you do when you have been improperly behaved in public transport or its environs? *(For the interviewer! Don't tell the interviewee the options below)*

1. Ignore
2. Responding verbally
3. Responding with body language
4. Sought help from passengers
5. Reported to police or metro staff
6. I did nothing



Technical Assistance Consultant's Report

8. If No, what was a reason for that? *(For the interviewer! Don't tell the interviewee the options below)*

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

9. When this happened, how did you feel? *(For the interviewer! Don't tell the interviewee the options below)*

1. Annoyance
2. Anger
3. Disgust
4. Fear
5. Insulted
6. Helpless
7. Sad
8. Ashamed or guilty
9. Confused

10. Has the incident you faced in public transport affected your use of public transport?

1. Yes
2. No

11. If yes, how? *(For the interviewer! Write down the incident told by the interviewee)*

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

12. At what time(s) of the day has this occurred to you? *(For the interviewer! Tick all that apply) – multiple answers allowed*

1. Morning
2. Afternoon
3. Evening
4. Night

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

1. Almost daily
2. A few times a week
3. A few times a month
4. Once
5. Never

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

1. Yes
2. No

15. If yes, how? *(For the interviewer! Multiple responses allowed)*

1. Called the Police
2. Confronted the harasser
3. Got support from people around
4. Others, specify _____

16. 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? *(For the interviewer! Write down the relevant code).*

#	Action	Metro	
1	Yes, once		
2	Yes, 2 – 6 times		
3	No		



Technical Assistance Consultant's Report

17. While riding the metro or at/near its terminal in the past six months, have you ever helped a female victim of Sexual Harassment? *(For the interviewer! Write down 1 or 2)*

#	Action	Metro	
1	Yes <i>(go to the question 18)</i>		
2	No <i>(go to the question 19)</i>		

18. If yes, how did you help the offended woman? *(For the interviewer! Write down the actions mentioned by the interviewee)*

19. If no, why? *(For the interviewer! Write down the reasons mentioned by the interviewee)*

20. Why do you think Sexual Harassment happens in public transport? *(For the interviewer! To be answered by all respondents. multiple answers allowed)*

1. Women wear clothes that provoke indecent behavior among men;
 2. Women do not act decently/appropriately;
 3. Men will be men, boys will be boys;
 4. Lack of education among males;
 5. Metro is overcrowded;
 6. Poor lighting;
 7. Lack of security personnel/CCTVs;
 8. No law against Sexual Harassment;
 9. Security officers/ police do not treat Sexual Harassment complaints seriously, perpetrators go unpunished;
 10. Women are too busy to complain;
- Others, specify _____

This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

21. Do you think Sexual Harassment in the public transport and its environs is a matter of concern? (*Single response only*)

1. Strongly agree
2. Agree
3. Not sure
4. Disagree
5. Strongly disagree



Annex 2 : In deep survey



Guide for In-depth Interview

Technical information

Number of respondents: 5 organizations;

Average duration of interview: approximately 25-30 minutes

Interview method: face to face, e-mail, individually

I. Introduction

1. Introduce yourself to respondent (name, surname, organization) and thank him/her for consent to be interviewed;
2. Briefly overview project and aim of the interview;
3. Emphasize how important respondent's opinion and recommendations are;
4. Tell him/her that in the report of survey respondent will not be quoted by name;
5. Explain that it is very important not to omit any opinion, and for this, you need an audio record. Ask permit to turn the voice recorder on.
6. After receiving permission, turn on the voice recorder, make also written records and start the interview.

