ELLa SE MUEVE SEGURA
mujeres & transporte

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ECUADOR

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CAF BANCO DE DESARROLLO DE AMÉRICA LATINA

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1. INTRODUCTION

"Ella Se mueve segura" is part of an international study on women's personal security and public transport and aims at strengthening the debate on gender issues. The study is jointly supported by CAF, the Development Bank of Latin America and the FIA Foundation. The study investigated this issue using the same methodology simultaneously in three cities of Latin America, Santiago, Buenos Aires and Quito between October 2017 and May 2018[1].

Women access and use public transport in different ways to men and the barriers they face in doing so limits their freedom of movement, and thus how they are able to access economic and social opportunities in and around cities. Understanding the many and differentiated social interactions that occur when people use public transport helps to overcome these barriers. This report looks specifically at the extend that concerns (real and perceived) about harassment and violence affect women's mobility, how safe women feel when using public transport, the factors that increase their vulnerability in this space, and which mechanisms could contribute to reduce harassment in public transport.

The study combined qualitative and quantitative methods and the same methodology was used in each city to collect the data and information. Results were compared and contrasted between cities to establish common and contextual patterns and identify entry points for policy and initiatives that would improve the situation for women in each city. The results of the study helped to attract the attention of policy makers, to continue and institutionalize their efforts in transforming the public transport system so it is safe and accessible for all social groups.

This case study is one of three city reports[2]. It sets out the situation of women in Ecuador, as a preamble to the more detailed introduction of the situation in Quito. The methodological framework is presented, (further details on this can also be found in the section of the Toolkit on the FIA Foundation and CAF websites) followed by the findings. Finally, a section of conclusions and recommendations based on the study followed by ideas and suggestions for the next steps that can be considered by the city are put forward.

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[1] The authors would like to highlight that the study period was prior to the introduction of the initiative Bájale al Acoso, so the results do not include any changes or improvements that may have occurred due to this initiative.
[2] This case study was originally prepared in Spanish.

2. LOCAL CONTEXT AND THE CONDITION OF WOMEN IN ECUADOR

Significant progress has been made in Ecuador over the last 20 years to reduce inequalities between men and women in the labor market and society. For example, access to basic, secondary and higher education, is now similar for males and females with no major gaps between genders. However, significant challenges remain in achieving gender equality at the national level. In terms of employment, income gaps remain, women tend to be more often unemployed than men, and there are fewer in full employment, indicating that women are less active in the formal labor market than before. These gaps increase with ethnicity, educational levels and differences between urban or rural living patterns.

Among the important advances in gender, progress has been made in the recognition of paid and unpaid domestic work (the latter is mainly the domain of women) and the inclusion of those who work within the social security system. Maternity leave has been extended for women who work, as well as, the inclusion of a right to have paternity leave.

However, there are still high rates of violence against women, particularly domestic violence, and there is a tendency for women to continue to live with the aggressor. This in turn increases the vulnerability of victims. This situation particularly affects those who marry young, who may have children earlier, and have fewer options for employment if they skipped school or other training to get married. It is also more likely to happen in low income families.

A number of relevant areas concerning women are reviewed at the national level to help to build up the contextual framework for this case study.

2.1 Local context and the condition of women in ecuador

In Ecuador, women have greater economic vulnerability in terms of access, quality of employment and income. Figures from the National Institute of Statistics and Censuses for June 2017 reveal that the overall employment rate[3] in June 2017 showed more men (96.5%) than women (94.1%), are in employment (INECd, 2017). In addition, there is a noticeable income gap between men and women's earnings. For the same period, the average income of an employed man was US$ 355.7 but only   US$ 278.9 (INECd, 2017) for women, the equivalent to a gap of 27.7%. While in the public sector there is no significant difference, in the private sector men earn 1.12 times more than women. Women are also more likely to be unemployed, since women have a 2.4% higher rate than men (INECd, 2017).

Inequity in income diminishes the possibilities of personal development and economic autonomy, and this affects women more than men. In addition, within the labor market, women face barriers as they try to progress their professional careers. This is due to a variety of reasons, especially machismo attitudes and the presence of children. As most mothers assume the almost exclusive care of children, even if they are able to work, they are more likely to have

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[3] Employment refers to "persons aged 15 years and over who, during the reference week, engaged in some activity to produce goods or provide services in return for remuneration or benefits."

part-time rather than full time jobs. This is especially the case for single-parent homes (Vasquez 2016).

In Ecuador, according to the UN Women study, "in 2014 using an indicator of femininity, when women are compared to men in poor households in urban areas, more women than men are found in the poorer households than 20 years ago" (UN Women, 2016). This fact reveals that, contrary to what would be assumed, urban life does not necessarily reduce the economic vulnerability of women or their poverty levels.

