SAFE RIDE

TACKLING GENDER NORMS AND PREVENTING SEXUAL HARASSMENT ON PUBLIC TRANSPORTATION

GUIDANCE AND TOOLBOX | JANUARY 2020

SAFETY

ODI

PLAN INTERNATIONAL

CONTENTS

INTRODUCTION

> **Because it is an informal bus stop, most drivers harass as many women or teenagers as possible. It is a very insecure area. I have been harassed more than once while passing by.**
>
> **Young woman, 22, LIMA**

Research shows that adolescent girls and young women experience sexual harassment[1], often on a daily basis, when using public transport[2] – be it from other passengers or drivers and ticket sellers themselves. Strong gender norms around sexual harassment prevail which prevent adolescent girls and young women from moving freely and safely around the city. This includes blaming the adolescent girls and young women for being survivors of gender-based violence instead of placing the blame and onus on the perpetrators. There is often little or no support from drivers, ticket sellers, or bystanders when they witness girls being sexually harassed.

Addressing gender norms and how they influence girls' perceptions of and actual safety is therefore key to the Safer Cities for Girls programme. This guidance addresses the key questions around how to change gender norms and the corresponding behaviour within the informal and formal transportation sectors to decrease gender-based violence for adolescent girls when using transportation services.

The first section of this document includes guidance on what social and gender norms are and how they operate in the transport sector. This is followed by a brief checklist of key aspects to take into account when developing a gender norm change strategy to address sexual harassment on public transport. The

THE SAFER CITIES FOR GIRLS PROGRAMME

Safer Cities for Girls is a gender transformative programme, which has been jointly developed by Plan International, UN HABITAT, and Women in Cities International. The programme aims to build safe, accountable and inclusive cities with and for adolescent girls in all of their diversity by tackling unequal power relations, challenging harmful social norms and addressing discriminatory policy frameworks that perpetuate insecurity and exclusion of girls in cities. Diverse groups of adolescent girls and boys, families and communities, local authorities, transport staff, police and other relevant service providers are engaged and work together to allow girls' to fully assert their rights to the city. Safer Cities for Girls specifically works to contribute to

- **increase adolescent girls' safety and access to public spaces.**
- **increase adolescent girls' active and meaningful participation in urban development and governance.**
- **increase autonomous and safe mobility in the city for adolescent girls.**

Currently, Safer Cities for Girls it is being implemented in 16 cities worldwide.

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third section highlights the importance of developing key messages on addressing sexual harassment on public transport, while the last section compiles examples of activities that aim to tackle gender norms around sexual harassment in the transport sector. Some of the activities are based on previous experiences of the country offices, while others have been implemented by different organisations working to tackle gender norms on public transport. For each activity, an overview has been developed that can be used by the teams to add more information based on their experiences and contextual needs. Each activity overview includes the aims and objectives, key components, target group(s), tips for the facilitator/things to take into account and links to other resources.

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1   Sexual harassment is understood as verbal, non-verbal, or physical actions which are imposed on an individual as an unwanted and unwelcome sexual behaviour that interferes with someone's life, including sexual comments, jokes, gestures, unwanted kissing, touching, flirting, stalking, explicit or implicit sexual advances, whistling, and offensive stares.

2   Plan International (2018), Unsafe in the City: The everyday experiences of girls and young women. https://plan-international.org/unsafe-city as well as Oxfam (2019), Smashing Spatial Patriarchy: Shifting social norms driving sexual and gender-based violence on public transport in Sri Lanka. https://oxfamilibrary.openrepository.com/bitstream/handle/10546/620845/smashing-spatial-patriarchy-gender-based-violence-public-transport-sri-lanka-230719-en.pdf?sequence=1&isAllowed=y

1. SOCIAL NORMS, GENDER NORMS AND THE TRANSPORT SECTOR

Interest in norms has grown in recent years. Research has shown that addressing norms can explain how certain problematic behaviours and practices, such as child marriage, withdrawing girls from schools or sexual harassment, persist. It helps to understand how such complex issues can be addressed through attitude and behaviour change. Even though practices and behaviour are also influenced by a set of other factors, such as values, ideologies, economic, political or legal factors,[3] identifying the relative importance of norms and how these intersect with other drivers is crucial in developing effective behaviour change strategies.

DEFINING SOCIAL NORMS

Social norms are commonly described as a set of informal rules or shared expectations among a group of people as to how people should behave. They shape what people believe is typical and/or appropriate behaviour in a certain context.[4] For example, in some societies people shake hands to greet each other while in other societies people bow while bringing their hands together at chest level. People follow the norm because they believe most people in their relevant network conform to it, and/or that people whose opinion matters to them expect them to conform to it.[5] There are social rewards for people who conform to norms, as well as social sanctions for those who do not conform. The pressure of the reference group along with the wish to 'belong' can be so strong that people even comply with the norm when their own personal beliefs are different.

Supportive reference groups are therefore important because knowing that the wider community approves the changes that are taking place can support an individual's determination to adopt new practices.[6]
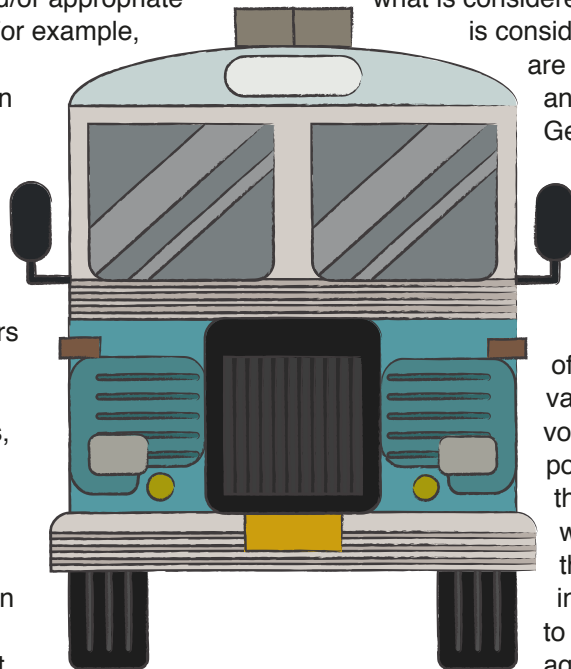
GENDER NORMS

Gender norms are a significant sub-set of social norms. They describe how people of a particular gender (often combined with age) are expected to behave in a given social context.[7] Gender norms shape acceptable, appropriate, and obligatory actions for people based on their gender, to the point that they become a profound part of their sense of self. There are social rewards for people who conform to the norms as well as social sanctions for those who do not. Gender norms drive and sustain gender inequality, as they reinforce and reflect a hierarchy of power and privilege that typically favours what is considered male or masculine over what is considered female or feminine. They are both embedded in institutions and nested in people's minds. Gender norms therefore influence and structure the opportunities available to girls and women in comparison to boys and men, their access to and control over resources, their decision-making power, the enjoyment of their rights and how they are valued – thus affecting their voice, agency, power and social position. Everyone is affected by the predominant gender norms whether we choose to follow them or not. Gender norms often intersect with other norms related to e.g. ethnicity, class, disability, age, sexual orientation.

3   Marcus, Rachel and Harper, Caroline (2015). Social norms, gender norms and adolescent girls: A brief guide. London: Overseas Development Institute (ODI), page 4. https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9818.pdf
4   Cislaghi, Beniamino and Heise, Lori (2018). *Theory and practice of social norms interventions: Eight common pitfalls,* page 3. http://researchonline.lshtm.ac.uk/4648928/1/Theory%20and%20practice%20of%20social_GOLD%20VoR.pdf
5   Bicchieri, Cristina and Dimant, Eugen (2019). Nudging with Care: The Risks and Benefits of Social Information. Available https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3319088
6   Marcus, Rachel and Harper, Caroline (2015). How do gender norms change? London: ODI. https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9817.pdf
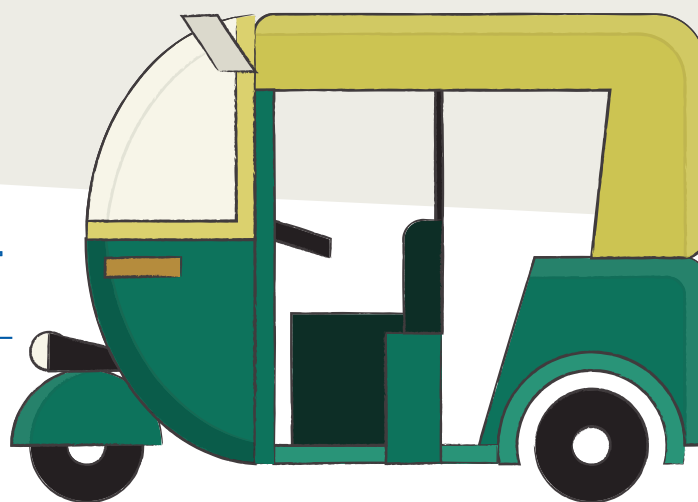7   Align Platform, Frequently Asked Questions https://www.alignplatform.org/FAQ

GENDER NORMS AROUND SEXUAL HARASSMENT ON TRANSPORT

During the field visits in Kampala and Hanoi, three main clusters of gender norms[8] were identified around sexual harassment of adolescent girls and young women:

- **Expectations around entitlement and control:** Through the desk research, the interviews and the focus group discussions with adolescent girls and transport staff, it clearly came out that the voice and authority of men is generally valued higher than those of girls. Men are seen to have the right to exercise control over girls and women and sexual harassment is often viewed as harmless, normal and permitted behaviour. In both Hanoi and Kampala, it was felt that it is not acceptable for girls to speak out, as this would be seen as challenging and threatening the authority of men, which in turn led bystanders and transport staff to ignore clashes between girls and their harassers. Similarly, bystanders do not interfere when they witness sexual harassment because "it is none of my business", also showing that challenging a man who is exercising his authority over women and girls is against the norm. Girls reported that it was considered acceptable for men or transport staff to touch them because the men felt it was their right to do so and were not perceiving the potential consequences of their actions nor fearing any sanctions. Transport staff shared that young men who harass girls often do not see this as harassment but rather as flirting and complimenting, and that in fact they acted as if they were helping girls to build their self-esteem by feeling feminine and desired by the opposite sex. They suggested that many harassers do not want to see that girls and young women experience sexual harassment not as harmless fun, but as a frightening, disempowering and violent act.[9]

- **Expectations around masculinity:** Sexual harassment is often linked to beliefs around what it means to be a man and the expectations around how to behave as a man: "What seems to drive young men's harassment, more than any other factor surveyed, is how much they believe in, or have internalized, toxic ideas about masculinity."[10] Peer pressure can have a strong influence on individual behaviour, as members of a group might feel obliged to do things that they might not do as an individual in order to be seen or accepted as one of the group: "groups of young men, particularly when 'out on the town,' use some forms of sexual harassment in what might be best described as a ritualistic manner, in order to bond as a group."[11] Sexual harassment practiced in the group can also contribute to individual men who are involved in harassment as a group to feel more entitled to harass individually, as they experience this behaviour as appropriate and accepted.