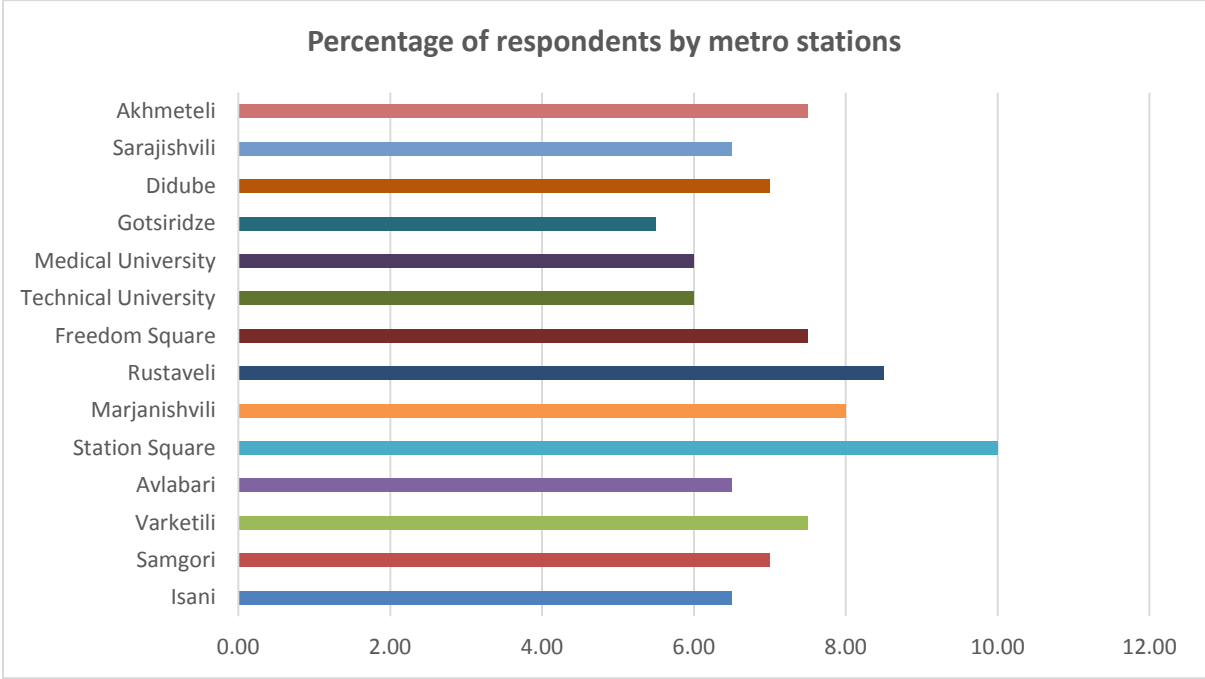
II. Principal questions (For the interviewer: without getting off the point, it is possible to ask respondent clarification questions; try to make respondent to give specific examples; always have under control to keep your aim in sight)

1. Tell us about experience of your organization in this direction;
2. What are the main directions of the organization?
3. How often women who experienced harassment apply to you?

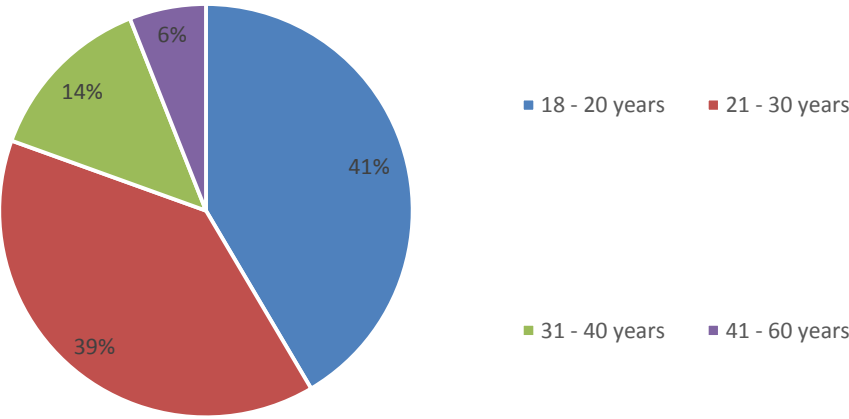
This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

Asian Development Bank

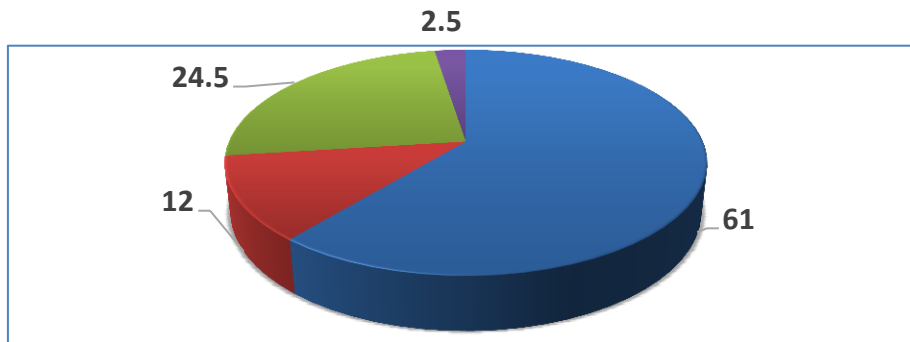
4. What are the main topics of their application?
5. Could you remember the hardest situation when you were applied by a person who had experienced harassment?
6. Have you had or heard about a case when woman experienced harassment in public transport?
7. Do you remember which type of harassment you were applied for?
8. What actions have you taken when you were applied by the victim?
9. What steps do you think are necessary to eliminate sexual harassment in public transport?
10. Are there any legislation/institutional mechanisms against harassment?
11. How efficient existing legislative framework is?



Respondents by age groups

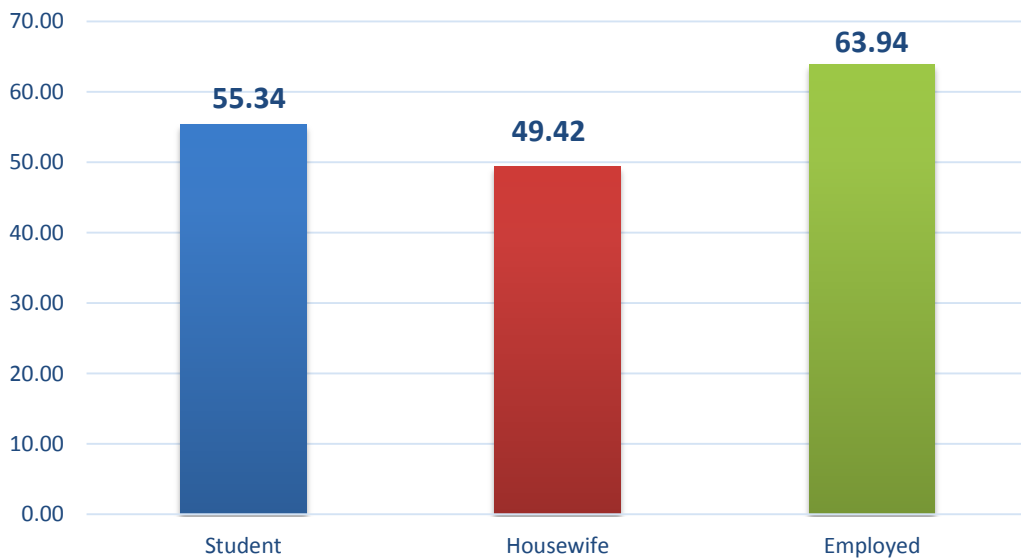


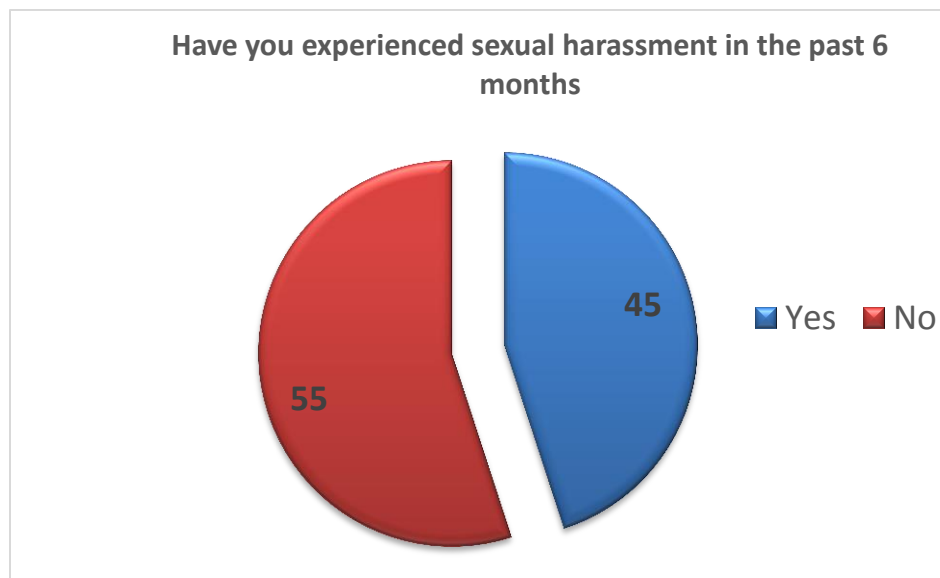
Social status
%



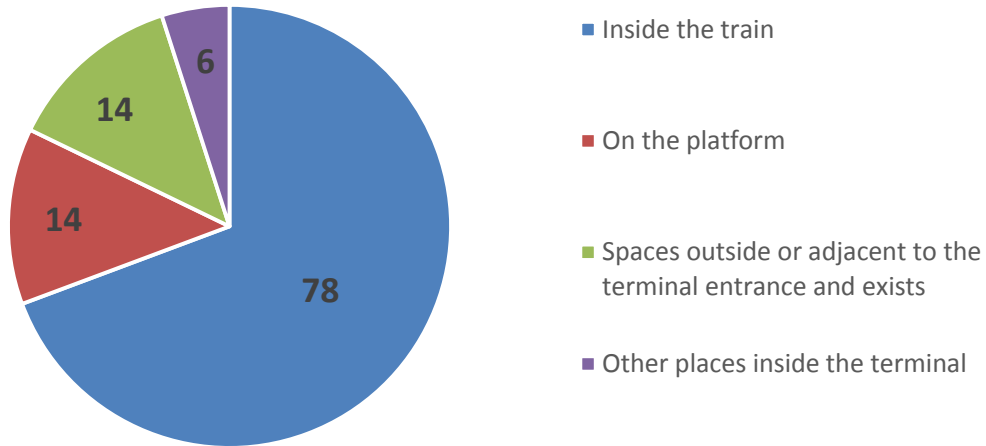
■ Student ■ Housewife ■ Employed ■ Other