- **Expectations of girls' adequate appearance and behaviour:** In both contexts, perceptions of how adolescent girls should behave and their transition from girlhood to womanhood affects the way they are perceived and treated on public transport, as well as the support they receive from bystanders and transport staff when they are victims of sexual harassment. In all the cities where the programme is being implemented, the overall belief is that girls are responsible for their own safety – by e.g. coming home early, travelling in groups, covering themselves up and avoiding many busy places. Bystanders (including men and older women) in Kampala who participated in conversations with girls and transport staff usually thought that if girls were harassed it was due to their use of public transport at late hours, their dress code or their makeup. So, while this norm of victim blaming is deviating the attention from the necessary changes in the behaviour and attitudes of male harassers as well as society's collusion, it is contributing to legitimizing men's violence against women and creating the fear that often accompanies girls' mobility in cities.

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8   To document the gender norms around sexual harassment on transport, you can follow the formula: "Strength of norm + subject + verb" (e.g. It is acceptable for bystanders not to intervene when a girls is sexually harassed) or "Qualifier + subject + verb + sanction" (e.g. Good girls are expected to endure sexual harassment, otherwise people will talk badly of them). See Plan International (2020), Defy Normal: Social and Gender Norms Upskilling Module.

9   Plan International (2019), Unsafe on the streets: Girls and young women's experiences of street harassment. Page 24. https://plan-international.org/publications/unsafe-streets-group-harassment-girls

10   Promundo (2018). Unmasking sexual harassment. https://promundoglobal.org/wp-content/uploads/2018/01/Sexual-Harrassment-Brief-Final-To-Post.pdf

11   Plan International (2019), Unsafe on the streets. Page 22.

HOW DO GENDER NORMS CHANGE?

Change in gender norms can be so slow that people hardly notice the change, while at other times it can be relatively rapid.[12] It often depends on a lot of different factors. It can be driven by broad processes such as economic development (e.g. changing norms around investing in daughter's education or young women working outside the home as a result of benefits from women's contribution to the household's income); the spread of communications technology (e.g. mass media that present an alternative vision of gender relations); government-led action such as legal or policy reform (e.g. school fee reduction for girls); or expansion of education and other key services.[13] These are often top down changes through legal, policy and programme reform. At the same time, changes in gender norms can also be initiated by individuals and organised groups who identify problematic norms in a society and aim to change them, even if this means risking social pressure from their reference group. Initiatives of this type generally lead to bottom-up change, working with individuals, families and communities.[14]

Age is also an important factor that determines norms change. In Costa Rica e.g. it has been usually observed that middle-aged men are highly critical of changing gender divisions of labour, as they fear losing the control of the family. In contrast, younger age groups were more open towards greater flexibility, equality and permissiveness, as these qualities were observed as part of an enriching family life.[15]

María took part in the Free to Be safety mapping research in Madrid

Likewise, norms are expressed and embedded differently between rural and urban contexts. In small bounded societies (like a rural village) there is stronger coordination among individuals, fewer reference groups, and fewer opportunities to interact outside the local social networks. Norms are therefore often more difficult to change in rural contexts. In contrast, in high-density open societies (like a city) there is looser coordination among individuals and access to many reference groups, which makes it easier to change your reference group.

Some of the main factors[16] that influence people to uphold norms (and whether individuals act on them or not) include:

Individual factors; enabling/ disabling	Broad drivers	Transmission mechanisms
• Socio-economic circumstances	• Economic change	• Media and ICT
• Individual agency	• Political mobilisation	• Religious and political leaders
• Families and communities	• Conflict and displacement	• Word of mouth communication
• Role models and reference groups	• Law and policies	• Role models
	• Demographic change, urbanisation and migration	
	• Education and information	

12   Marcus, Rachel and Harper, Caroline (2015). How do gender norms change? Page 3.
13   Ibid, page 3.
14   Bicchieri, Cristina (2016). Why People Do What They Do? A Social Norms Manual for Viet Nam, Indonesia and the Philippines. Innocenti Toolkit Guide from the UNICEF Office of Research, Florence, Italy.
15   Chant, Sylvia (2002) Families on the Verge of Breakdown? Views on Contemporary Trends in Family Life in Guanacaste, Costa Rica, in Journal of Developing Societies 18: pages 109-148.
16   Based on a graphic by Marcus, Rachel and Harper, Caroline (2015). How do gender norms change? Page 4.

At the launch event of the 'Year of Action for Women and Children's Safety', Plan International Vietnam promoted the message "Safety for Girls = Safety for everyone"

UNDERSTANDING GENDER NORMS

While some gender norms might change easily, others can face strong resistance. This may be due to the influence of religion or other world views about the roles of men and women in society,[17] or it can reflect the reluctance to give up the power typically held by men or certain groups of men.

As a first step to building a strategy on gender norm change it is therefore necessary to conduct a contextual analysis and possibly research around the specific gender norms sustaining sexual harassment on transport in your city and the people whose behaviour you wish to influence. This includes understanding their knowledge, attitudes and beliefs around the issue of sexual harassment, the strength of the norms[18], which reference groups are upholding them and whether there are rewards or sanction involved for complying or not complying with the gender norm. Are there other positive norms that could be strengthened? Which other factors[19] influence the behaviour of the harassers – e.g. a lack of policies on sexual harassment, a mainly male dominated transport sector or the fact that increased economic opportunities and women's participation in public life exposes them more to sexual harassment?[20]

Such an analysis will help you to build the evidence around the need for gender norm change, and is the basis for your strategies to address and prevent sexual harassment on transport.

It would also be important to analyse whether individuals have access to the resources necessary to change their behaviour and which factors could potentially accelerate positive change (e.g. a new law against sexual harassment, the transport minister distinguishing staff who step up against sexual harassment on their vehicle). At the same time, it is important to analyse the risks and identify factors that could lead to a more rigid adherence to norms and negatively influence progress.

For more guidance around building your confidence, knowledge and practical skills to promote changes in gender norms, use the Planting Equality Action Learning Package and the specific "Defy Normal: Social and Gender Norms Upskilling Module".

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17 Align Platform https://www.alignplatform.org
18 The strength of a norm depends on whether people think that the behaviour is BOTH typical (common) AND appropriate (approved); the sanctions for defying the norm are severe/significant; there are few or no exceptions to the rule of behaviour – people are expected to follow it ALL the time; the behaviour is public and visible – meaning that it is easier to see if a person is 'defying the norm'. For more information, see Plan International (2020), Defy Normal. Session 6: Strong norms, sticky norms: what to do when more than one norm is "at play?"
19 Norms are more difficult to change when the legal and policy frameworks reflect and reinforce the norm; relevant service regulations and the actions of service providers reflect the norm; one or more groups perceive that they will lose power or the benefits they currently receive from the status quo; the norm is underpinned by shared, deeply held values, linked to religious beliefs or cultural traditions. For more information see ibid.
20 Compare also with the five tips for designing research to change gender norms based on work done by Oxfam in Sri Lanka: https://oxfamblogs.org/fp2p/5-top-tips-for-designing-research-to-change-social-norms-on-gender-or-anything-else/

PATHWAYS OF CHANGE

When developing your strategy, decide what could be steps for a pathway of change. Here is an example with activities that could be used for each step.

Actor	Pathway (steps of the pathway are not linear, but intertwined)	Possible activities to support the change processes
Transport Staff	Understanding of and reflection on gender norms around sexual harassment on transport (e.g. victim blaming, entitlement to use violence, bodily integrity of women) and their own role in challenging and changing these.	• Conduct an analysis of the transport sector, including review of transport guidelines and regulations • Develop a strategy to work with the transport sector on gender norm change (consider using module "Defy Normal") => define entry points; tailor messaging; idea cards, build on existing positive norms, e.g. "to help someone" • Offer capacity building for transport staff on sexual harassment/art therapy • Implement awareness raising campaigns with transformative messaging (e.g. "If you see something, say something")
	Shared commitment as well as individual and collective action to prevent and respond to sexual harassment on transport	• Set up clubs for drivers/organise peer to peer dialogues/provide a safe space for reflection • Invite transport staff to participate in Safety Walks/Young Citizen Scorecards • Facilitate (inter-) dialogues with adolescent girls/young women • Invite transport staff to engage in events/theatre plays etc. to show their commitment, family days with transport staff • Targeted interventions for women in the sector to champion norm change, include more women as drivers • Promote women's transport clubs • Work with transport management to train more women to become drivers
Transport Authorities	Change in regulations/codes of conduct/referral mechanisms in selected transport companies	• Support to develop/revise codes of conducts/regulations • Support exchange between cities on how to prevent and respond to sexual harassment
	Exchange and scale to other transport companies at city level/buy in from ministry of transport to achieve city wide engagement and sector wide regulations against sexual harassment on transport	• Facilitate interactions between clubs/associations • Facilitate spaces of exchange between transport companies • Lobby with the Ministry of Transport to include a section on sexual harassment in the training curriculum for all staff • Work with the ministry of transport on city-wide solutions, campaigns to address sexual harassment on transport • Present good experiences in international fora and conferences

HOW TO CHALLENGE GENDER NORMS ON PUBLIC TRANSPORT?