In the past 6 months and on the average, how many times have you used metro

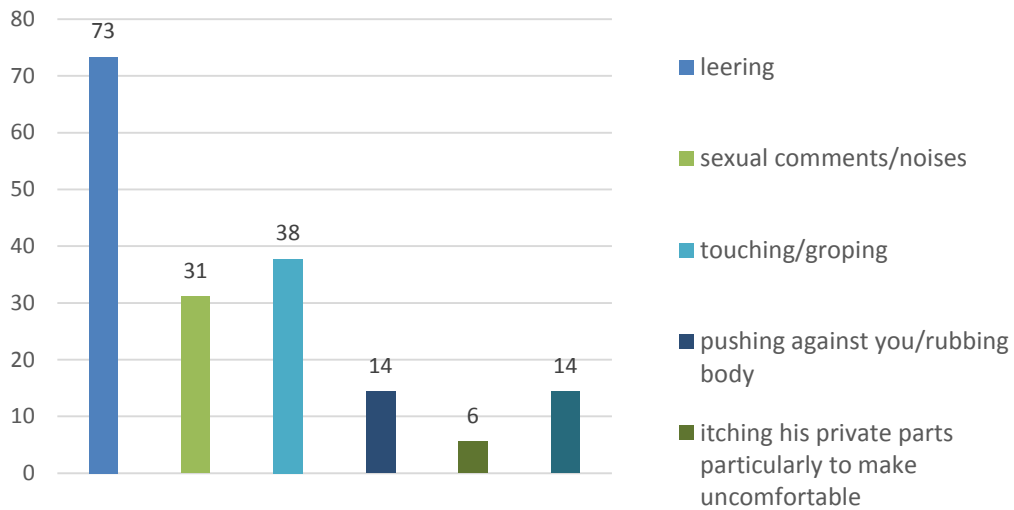


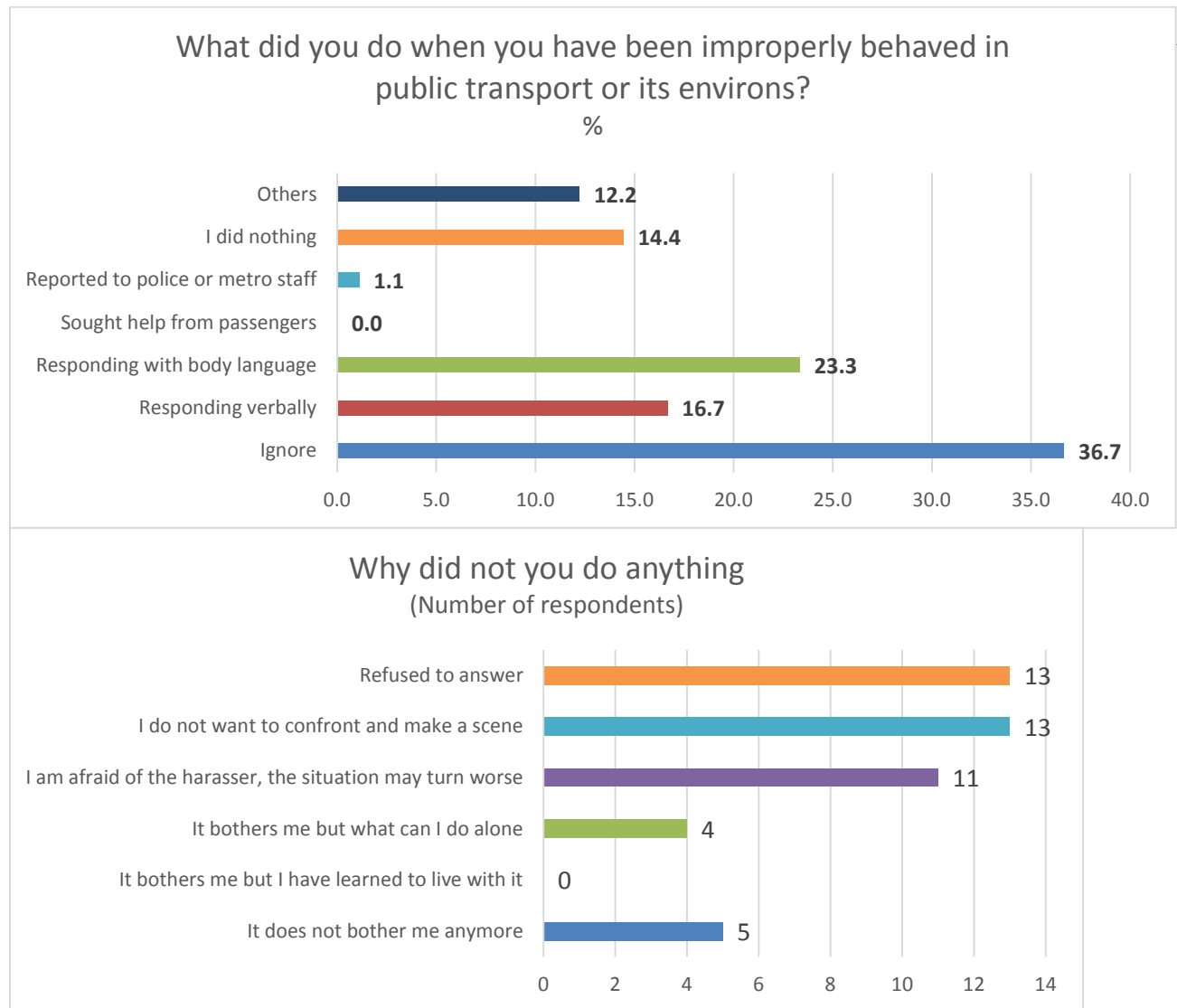