Based on growing evidence[21] and on the key-informant interviews with different staff of the Safer Cities for Girls Programme, a strategy to tackle gender norms around sexual harassment in the transport sector would include the following aspects:

- **Aim for structural and policy change** to transform the underlying context in which girls live. Structural changes can include e.g. laws and policies against sexual harassment and codes of conduct for transport staff to respond to and prevent sexual harassment. Although new laws and policies do not guarantee stopping sexual harassment from happening, it is more likely that victims of sexual harassment will have better access to referral mechanisms and protection when perpetrators can be prosecuted. An example is the law 30314 in Peru to prevent and sanction sexual harassment in public spaces.

- **Aim for sustainable change**: Gender norm change takes time. This means strategies need to include long-term interventions which engage different stakeholder groups in a succession of activities and reinforce messages through different channels.

- **Build knowledge and work to change attitudes and beliefs:** It is important to convey correct knowledge and share facts and evidence around e.g. girls' right to use public transport without being harassed, no matter their physical appearance, dress code, make up or other explanations to justify harassment. Knowledge alone, however, will not motivate people to change their attitudes and behaviour. It is equally important to support transport staff to reflect on their individual and collective beliefs around sexual harassment and the consequences this might have on girls. For example, men touching girls might be seen as normal by bystanders and transport staff. Motivating others not to do it and to disapprove of those who touch girls without their consent are both important areas to tackle. In Lima, Plan International Peru e.g. not only engaged transport staff in training but also involved their families to discuss the role of drivers and conductors in promoting girls' safety on transport. In Kampala,

Plan International Uganda organised dialogue sessions between transport staff and adolescent girls to share and reflect on the consequences of sexual harassment, which motivated many of the drivers and conductors to refrain from doing it as well as being prepared to act when witnessing an assault.

- **Replace a harmful norm with a beneficial new norm or custom**. Boys and young men who talk about taking action when witnessing sexual harassment on public transport can help shape a new norm for their peers. This new norm could highlight values such as standing up against gender-based violence, encouraging better relationships between men and women, and could counter the idea that harassing girls is 'manly'. The use of mass media, social media, community dialogue and drama can be helpful tools to showcase positive behaviour or to raise awareness on the importance of changing gender norms. Plan International Egypt e.g. has worked with transport staff through art therapy and drama with the main objective of replacing transport staff's perception of themselves as perpetrators with new perceptions of themselves as individuals who are key in tackling sexual harassment.

- **Work with role models**. Transport staff who are respected by their peers, or other individuals with influence, can serve as critical role models when they speak out against sexual harassment and stand by and support girls who experience sexual harassment. Comparing an individual to his peers or friends has often proven to be a more effective way to change behaviour than either information provision or normative messaging about sanctions.[22] Plan International Peru e.g. reported that showing transport staff examples of campaigns in other cities where other transport staff have been successfully working on tackling sexual harassment has motivated them to reconsider their own engagement. This resonates with what transport staff in Kampala reported during ODI's field visit. They suggested they appreciated it when their peers were included as role models, as they related more to their personal experiences on how they changed and felt motivated to follow their example.

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21   See e.g. Align Platform https://www.alignplatform.org, as well as: Bicchieri, Cristina (2016). Why People Do What They Do? A Social Norms Manual for Viet Nam, Indonesia and the Philippines and UN Women (2019). What it will take. Promoting cultural change to end sexual harassment. https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2019/discussion-paper-what-will-it-take-promoting-cultural-change-to-end-sexual-harassment-en.pdf?la=en&vs=1714
22   Bicchieri, Cristina and Dimant, Eugen (2019). Nudging with Care: The Risks and Benefits of Social Information, page 10. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3319088

- **Engage the relevant reference groups**: It became apparent in our research that in order to change gender norms and practices related to sexual harassment on public transport it is critical to not only target the perpetrators themselves, but also the reference groups who uphold the norms. People often only change when they believe that enough other people in their reference group are changing too. While these reference groups are mostly not homogenous, careful consideration needs to be given regarding which reference group is upholding which norms and why. For example, older women in Kampala were perceived by some girls as those who did not support them when being harassed because the older women considered girls' dress code and behaviour the main cause of the sexual harassment. Thus, activities and messages ned to be tailored to the different types of reference groups and norm enforcers.
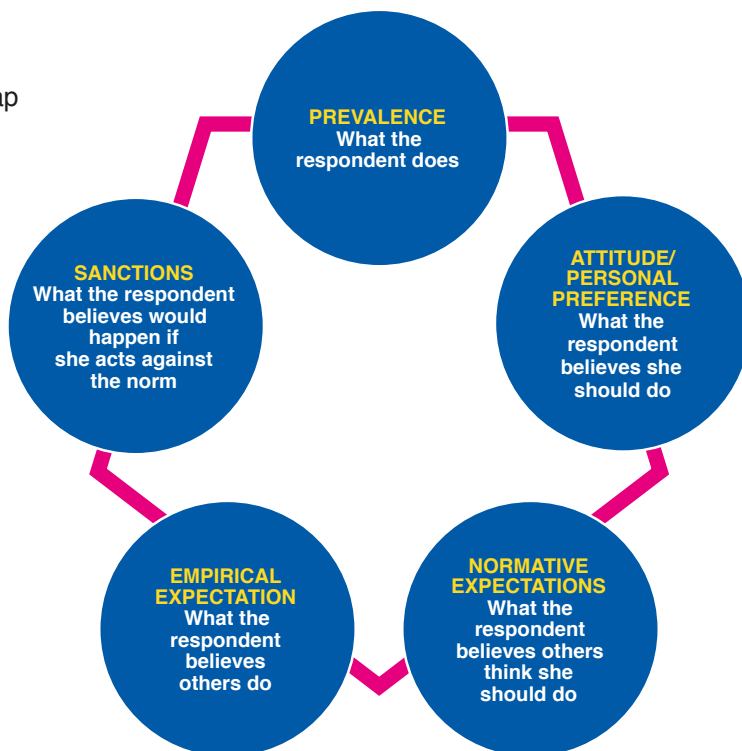
Evidence moreover suggests[23] that norm change processes are also more effective when:

- people have a chance to discuss and reflect in their own reference group on new information and ideas and adapt them to their own lives and contexts,

- changes are framed in terms of positive gains and tap into people's aspirations,

- there is recognition that changing norms can be a slow process involving personal and institutional transformation,

- there is ongoing support that enables people to continue to practise new behaviour.

HOW TO KNOW IF NORMS ARE CHANGING?[24]

Changes in gender norms can be quite apparent from a changing discourse in the media and across society. Norm change can also be inferred from indicators of broader social change such as reductions in reported cases of sexual harassment, although significant changes of this nature may have a number of drivers. Combining qualitative and quantitative research can show whether and why norms are changing, as norm change processes can be slow. The outcomes of some projects may only be visible years after or after more consistent, long-term support for change. Some indicators to measuring norm change focus on proxies, such as outcomes or attitudes; others aim to measure norms themselves by examining perceptions of appropriate behaviour in particular circumstances.

An example of how to measure gender norm change is the framework[25] developed for the UNFPA-UNICEF Joint Programme to end FGM/C which looks at prevalence, personal preference, empirical and normative expectations and measures changes over time in these. We have added the aspect of sanctions:

PREVALENCE
What the respondent does

ATTITUDE/ PERSONAL PREFERENCE
What the respondent believes she should do

NORMATIVE EXPECTATIONS
What the respondent believes others think she should do

EMPIRICAL EXPECTATION
What the respondent believes others do

SANCTIONS
What the respondent believes would happen if she acts against the norm

23   Align Platform https://www.alignplatform.org
24   For more information on measuring gender norm change, see Plan's paper (2019), "Review of current thinking, practice and methodologies of measuring social and gender norm change programming."
25   Bicchieri, Cristina (2016), Manual on Social Norms and Change. UNFPA-UNICEF.

2. CHECKLIST

We strongly recommend that you develop a gender norm change strategy before you start to work with transport staff and bystanders on addressing sexual harassment on transport. Here are some key aspects you might want to take into account:

✓ **Be confident:** Gender norms are learnt and perpetrated by groups of people. They can be very deep and complex, but they are not fixed. This means you can support transport staff and bystanders to challenge and change these norms!

✓ **Analysing the underlying gender norms:** Before you develop your strategy, analyse the underlying pervasive gender norms that influence the behaviour of transport staff and bystanders. Determine how people actually behave, what their expectations are and how these influence their behaviour. For example, you could find out by asking yourself the following questions: Are transport staff in your city sexually harassing girls? Do they believe that this is acceptable behaviour? What rewards or sanctions might be in place for transport staff when challenging others who are sexually harassing adolescent girls and young women (e.g. making fun of drivers who promote girls' rights)?

✓ **Other factors to consider:** Gender norms are not the only reason why people behave in a certain way. Analyse what other factors might be key to consider (e.g. power relations among transport staff, the legal and policy context, religious beliefs) and how these intersect with the gender norms in order to understand what motivates some of the transport staff and bystanders to continue sexually harassing adolescent girls and young women. It might also be important to identify the positive community values, such as 'helping others', to start from those to implement change.

✓ **Understand your target group:** Activities and messages need to be tailored to target different types of reference groups and norm enforcers. Activities addressing gender norm change with employed bus drivers might e.g. differ from those working with moto-taxi drivers who are self-employed. With the managers of the bus driving company you might be able to develop a code of conduct which then applies to all the bus drivers, while this will not be possible in the same way with the moto-taxi drivers, who are not organised. To understand your target group, it might be necessary to conduct a power analysis/mapping and identify opinion leaders and power holders, those who might resists and those who might already be supporting change.

✓ **Be strategic:** Take time to develop a strategic approach to norm change by identifying what you need to do to begin to shift the shared beliefs and social expectations amongst community members and how you want to address the unequal gender power relationships that underpin sexual harassment. Offer safe spaces in which community members can come together and reflect and dialogue on the existing norms and the implications of these – and identify alternative ways that are aligned with positive shared values. Consider what other strategies/interventions you need to implement to address other behavioural drivers (e.g. codes of conduct against sexual harassment, laws, policies). Do a risk assessment and develop mitigation strategies. Safeguarding, especially with the adolescent girls and boys, always comes first.

✓ **Develop targeted messaging which resonate locally:** Find out where people get their information and which media channels they use (e.g. local radio, social media). Tailor your materials and messages to different target and age groups. Use simple language and be visually engaging, with good use of pictures and diagrams. Phrasing messages in such a way that they tap into local contexts and cultures can increase their chances of being accepted and acted on. Reaching out to the heart is sometimes more powerful than any evidence. Combine your messages/narrative with hard facts and recommendations for action. Engage your communications team to help you develop the narrative.

In Cairo, many adolescent girls use Tuk Tuk to move around their neighbourhood, with a high risk of facing sexual harassment by the drivers.

Changing perspectives: Enabling people to see things from other people's point of view can be persuasive. For example, discussing the effects of norms around masculinities on women and girls' wellbeing with perpetuators can motivate them to question their own behaviour.

Engage target groups in multiple activities: As gender norms are often deeply rooted beliefs, effective interventions often use more than one approach to reach different audiences and to reinforce messages through repetition. For example, in your strategy with transport staff you could include training on gender and sexual harassment, develop radio messaging, engage them in peer to peer dialogues, work on a code of conduct to address sexual harassment, organise dialogues with adolescent girls and develop awareness raising material. All these would help to build an environment that supports change in behaviour.

Step by step approach for individual and collective reflection: Spaces for reflection and discussion offer an important step to change behaviour.[26] As gender norms are upheld in a specific reference group, such reflections are more powerful if their own peers are sharing their journey of change and are seen to behave differently. Recent experience also suggests that people are more likely to make behaviour changes if they are jolted out of familiar thinking, if changes are broken down into small, easy steps, and if they can be persuaded that other people are changing how they behave, too.[27]

Change takes time: Although there is not strong evidence about the ideal length of programmes and interventions on behaviour change, those with longer durations or more intensive activities usually achieve more than less intensive programmes.

26   Marcus, Rachel and Harper, Caroline (2015). Communications to change discriminatory gender norms affecting adolescent girls. London: Overseas Development Institute. Page 3. https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9808.pdf
27   Bicchieri, C and Mercier, H. Norm and beliefs: how change occurs. In B. Edmonds (ed.) The Dynamic View of Norms, Cambridge University Press.

3. IDENTIFY KEY MESSAGES

Messaging through mass media or communication campaigns can have a strong impact on people and motivate them to change their behaviour, especially when these are combined with approaches that build in opportunities for people to discuss and reflect on such messages, such as community dialogues, non-formal education classes or interactive radio.[28] Even though there are multiple ways to raise awareness and communicate about gender norm change (e.g. drama, conversations, posters, leaflets, social media, training, community-based dialogues, public events) it is important that the different ways of raising awareness and communicating reinforce and build upon each other. Consider the target group when devising the message and the approach. For example, the voices of girls sharing their own experience can be very powerful with transport staff but may not be so with older women.

When developing key messaging for the programme, it is important to

- use relevant content and engaging formats;

- ensure messages are repeated, continuous, regular and not just a one off;

- involve dialogue and interaction and encourage people to act on new knowledge, and;

- deliver them in local languages and tailor them to specific groups of audiences.

Plan International Uganda e.g. has worked on strategic messages to raise awareness among the community members about girls' safety as well as to increase bystanders' awareness and willingness to intervene. Their "Together4Her Campaign"[29] was developed around three questions:

1) Who are we talking to? Answer: Transport staff, bystanders, politicians, legislators;

2) What do we want to convince them to think, feel, believe or do and how do we do that? Answer: We want them to act for girls' safety by engaging,

persuading and getting them involved in this cause using billboards, radio and television; and

3) What will be the tone and mood of your communication? Answer: Serious, but also emotional, motivating and communicative.

The messages developed were a combination of facts and emotional engagement. Posters e.g. started with the fact: "Did you know 80% of adolescent girls in Kampala feel unsafe in public spaces?" – this was then followed by different calls to action, like "Stand for girls' safety. Don't vandalise directions signs", "Respect girls in public spaces", "Say no to sexual harassment of girls".

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28   Marcus, R. (2015). Communications to change discriminatory gender norms affecting adolescent girls. London: Overseas Development Institute.
29   Lewis+Shaw Advertising LTD (2016). Consultancy services for development and implementation of awareness raising campaign and messaging targeted at general public and users of public transport – Phase 2 (Safer Cities). Kampala.

4. TOOLBOX WITH SUGGESTED ACTIVITIES

All the activities presented in this toolbox have been selected to help you to design and develop your own strategy on gender norms change on sexual harassment with transport staff. Each activity overview includes aims and objectives, key components, target group(s), tips for the facilitator/things to take into account and links to other resources.

For an overview of common approaches on how to work on gender norm change, also see Annex 1.

CO-DEVELOPMENT OF KEY MESSAGES BY GIRLS AND TRANSPORT STAFF

Aims and objectives of the activity
Key messages are the basis for many activities you will develop. They will be guided by your strategy and the identification of your target groups. The aim of developing strategic and engaging messages is to raise awareness among bystanders and transport staff about girls' safety on public transport, inform about the consequences of sexual harassment on the lives of girls, and increase bystanders' awareness and willingness to intervene.

The messages you develop together with the youth and transport staff can be transmitted through different channels (radio stations, TV channels, social media) or by using different materials (stickers, vests, wrist bands, T-shirts, key holders, window stickers, billboards, taxi billboards, etc). Messages can also be used for drama/role plays and for the conversations between transport staff with their peers or with the adolescent girls. Remember that messages not only need to give correct information, but also have to engage people emotionally and ask them to act. Check out the 10 principles of effective prevention messaging[30].

Components of the activity
Identification and discussion of one or two overall key messages, brainstorming of ideas for context and targeting of specific messages, clustering and refining of messages

Target group(s) for the activity
Bystanders and transport staff

Tips for the facilitator/things to keep in mind:
•   This activity is key for many other activities, as you will be communicating your messages through different channels (e.g. through training, media campaigns, discussions with peers).

• Engaging adolescent girls and transport staff in developing these messages is a useful strategy, as they know the main issues, the norm enforcers and potential channels that are more effective to transmit them.

• Material needs to be developed and shared in different formats. Messages from Plan International Uganda's "Together4Her Campaign" were e.g. shared through billboards, stickers, t-shirts, drivers' vests, wrist bands.

• It might be pertinent to target different audiences beyond the usual spaces where sexual harassment happens (e.g. schools, health centres, community leaders, townships) in order to increase the number of people that are reached.

• The engagement of external communications experts or from Plan International is essential, as they can help to sharpen the messages.

How to do the activity:
• Bring the relevant stakeholders together and first discuss the following questions:
• What is sexual harassment?
• How do adolescent girls/young women experience sexual harassment?
• Why is it happening? What are the beliefs around sexual harassment (e.g. victim-blaming)?
• What can be done to prevent/address sexual harassment?

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30   https://www.nsvrc.org/sites/default/files/2015-05/publications_bulletin_10-principles-for-effective-prevention-messaging.pdf

- Based on the discussion, identify the broad areas or ideas you want to tackle. In Kampala, for example, youth identified the following issues:
  - o Girls should not be blamed for being sexually harassed.
  - o Girls have the right to be safe from sexual harassment.
  - o Sexual harassment is an unwanted and unwelcomed sexual behaviour that interferes with someone's life. Therefore, the harasser's conduct is undesirable or offensive.
  - o Transit staff and the community have a shared responsibility for making public transportation safe and inclusive for everyone, especially girls.

- Brainstorm messages around the main ideas you want to convey.

- Sharpen and refine the messages with the help from Plan's communication person or maybe even a professional communication company. Make sure that the messages don't reinforce gender norms but are truly gender transformative.

Links to other resources:
- Check UN Women guide[31] to create effective messages and materials.
- Also check the 10 principles for effective sexual harassment messaging[32] created by the National Sexual Violence Resource Centre.
- Sonke Gender Justice has developed some great explainer cards[33] which are based on the South African code of good practice on sexual harassment but can still be used widely. The following explainer cards are available:
  - o How do I know it is sexual harassment?
  - o What are the different forms of sexual harassment?
  - o Where can sexual harassment occur?
  - o What can I do if I've experienced sexual harassment?
  - o What can I do if I see sexual harassment happening?
  - o Know your rights

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31 http://www.endvawnow.org/en/articles/369-create-effective-messages-and-materials-.html
32 https://www.nsvrc.org/sites/default/files/2015-05/publications_bulletin_10-principles-for-effective-prevention-messaging.pdf
33 https://genderjustice.org.za/card/what-is-sexual-harassment-and-how-can-you-deal-with-it/

DRAMA/ROLE PLAYS

Aims and objectives of the activity
The main purpose is to create awareness about sexual harassment, to change the behaviour of perpetrators and to encourage bystanders to intervene. Drama can include a discussion with the audience after each scene or at the end, turning the drama into an interactive experience in which girls and the target group can discuss the norms in question and exchange points of view. Good drama also helps the audience to see themselves in the characters and situations with the objective to inspire individuals and communities to change their behaviour.