Where did you experience the Sexual Harassment



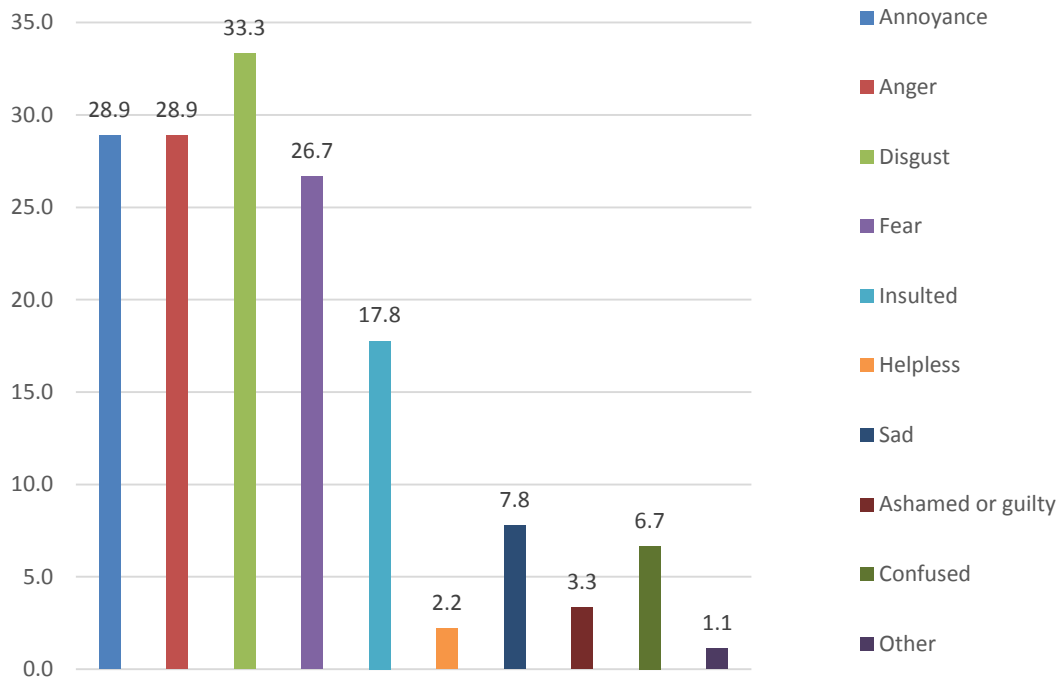
What kind of behavior and actions in metro/bus made you feel uncomfortable?



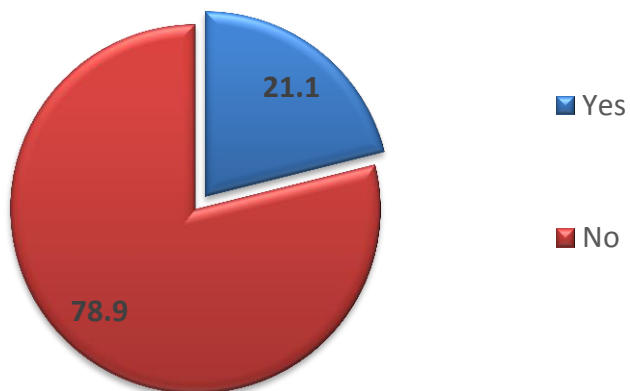


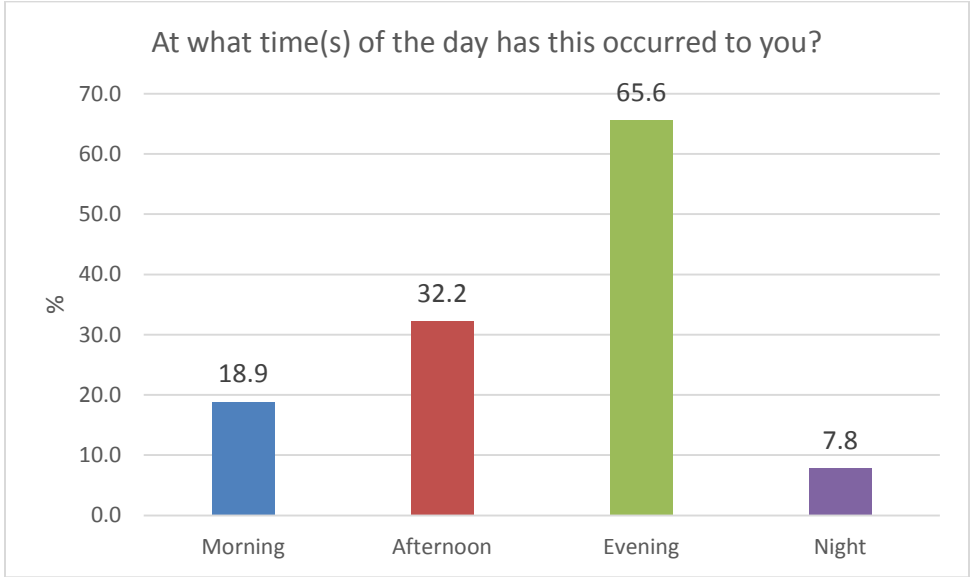
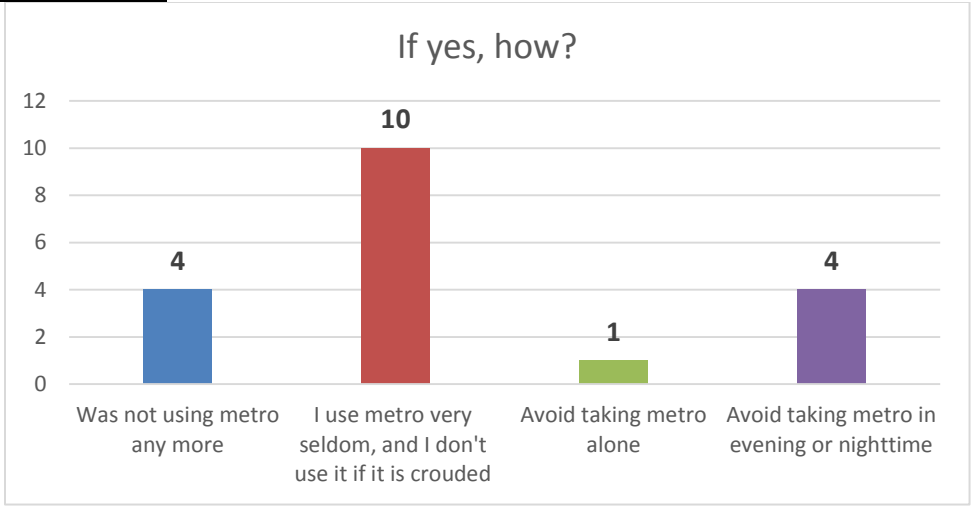
This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