Components of the activity
Risk analysis regarding the role play being performed (e.g. what risks might arise if girls are going to act out the play in front of an audience); development of messages; development of characters and scripts; practice role playing of drama; piloting of drama; discussion of logistics; debrief what worked well/less well and how to improve.

Target group(s) for the activity
Bystanders and transport staff

Tips for the facilitator/things to keep in mind:
• Before engaging in the drama, the adolescent girls and everyone else who engages with the audience need to have sound knowledge on sexual harassment, including what it is, its manifestations, consequences, and which norms, such as victim blaming, reinforce it.

• Make sure that all the actors in the drama feel confident with their character.

• You might want to think about a 'hook' to attract people's attention (e.g. music, dance, posters) - other strategies to gather people around (e.g. approaching people directly and telling them the drama will be starting, using a loud hailer) can also work.

• The hook also needs to be prepared/planned in advance; materials might be needed, e.g. girls in Kampala suggested a dance and brought a speaker to play music; transport staff also put on costumes

and suggested bringing other costumes and musical instruments in the future.

• Discuss whether to wear costumes, be in normal clothes, or wear all the same T-shirts/uniform.

• Agree on a good space to perform the drama, i.e. where there are sufficient passers-by/bystanders who are not too rushed and have time to stop and listen, and make sure that permissions have been given by the local authorities if necessary.

• Make sure that the drama is long enough so that, when an audience gathers, it is not all over in 2 minutes. At the same time, it shouldn't be too long so that people get bored, loose attention and/or wander off.

• Placing actors inside the audience can help to get the discussion going afterwards.

• Use microphones or a speaker if drama is conducted in an open space, though this may depend on context and whether rules allow it.

• If questions are going to be asked by the facilitator to the audience, be sure to ask a diverse range of people in the audience in order to get different opinions. Remember that questions can be designed to provoke, inspire and motivate community members to think about and do things differently. Consider the context to define how provocative you can/can't be.

• In some contexts, creating a hashtag can ensure that messages are spread/can reach a wider audience. You can also take videos or ask the audience to share their photos and videos in the media using the hashtag and the main message shared.

How to do the activity:
• Introduce the idea of drama and, if possible, show examples of street plays from other cities on tackling sexual harassment.

• Identify the key messages that the group wants to convey through the drama (see previous key messages activity). Think about which kind of people you want to target (e.g. bystanders in general, or specifically young people, or drivers waiting for passengers).

- Once the messages have been agreed upon, the participants develop the scripts, characters and scenarios for the drama. Discuss:
  - How many girls are needed?
  - How many scenes will you have?
  - For how long will the activity take place?
  - How might you involve the audience? Will you e.g. ask questions throughout the drama or/and at the end? Remember that such questions can be designed to provoke, inspire and motivate community members to think about and do things differently.
  - Will you have a facilitator/master of ceremonies (the person who conducts the discussion with the audience)? If you think it's good to have a facilitator(s), who should she/they be?

- Analyse with the participants the risks around staging a drama addressing sexual harassment in public. Make sure you address what needs to be taken into account to mitigate the risks.

- Introduce the idea that this is a piloting process and that some participants (2-3) will be taking notes of the entire process, they will also be observing, looking at the reactions of bystanders, identifying what worked well, what worked less well, and what can be improved. Mention that this will be discussed after the piloting of tools to look for improvements. They could e.g. observe how different groups of people (like older men, women, younger people) reacted (e.g. surprised, upset, laughing, embarrassed, indifferent, interested). At what stage did the audience become more /less engaged? During a particular scene, or message? What messages seemed to resonate with the audience? Was the location appropriate or not? What about the timing?

- Participants practice the role play and make changes if needed.

- Discuss logistics:
  - Where is the best location to carry out the drama (e.g. in a central community place, in a transport hub)? Consider the risks and necessary processes of approval by local authorities.
  - How will you connect and complement the drama with the work the transport staff engaged in the programme are doing (e.g. transport staff being

Youth and transport staff in Lima perform a play on sexual harassment on transport.

part of the audience, as facilitators, as reinforcers of messages)?
  - How often do you think the play needs to be repeated?
  - Discuss how the participants will get to this place – organise transport if necessary.
  - If needed, take any props, changes of clothes, other materials, etc.
- While the participants are staging the drama, the observers will document the reactions and formulate recommendations to improve later performances.

- Ask the observers to share their feedback and discuss with the group the piloting of the drama. Ask the adolescent girls the following questions:
  - How did you feel while doing the drama? Why?
  - What went well? / What worked less well? What challenges did you face?
  - What can be improved?

Links to other resources:
- Theatre for a change[34] includes the audience in an interactive way throughout the drama. You can also check this video that summarises their work

- Also review the work Sonke Gender Justice[35] is doing on radio dramas

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34   https://www.tfacafrica.com/ and https://www.youtube.com/watch?v=1GPePuotX1I&t=1s
35   https://genderjustice.org.za/project/communications-media-advocacy/safe-ride-radio-drama/

CONVERSATIONS AND DIALOGUES

Aims and objectives of the activity
Conversations and dialogues can open the way to introduce new ideas, to stimulate and exchange perspectives and to promote change. Conversations can be provocative, serious or funny and they do not need much explanation.

Components of the activity
Development of questions for the conversation; discussion of things to keep in mind, including how to address resistance; risk analysis and mitigation; piloting of conversations; debrief what worked well/less well and how to improve.

Target group(s) of the activity
Bystanders, transport staff, community

Tips for the facilitator/ things to keep in mind:
As with the drama, adolescent girls/ transport staff need to have sound knowledge on sexual harassment, including what it is, its manifestations, consequences, and which norms, such as victim blaming, reinforce it.

• Training is needed on how to start conversations and keep them going for a few minutes using different methods (e.g. prepare probing questions like "can you tell me more about that?" or "why do you think that is the case", telling a story, preparing a dialogue). Participants need to keep in mind that conversations are an opportunity to improvise.

• Discuss how to address resistance and the different forms: disagreement, blaming the victim, confrontation (see 'Handout on Resistance' in Annex 2).

• Transport staff might find it useful to have informational material that they can show and share (e.g. leaflets, posters) with their peers for more effective conversations.

• As with the drama, think about an ideal location and the most appropriate clothing and any other materials needed.

• It may be possible to do the conversations/dialogue with passengers on a bus, if you have the appropriate permissions. In some contexts, it might be possible to make use of technology (e.g. TV screenings). You can also use visual approaches (e.g. posters, banners, leaflets) to start a conversation.

How to do the activity:
• Explain that the aim of the activity is to develop conversations between two or more people, as this is a good way to introduce new ideas, to stimulate an exchange of perspectives, and to promote change.

• With the participants, define a) the target group for the conversation and b) the topic of the conversation – the more concrete the better: e.g. "What is the difference between sexual harassment and flirting?", "Why do people think that girls provoke sexual harassment by the way they dress?", "Why do men feel it is ok to harass young women?".

• Once your topic is defined, think of how to start the conversation. Ask them to develop a dialogue script to guide them through the conversation, thinking ahead of possible responses from the people they are going to talk to in order to prepare themselves for how people might respond (see 'Handout on Resistance' in Annex 2).

• Develop possible questions that can help the conversation flow, e.g. "Many women are still scared to speak openly about being victims of sexual harassment on public transport, why do you think this is the case?" "Do you think people are able to change their behaviour?".

• Ask the participants to form groups of 2 to 3 to practice the conversations in role plays among themselves to become more confident to talk to/dialogue with bystanders or transport staff: One participant leads on the dialogue, another plays the bystander or transport staff, while the third one observes how the dialogue goes to give feedback. Have them switch roles.
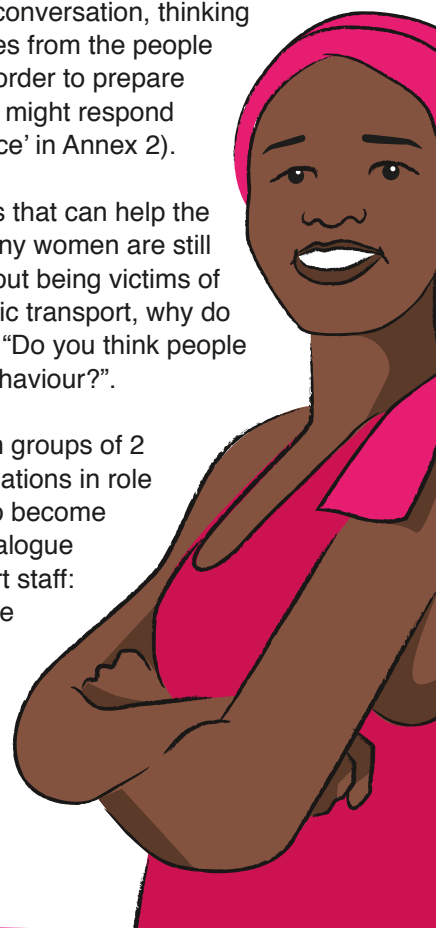
- **NOTE**: Keep in mind when developing the conversations:
    - The participants need to be prepared for unexpected or negative answers as well as resistance. Give examples and go through the 'Handout on Resistance' together (Annex 2).
    - Discuss with the participants how many questions followed by key messages would be adequate for the conversations.
    - Discuss how many of them will carry out the dialogues (if the adolescent girls are doing the conversations, there always have to be at least three girls doing it together, if they are under 18 years of age, it is compulsory that you or other Plan or partner staff join them).
    - **Important**: Make sure girls' safety is guaranteed when they are facilitating the dialogues.

- Logistics:
    - Discuss the timeframe for the activity.
    - Decide with the participants how often they want to repeat the conversations.
    - Analyse with the participants where the best location is to carry out the conversations (e.g. in a central community place, in a transport hub). Consider the risks and necessary processes of approval by local authorities.