When this happened, how did you feel?
%



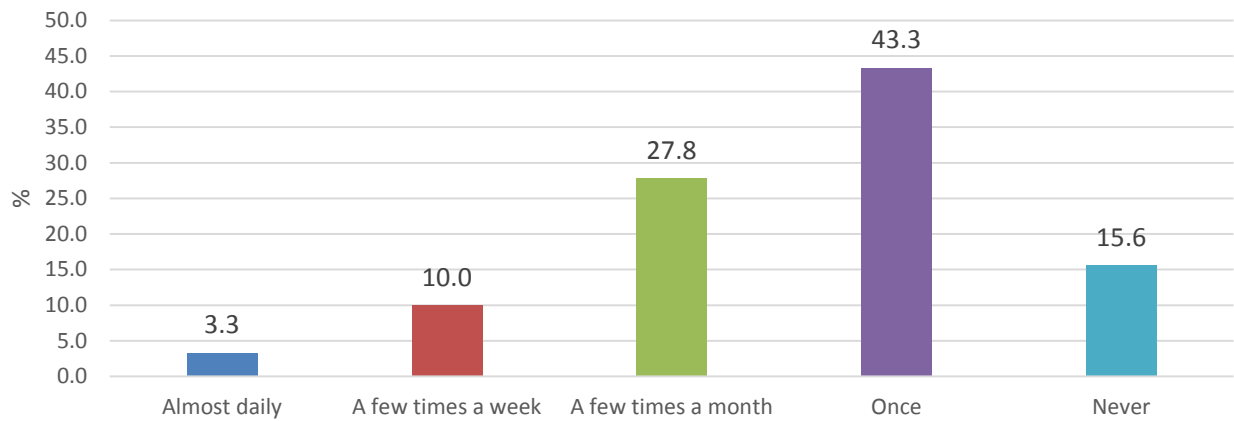
Has this incident affected your use of metro (%)



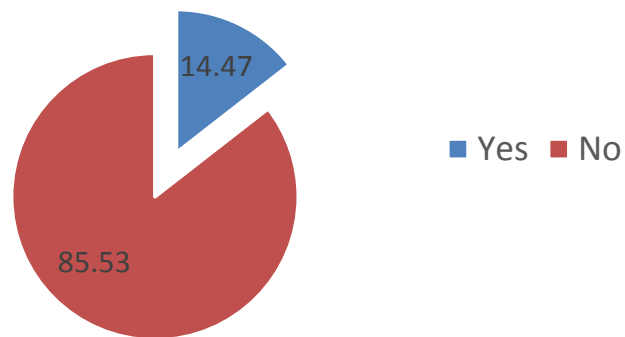


This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

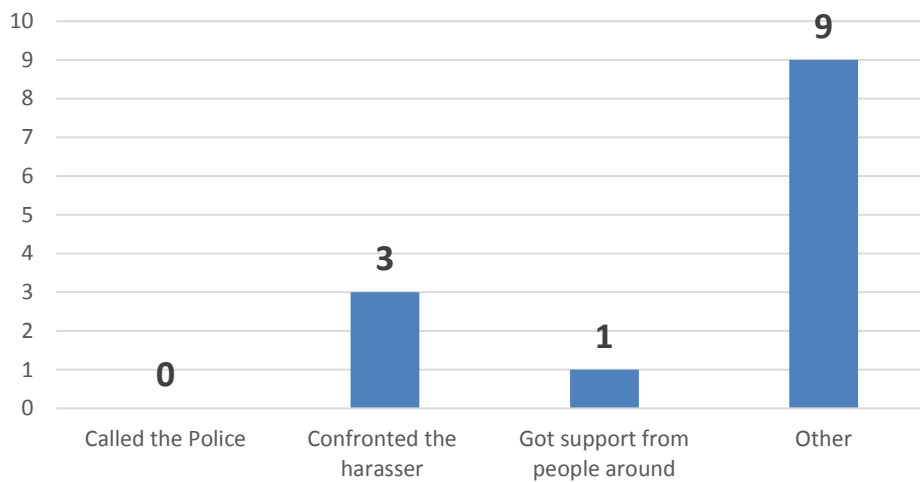
In the past 6 months, how often did you get annoyed by sexual actions or behavior directed at you while taking the metro/bus?



Has anyone ever helped you when you were being harassed? (%)



How did they help you?



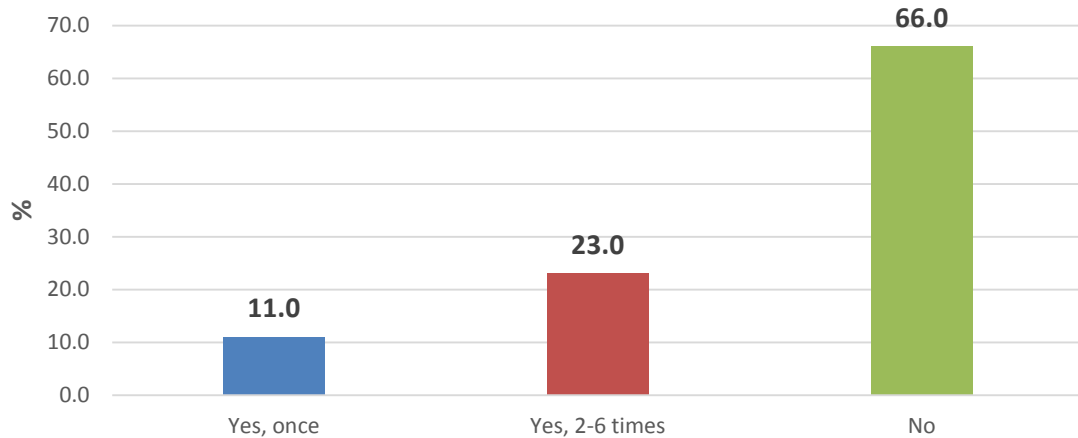



Technical Assistance Consultant's Report

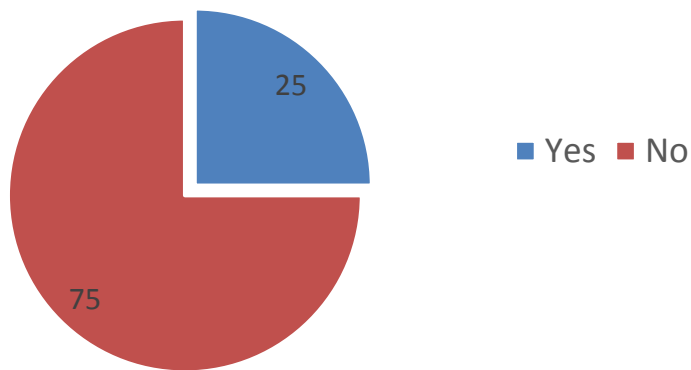
This consultant's report does not necessarily reflect the views of ADB or the Government concerned, and ADB and the Government cannot be held liable for its contents.

Asian Development Bank

Have you ever seen or witnessed an act of Sexual Harassment perpetrated against another female passenger



Have you ever helped a female victim of Sexual Harassment (%) (68 რესპონდენტი)



How did you help the offended woman