- Share advice on what to keep in mind when having a conversation:
    - Don't forget to introduce yourself and tell people about the purpose of your chat. In Kampala, e.g. girls and transport staff decided to use T-shirts and an ID to identify themselves, while in Hanoi, girls/transport staff considered it more appropriate to wear normal clothes.
    - Do keep your key message(s) in mind.
    - Do be prepared for people asking you questions back rather than just giving answers.
    - Do allow others to express their own views – don't worry if they don't see your point of view. Just having a conversation and challenging others about a topic is important and bringing new topics into the community can begin to foster new ways of thinking. People you are chatting with don't have to agree with you – don't feel pressured to convince them of your point of view.

- Do stay friendly and polite at all times. Some people might feel uncomfortable, others won't want to have their ideas challenged and may become angry. Plan for what to do if someone does become angry, e.g. leave or involve others. Remember that safety always comes first.
    - Do consider the risks of sharing personal experiences. Personalising – that means sharing personal experiences – can be helpful, but it's up to you if you want to do it.
    - Don't be judgemental. Sexual harassment on public transport is a sensitive topic. Talk about how much it means for girls and women to feel supported. Encourage others to think of ways they can take action.
    - Don't drag the conversation on too long.
    - Do thank the audience for their time.
    - Do encourage the audience to talk to others about these issues with others, because one important step to prevent sexual harassment is to break the silence around it.

Links to other resources:
- The SASA! Activist kit[36] will lead you to the community conversations material.

- The Sonke Safe Ride Radio Drama facilitation guide[37] is useful, especially the sections 'getting people talking' and 'the role of moderator'.

- Check the experience of CARE in Ethiopia[38] on community conversations about HIV/AIDS

- The Search for Common Ground SFCH[39] developed this community dialogue design manual for trainers and covers design of dialogues at the individual and group level.

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36   http://raisingvoices.org/sasa/download-sasa/
37   https://genderjustice.org.za/project/communications-media-advocacy/safe-ride-radio-drama/
38   http://www.bibalex.org/Search4Dev/files/289965/120685.pdf
39   https://www.sfcg.org/wp-content/uploads/2017/07/CGI-Anglais-interactive.pdf

MASS MEDIA OR DIGITAL CAMPAIGNS

Aims and objectives of the activity
Mass media campaigns can be used to broadly challenge gender norms and to promote gender equality. Typically, they reach large numbers of people through various means, often in a coordinated way.

Components of the activity
Developing the messages, format, and storyline of the campaign; identifying the range of different media to use, including newspapers and other printed material, radio, television, billboards; discuss whether to distribute information, education and communication (IEC) materials as part of mass media campaigns.

Target group(s) for the activity
Young people, bystanders, transport staff, general public

Tips for the facilitator:
•   Remember, for your campaign it might be easier to mobilise communities for the 'low hanging fruit' first. You can then use the results as an entry point to have influence on more entrenched norms.

• You can ask well-known and respected people (e.g. a pop star, an actor, a comedian) to convey the messages of your campaign, especially if they are influential to your target group. Or reach out to local duty bearers, institutions in the wider community or the local leaders in the transport sector.

• Work out best ways to reach different audiences: find out e.g. who decides what a family watches or listens to and which media channels might be effective for your messages to reach your target group.

• People are more likely to make behaviour changes if changes are broken down into small, easy steps (nudge theory[40]), and if they can be persuaded that other people are changing too.

• Target populations may have low levels of literacy – you can use images, symbols, pictures to get your message across to these target groups, or develop radio programmes, video spots.

• Whatever media materials/ content you choose, remember that it has to be appealing to the target group. Study your audiences well and decide which designs are most effective and then test them on a few people before going public.

How to organise the campaign:
•   To organise a mass media or digital campaign, we recommend you follow the guidance of the UN Women module on how to do campaigns to end violence against women.

• Setting clear, realistic goals (having clarity on what you want to and can achieve), defining a timeline with milestones, identifying your target group and partners, doing a risk assessment, developing campaign tactics and activities and evaluating the outcomes are key elements of any campaign.

• Develop a campaign plan where you document all the necessary steps, timelines, responsibilities. Test the messages you will use and monitor how the campaign is developing.

Links to other resources:
•   UN Women offer a module on how to plan, implement, communicate and monitor campaigns to end violence against women with a list of references[41] of campaigns implemented in different contexts.

• The Safe Delhi campaign[42], organised by Jagori, advocating for women's safety in public buses, shows a timeline of the whole campaign and gives an overview of all the activities that were promoted, including materials.

• Check out the SBCC Solution and their digital strategy brand "I am purple"[43] on norm change in Nigeria

• Through hip hop and music videos shared on YouTube, girls in India created lyrics that narrate the problems and harassment they face at home and on the streets. Jagori has also used song books created by girls and women to share their messages.[44]

• SASA! Communication Materials[45] offers an extensive guide including how to create communications materials to prevent violence against women and children, including comics, posters, pictures cards and their strategy overview.

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40   https://www.youtube.com/watch?v=yj4UT4JzTpE
41   http://endvawnow.org/en/modules/view/3-campaigns.html and http://endvawnow.org/en/articles/1356-references.html
42   http://www.safedelhi.in/safe_delhi_campaign.html
43   https://www.ictworks.org/lifestyle-brand-change-gender-norms/#.Xi_5ABfgrUK
44   https://www.newslaundry.com/2019/01/19/khadar-ki-ladkiyan-rap and http://www.jagori.org/song-books-and-cassettes/
45   http://raisingvoices.org/activism/media-communications/sasacommmats/

Tuk tuk drivers in Cairo are participating in an art therapy session to combat the city's sexual harassment problem.

ART THERAPY (CAIRO)

Aims and objectives of the activity
By the end of the training, drivers will have acquired basic knowledge on gender and the different types of gender-based violence, identified their personal dreams and their role in making cities safer for girls, and take positive action towards the cause of "Safety of Girls".

Components of the activity
To develop art activities with the transport staff, use a positive masculinity approach with them; work on the stigma that many drivers face as being viewed as perpetrators by default for being a tuk-tuk driver; encourage the drivers to use art to express their feelings and to present their views for a safe space.

Target group(s) for the activity
Tuk-Tuk drivers in marginalized communities

Tips for the facilitator/things to keep in mind:
• Use a positive masculinity approach in dealing with the drivers
• Bear in mind that the drivers are facing stigma in their community
• Encourage the drivers to use the types of arts they prefer, such as singing, acting, using clay or painting

How to do the activity:
• Start the activity by asking the drivers about their dreams, their personal goals, and how they feel they can positively contribute to their community.
• Use art to have them express their perception of girls' and women's rights. Drivers can for example use modelling clay to create miniature tuk tuks or paint with colours issues that they feel strongly about.
• Take their words and pieces of arts they created to build one image of their perception towards a safer city for the girls and women.
• Encourage them to present their artwork to others (one group e.g. conducted an interactive theatre play on types of SGBV and the stigma that tuk-tuk drivers face)

Links to other resources:
• Some overall information can be found here[46].

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46   https://www.planusa.org/fighting-sexual-harassment-with-art-therapy-in-egypt

SAFER CITIES FOR GIRLS TRAINING MODULE FOR TRANSPORT STAFF

Aims and objectives of the activity
To build the capacities of transport staff to identify and solve safety problems within the transit system, to be receptive and inclusive towards girls' safety concerns and to prevent and respond to violence against girls in public transportation, especially sexual harassment. To learn about good practices pertaining to sexual harassment prevention strategies in other countries, and to think of ways for better planning and designing of safe and inclusive public transportation systems

Components of the activity
The training module includes six components with a total of 12 activities. Its total duration: 12 hours and 45 minutes – the components don't have to be done in one go but can be done on different days, according to the time available for the transport staff.

Target group(s) for the activity
Transport staff and authorities from both formal and informal transportation systems: drivers, conductors, ticket inspectors, transit workers, public transit planners, directors of transportation services (ministry/department of public transportation)

Tips for the facilitator:
• Analyse your target group and their time availability. You might need to split the training into several days, which can also have the positive effect of the participants having to time to reflect between the sessions. If you go this route, make sure to motivate them to return to the next session.

• By participating in the training sessions, transport staff may possibly lose income – try to find creative ways to motivate them to engage in the training anyways.

• It might be useful to first do the training with the managers of a bus company in order to convince them of the added value of the training for their staff.

• Convince transport companies to include parts of the training in the mandatory training sessions their staff receive.

How to do the activity
See the Safer Cities for Girls Training Module for Transport Staff module in Planet for guidance on how to implement the activities. The content is:

Day 1: Gender Inequality, Gender-Based Violence and Sexual Harassment in Public Transit
Component 1: The Meaning of Gender (2 hours)
- o **Activity 1a:** The Difference Between "Sex" and "Gender"
- o **Activity 1b:** Gender Stereotypes
- o **Energizer:** Gender Proverbs

Component 2: Gender Inequality and Power (2 hours, 10 minutes)
- o **Activity 2a:** Dominant Masculinity
- o **Activity 2b:** Power Walk
- o **Energizer:** Insult Game

Component 3: Gender-Based Violence in Public Transit (2 hours, 45 minutes)
- o **Activity 3a:** Who is the Victim?
- o **Activity 3b:** Is it Harassment?
- o **Activity 3c:** Myths and Prejudices about Sexual Harassment

Day 2: Planning for Safer Public Transit Systems to Ensure Girls' Rights to Mobility
Component 4: Responding to Sexual Harassment and Improving Girls' Autonomous Mobility (2 hours, 15 minutes)
- o **Activity 4a:** The Story of Tamara
- o **Activity 4b:** What Can I Do?
- o **Energizer:** How Close is too Close
- o **Energizer:** No Means NO!

Component 5: Planning for Safe and Inclusive Public Transit Systems (2 hours, 30 minutes)
- o **Activity 5a:** Designing Safer Public Transportation Services
- o **Activity 5b:** Launching a "SSS" Campaign
- o **Component 6:** Action Planning
- o **Activity 6:** Action for Change!

Links to other resources:
• You can find the module on Planet[47]

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47   https://planinternational.sharepoint.com/sites/planetapps/Programmes/BecauseImAGirl/Girls%202030%20Library/Forms/Safer%20Cities%20for%20Girls.aspx

RESEARCH (DELHI)

The research on adolescent girls' safety on public transport in Delhi was undertaken in 2018 by Plan India and the Delhi School of Social Work.

Aims and objectives of the activity
The purpose of the study was to analyse and build the evidence of how transportation policies, laws, systems, processes, and/or practices address the safety needs and concerns of adolescent girls with the aim to influence government policies to make the transport system more responsive to the specific needs of adolescent girls and young women.

Components of the activity
Develop the ToR; select consultant(s) for the research; conduct the research (including primary data collection - e.g. key informant interviews - and literature review/desk research); write the report; develop policy paper or summary of report; organise round tables/consultation to share the key findings with relevant stakeholders, including adolescent girls.

Target groups for the activity
Results to be shared with transport providers, local authorities, adolescent girls

Tips for the facilitator/things to keep in mind:
• It is important to develop very clear Terms of Reference. The overall objective could e.g. be: "Provide a gender responsive analysis of transportation policies, laws, systems, processes, and/or practices with special focus on how these address the safety needs and concerns of adolescent girls on public transport." The research would then focus on, e.g:
  o reviewing municipal level laws, policies, systems, processes, and/or practices to see if/how they promote adolescent girls' safety and inclusion in cities;
  o speaking to relevant transportation stakeholders to better understand if/how laws/policies are addressing adolescent girls' safety and to obtain recommendations for how to improve these laws/policies
  o formulating recommendations for how these laws/policies can be strengthened to better address the unique needs and concerns of adolescent girls in Delhi

In Delhi the researchers also collected data through a survey with drivers and conductors, as well as with adolescent girls and young women in the community. These included:

Perception Questions for Drivers				
S. No.	**Statement**	**Agree (%)**	**Disagree (%)**	**Can't Say (%)**
1	Women/girls should not travel alone	48	50	2
2	Women/girls should travel only during day time	48	46	6
3	Women/girls should be allowed to work	90	6	4
4	Women/girls should ask for consent before going out	24	60	16
5	Women/girls should wear full covering clothes	78	18	4
6	Eve-teasing is normal and part of our culture	1	99	0
7	Women/girls like to be eve-teased	0	76	24
8	Women/girls who travel at night are not well-mannered	18	70	12

Links to other resources:
ITDP and Safetipin[48] for example conducted a similar study on the issues women and girls face when using or accessing urban transport in India.

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48   https://www.itdp.org/publication/women-transport-indian-cities/

ADVOCACY WORK WITH THE TRANSPORTATION MINISTRY (HANOI)

Aims and objectives of the activity
Advocacy work with the transportation sector to include a set of indicators to assess the quality of bus stops and bus services in their regulations.

Components of the activity
Data collection: assessing the quality of bus stops and bus stations by using the 7 principles from the Girls' Safety Walk tool; Formulation of indicators: working with consultants/ partners to consolidate the results from the data collection and the recommendations from adolescent girls and boys participating in the safety walk in order to develop a set of indicators for bus stops and bus services; Workshop to share results and recommendations.

Target group(s) for the activity
Leaders and key experts from department of transportation, representatives from bus companies, experts on public transportation, media

Tips for the facilitator/things to keep in mind:
• Partner with related agencies/ departments that have influence over or are in charge of ensuring the quality of bus service (in Hanoi, Plan worked with the University of Transportation and Communication, who have experts on public transportation and have influence over policies/ programs related to public transportation).

• Work with Safer Cities for Girls clubs or groups of adolescent girls and boys who have experience in using public buses so that they can share their in-depth views of its services and can giver proper recommendations.

How to do the activity:
• Meet with related partners and external consultants to develop Terms of Reference and plan for the assessment activity. Try to get the involvement of departments/agencies who are in charge of public transportation and who also manage public transportation systems. Convince them about the necessity to conduct an assessment of the service of public transportation from adolescent girls' points of view (they may have their regular assessment but might not involve young people or might not have youth-friendly indicators).

• The consultants should be experts on public transportation. They might need to be sensitised about gender-related issues.

• Conduct a desk review to look into the current situation of the public transportation system in the city, how it is managed and how it is assessed, who is in charge, which indicators are being used, and the necessity to develop a set of indicator to assess public transportation services from an adolescent girl's point of view.

• Work with Safer Cities for Girls clubs to train them on the Girls' Safety Walk tool and plan for the assessment.

• Conduct assessments at bus stops/bus stations, followed by group discussions to develop recommendations. Try to conduct assessments of as many bus stops/stations as possible.

• Have the consultants draft the report and get feedback/comments/recommendations from other experts or related agencies. Develop a revised set of indicators based on the recommendations from the adolescent girls and boys.

• Hold a dissemination workshop. Try to involve media, technical experts, representatives from transportation departments and companies, as well as adolescent girls and boys.

Lan, 16, from Hanoi is one of the participants of the Safer Cities for Girls clubs where they learn to challenge gender norms around sexual harassment.

Example of some of the indicators developed in Hanoi

Criteria	Indicators	Description	Detail for assessment	Point
Location	Accessibility	Distance from residential areas, schools, hospitals to the bus stop	Less than 50m	6
			From 50m to 150m	3
			More than 150m	1
Infra-structure	Bus stop sign board and content	Clear and clean sign board, easy to read and complied with regulations	Clear and informative content, clean, balanced installation, standard size	8
			Faded and dirty, flaked words, slight deformation	4
			Missing signage or unreadable content, complete deformation	0
Safety	No exposure to dangers	Distance from landfills, transformer stations, manholes, etc. to the bus stop	More than 20m	4
			From 5m to 20m	2
			Less than 5m	0
	Bus stop positioned on the sidewalk	Current status of the bus stop location	Wide pavement, signposts available, visible crossing lines for pedestrian	6
			Narrow pavement, flaked ground, no signposts	4
			Not positioned on the sidewalk	0
Passenger-friendliness	Accessibility for people with disabilities	Equipped with e.g. tactile bricks, stop announcement speakers	Fully equipped	4
			Some facilities are equipped	2
			No facilities for people with disabilities	0

SAFETY CLUBS FOR TRANSPORT STAFF (KAMPALA)

Aims and objectives of the activity
The aim of the activity is to build the understanding of boda boda (motortaxi) drivers on girls' safety in the transport sector and to build a team who can carry out awareness raising activities on gender norm change with their peers and the general public.

Components of the activity
Mapping and analysis of the transport sector to understand how the drivers are organised and structured and to identify the decision-makers and influential people; Identify rules and guidelines which govern operations; Setting up and organisation of the clubs (e.g. how many should participate, when should they meet, who should invite, what will be the agenda, the house rules); Work on an action plan with each club which could include diverse activities, trainings, etc.

Target group(s) for the activity
Motortaxi drivers or other drivers from one sector (e.g. mini-bus or Tuk-Tuk drivers)

"Before Safer Cities, I used to sexually harass girls a lot – catcall, touch them inappropriately and demean them. It was the culture in the boda boda industry. What we used to think about girls, it was not the right thing. I saw women as worthless, as sex objects. We weren't aware it was wrong. We had our rules but these rules weren't focused so much on the safety of girls and women in the city. They only benefitted us, the boda boda riders." Eric, 24 years

Tips for the facilitator/things to keep in mind:
• Using fellow transporters to sensitise others is key in creating change.

• Connect the drivers with the adolescent girl participants of the programme to sensitize them on what girls are experiencing on transport.

• Engage the drivers in other activities in the programme to strengthen their confidence in practicing the new behaviours and challenging gender norms/existing practices.

How to do the activity:
• Reach out to the leadership/decision-makers you identified and get them onboard first, as this can ease the mobilisation of the other drivers.

• Decide how to set up/organise the clubs (e.g. how many drivers should participate in each club, when should they meet and where, who should invite them, what will be the agenda, house rules).

• Start working with those drivers who show interest and train them on gender and sexual harassment on transport using the above-mentioned Safer Cities for Girls Training Module for Transport Staff.

• Invite them to participate in an interface meeting or dialogue with the adolescent girl participants to understand the ways through which they perpetrate abuse of girls in the community.

• In the clubs, have the drivers discuss and possibly revise the rules or guidelines together with the adolescent girls in order to take their safety concerns into account.

• The drivers can support the girls during community dialogues to discuss and validate the challenges adolescent girls face while on transit.

• Support the drivers to carry out peer to peer awareness sessions with their co-drivers.

• Drivers clubs could team up with the adolescent girls to carry out school outreach to sensitize school goers on ensuring their safety while on the road to and from school.

FAMILY DAY ON GIRLS' SAFETY ON PUBLIC TRANSPORT (LIMA)

Aims and objectives of the activity
The aim of the activity is to engage transport staff and their families to promote adolescent girls' safety on public transport.

Components of the activity
Plan the event together with the adolescent girls and selected transport staff; organise the time, space, materials and other logistics; invite the families and other relevant community members to the event; implement the family day; evaluate with the adolescent girls and transport staff.

Target group(s) for the activity
Transport staff from different companies and sectors (bus drivers, mototaxi drivers, conductors, etc.), their families (partners, children, cousins, aunts, uncles, etc.), adolescent girls and boys participating in the programme, as well as their families

Tips for the facilitator/things to keep in mind:
• Look for a space that allows the implementation of a variety of parallel activities.

• Coordinate with the transport companies to invite their transport staff and families.

• Have clarity on the number of staff and volunteers (from the project) needed to implement all the activities with the families.

• Coordinate with the youth so that they can present what they have learned in their clubs or have them organise some dance, song, poem, etc.

• Coordinate and decide on any educational communication materials you want to distribute/share (e.g. posters, leaflets, comic books).

How to do the activity:
In Lima, the event was organised in the following way – feel free to adapt to your context:

• **Welcoming participants**: Everyone arriving at the event received a small gift, like a bracelet or a cap, with a message alluding to the theme of the event (e.g. "I drive for a safe city for girls"). Each participant was also given two coupons which they could exchange for snacks. Drinking water was offered free of charge.

• **Presentation of the Safer Cities for Girls programme**: Staff or adolescent girls can present the programme and inform everyone of the importance of engaging transport staff to promote girls' safety in cities.

• **Staging a play**: The youth staged a play on the issue of sexual harassment on public transport in four parts on four different stages so that guests would walk around after the first part of the play was finished.

• **Dance performance**: The youth presented a 10-minutes dance with their own choreography.

• **Music performance**: The youth presented a 10-minutes song on the effects of sexual harassment on girls. Before the closing of the event, a band played Latin American music.

• **Self-defence class**: The participants were encouraged to take part in a 10-minutes self-defence class conducted by the adolescent girls.

Simultaneous activities:
• **Games**: Two games were offered which the participants could play during the event: a card game to raise awareness on girls' safety and a hopscotch on steps against sexual harassment

• **Face painting**: Young kids were invited to have their faces painted with beautiful designs

• **Wall of commitments**: Transport staff and their families were invited to write their commitments regarding their participation in the Safer Cities for Girls programme on a big wall. They were asked to respond to the question: "What can you do to improve the safety of adolescent girls on public transport?" A Polaroid photo was then taken of them with their commitment and given to them in a small cardboard frame designed for the Safer Cities for Girls programme.

• **Closing of the event**: The young people thanked everyone and informed participants of the next activities of the programme.

5. ANNEXES

ANNEX 1: COMMON APPROACHES FOR NORM CHANGE[49]

Social and behaviour change communication	Communication using different mediums designed to have impact not only on individuals' beliefs, attitudes and practices, but also on gender norms and on any policies that support or reinforce these. **Examples:** Mass media messaging and campaigns (radio, posters), social media messaging, theatre for development, TV soaps/novellas, inter-personal communication
Mass awareness-raising	Different activities to raise public awareness about existing behaviours and the implications of these behaviours, as well as what behaviours are recommended as alternatives. Usually involves using different behaviour change/information education and communication activities. **Examples:** Mass events, leaflets, posters, social media messaging
Education and training	Providing education/training to strengthen understanding about why certain behaviours are important and to build skills to adopt or support these. This might include service provider training. **Examples:** Training transport staff on sexual harassment
Community critical reflection and dialogue	A community-led process in which community members have an opportunity to make meaning of their experiences; understand how social and gender norms/expectations affect the wellbeing, health and happiness of themselves and others; and collectively decide upon what changes they will make. May involve different steps, including: awareness-raising and dialogue about people's views, experiences and preferences; agreement amongst members of the community about shared values, as well as shared aspirations for how they would like things to change; and decision-making for what actions they should take together. **Examples:** Facilitating sessions for community members to dialogue and discuss people's views, experiences and preferences; promoting agreement amongst members of the community about shared values, as well as shared aspirations for how they would like things to change; enabling collective decision-making for what actions they should take together
Inter-generational dialogue	These are conversations among two or more people of different ages who come together on equal terms to hear each other's concerns and ideas on a topic. The methodology is built around a moderated, respect-based dialogue process across genders and generations and is specifically designed to empower target groups to change their behaviour. It is both a method that prompts different generations to learn from each other's perspectives as well as a strategy to transform unequal power relations. **Examples:** Joint sessions between youth programme participants and their parents/caregivers

49 Taken from Plan (2020). "Defy Normal - Social and Gender Norms Upskilling Module" (Session 9).

Organized diffusion	A process that starts with sparking critical reflection to change norms within a core group and involves encouraging members of the core group to then "spread the word", talking with and engaging others in their community. Over time it aims to generate community-level impact and to eventually spread the change outside of the initial community. **Examples:** Fathers' Clubs sessions/Schools for Fathers, where men are, over time, asked to reach out to and speak with their peers/friends
Working with and supporting positive deviants and potential early adopters	Identifying people who are less worried about the risk of sanctions if they don't behave according to particular gender or social norms. Supporting these people to adopt new behaviours and, in the process, to eventually create new ideas about what is 'normal'. **Examples:** Identifying well-known public figures for social media campaigns (such as David Beckham for UNICEF's fatherhood campaign) or, at the community level, identifying transport staff that are already engaged on preventing sexual harassment of girls
Engaging political/ religious/ traditional leaders	Identifying which leaders are influential and working with them to mobilize their support and endorsement for norm change, including through modelling new behaviours and roles. **Examples:** Mapping which leaders (religious, traditional, political) are most influential in target communities and dialoguing to understand their position; identifying priority leaders that will potentially support change as well as opponents; defining strategies to approach each of these; providing leaders first an opportunity to reflect on the norms and implications and evidence-based reasons to support change; supporting leaders to model and endorse change and lead community-based norm change activities
Providing economic incentives	Paying people to adopt a new behaviour that you want to promote. **Example:** Making cash transfers conditional upon families taking young children for regular health check-ups or school, providing non-financial incentives (tools, assets) to men who attend fathers sessions
Policy influencing	Influencing changes in laws, policies, plans, programmes and regulations so that these either 1) no longer reinforce and reflect a negative norm or 2) support a new, positive norm. **Examples:** Developing policy briefs, conducting dialogues with decision makers on a specific topic, commissioning research for agenda setting purposes

ANNEX 2: RESPONDING TO RESISTANCE

We have compiled several types of resistance and possible response strategies. Adapt them to your local context.

Important:
- Resistance can be expected when you talk about a sensitive issue like sexual harassment. Therefore, come prepared! The more you think about possible responses beforehand, the better you can address them and the less they will make you feel insecure.

- Consider whether to take respected adults with you as support.

- You can include possible arguments from people already in your conversation/drama/messages and address these from your point of view.

Type of resistance	Response strategies
DENIAL	
• Denying the existence of sexual harassment on public transport. • Claiming that sexual harassment is not an issue for the community or country. • "Women and girls are already equal here" or "Men are now the ones who are discriminated against" or "men are also in danger on public transport".	• Provide sound evidence (qualitative and quantitative) about sexual harassment on public transport and about men's privilege. • Share examples and case studies of young women experiencing sexual harassment (e.g. through the report from the Free to Be app) or what you have seen on public transport. • What other strategies can you think of?
BLAME THE VICTIM	
• Blaming women and girls for sexual harassment, claiming that girls and women provoke men because of their actions, the way they look or the way they dress. • Saying that sexual harassment is the girl's/women's fault, anyway. • Saying that it's harmless or girls like it or should feel flattered.	• Provide specific examples of how sexual harassment constraints girls' and women's freedom to use public transport. Clarify that sexual harassment is a form of violence and not acceptable no matter what the circumstances. • Refer people to specific human rights standards/laws: for example, the right to protection from violence and abuse cannot be taken away, regardless of a person's dress or actions. • Share stories about how women and girls are affected by gender inequality and sexual harassment. • What other strategies can you think of?
NO INTEREST/INACTION/APPEASEMENT	
• Saying that they are not interested or don't have time to talk. • Saying that sexual harassment does not affect them personally. • Not showing any interest on the conversation. • It is not a priority right now – there are more important issues to tackle on public transport. One day we will need to act on it, but not at the moment.	• Accept it – if people don't want to talk about it, that's okay. You can instead ask others in the group if they consider it important to talk about sexual harassment and the consequences for young women. • In some contexts, you could also ask them what they would feel if this happened to girls/women they know. Would they not want everyone to feel safe on public transport? • Provide examples on how other girls and women in their lives/ community could benefit if tackling sexual harassment is taken seriously. • What other strategies can you think of?

Type of resistance	Response strategies
ANGER	
• Feeling challenged or insulted. • Feeling unfairly accused of being harassers. • Accusing girls of being troublemakers.	• Stay calm and explain your point of view. Highlight that you want everyone to benefit from a society that is rejecting violence. • Tell people that it is fine to express different views, as long as it is in a respectful way. • Explain that there are many men who are not perpetrators and that it is important to get their support as allies. • Do not put yourself in danger. Remove yourself from the situation if necessary. • What other strategies can you think of?
DEFENSIVENESS	
• Being told to mind your own business. • Insisting that this is a private matter. • Being aggressive. • Using culture or religion as a defence (e.g. girls should know their place).	• Stay calm and explain your point of view. • Do not put yourself in danger. Remove yourself from the situation if necessary. • Use examples from the law to show that harassment is unacceptable. • What other strategies can you think of?
MINIMISING/ NOT TAKING SERIOUSLY	
• Laughing. • Treating it as a joke. • Making fun. • Trying to humiliate you.	• Make your point that what harassers are doing is wrong. • Sometimes it is also ok to ignore what someone is saying or when they are laughing – in that way you are not giving them any extra attention. • Tell them about how girls feel about this. Share stories of sexual harassment to showcase that this is no fun for girls. Connect to your audience not only rationally but also emotionally. • Stay calm and explain your point of view. • Do not put yourself in danger. Remove yourself from the situation if necessary. • What other strategies can you think of?

This toolbox was developed jointly between Plan International and the Overseas Development Institute (ODI) with the aim to help practitioners work with others to understand what influences gender norms, how they operate in the transport sector and what can be done to encourage positive gender norm change in order to ultimately enable girls to confidently use public transport in their city. This document draws on a review of existing tools, key informant interviews over the phone as well as pilots conducted by ODI in two locations of the Safer Cities for Girls programme – Kampala/ Uganda and Hanoi/ Vietnam.