2.2 Social characteristics: Access to services and promotion of rights

In relation to social security coverage, from 2007 to 2015, the number of men from the private sector affiliated was nearly double the numbers of women, which is also increasing more slowly (INECc, 2016). We conclude that accessing a job that includes social security membership is more difficult for women than for men (especially in the private sector).

According to a study carried out by UN Women (2016), and despite the inclusion of women in the labor market, caring and household chores are mainly their responsibility. As a result, women's total workload is higher compared to men, especially if they have a formal or informal job outside of the home. The INEC Survey of Living Conditions 2012 (ECV), states that women spend 4 times more time than men on household chores, leaving little time for leisure activities (INECb, 2012). In addition, In Ecuador, according to the survey on living conditions, women spend 4 times more time than men on household chores, leaving little time for leisure activities or personal improvement.

2.3 Violence against women

The prevalence of socioeconomic gaps, as well as traditional gender patterns, can be translated into power relations between men and women that form the basis for violence. The national "Gender Violence Survey" conducted in 2011 by the INEC, on all women over 15 years old, showed that approximately 6 out of 10 women have been victims of violence. In many of the cases perpetrators of the violence belong to the immediate environment of the women, including relatives, friends or couples. Of the women who have suffered violence from their partner or former partner, 87.3% report having suffered physical violence and 76.3% psychological violence.

The Integral Criminal Code of Ecuador 2014 (COIP), typified femicide as an extreme form of violence derived from power relations between men and women, manifested mostly in the context of relationships. Although there is no uniformity in statistics, according to Ecuador's Ministry of the Interior, in 2015, there were 73 femicides[4]. This increased to 83 in 2016. It is likely that the reporting of them was more precise (i.e. they were classified correctly as the Criminal Code helped define better parameters for what constituted a femicide).

Other forms of violence of lesser intensity, but which contribute to the creation of an environment of insecurity for women, are often manifested in the public space, including the transportation system and which are discussed in this study.

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[4] Femicide is the killing of a woman or girl, in particular by a man, on account of her gender.

2.4 Legal framework in respect to gender equality, violence against women and public transport

The Constitution of the Republic of Ecuador of 2008, in the Article 66, establishes the right to personal integrity that includes: physical, psychological, moral and sexual integrity, and the right to a life free of violence in the public and private space, with special emphasis on women and other vulnerable groups. In addition, this normative document recognizes the right to access and participate in public space within Article 23, and to the full enjoyment of the city and its spaces in Article 31.

In relation to those responsible for ensuring the provision of transportation services, the Organic Code of Territorial Organization, Autonomy, and Decentralization (COOTAD, 2010), in Article 55, establishes municipalities shall have exclusive powers to "Plan, regulate and control the transit and the terrestrial transport within its cantonal circumscription". In addition, COOTAD establishes in Articles 54 and 84 that municipal governments must take actions to ensure, through policies, equity and inclusion in their respective territories.

One of the actions that could limit the achievement of equitable access for all and full participation in   city life, is harassment (or fear of harassment) in the public space. The new COIP of 2014 includes in Section Four, all crimes against sexual and reproductive integrity in public spaces. This section distinguishes between sexual harassment[5] and sexual abuse, the former being the main type of offense for cases occurring in public transport. Article 170 of the new COIP, concerning sexual abuse, establishes that:

"a person who, contrary to the will of another, executes on her/he or obliges her/he to execute on herself or another person an act of sexual nature, without existing penetration or carnal access, shall be punished by imprisonment for three to five years".

Additionally, the COIP, in Article 48, defines aggravating factors for those actions of abuse that are committed against children under 14 years, or if the act is committed on public transport.

Regarding this matter, the Law of Transit, Land Transport and Road Safety establishes in Article 54:

"The provision of transportation services shall address the protection and safety of users, including the physical, psychological and sexual integrity of women, men, older adults, adolescents, girls and boys. So it ensures transport service is safe for all citizens".

On the other hand, Article 185 on traffic and road safety, has an objective regarding the promotion of human rights respect, as well as non-discrimination and inclusive treatment, with an emphasis on different actors, including women.

In summary, there have been significant advances at national levels in creating a supportive legal framework to protect women when using public space and accessing public transport. However, the results from this study show that despite the sanctions on harassing women, there is a need for further work to guarantee and reduce inequities.

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[5] Article 66.- Sexual harassment.- "A person who requests an act of sexual nature, for himself or for a third party, taking advantage of his authority... or any other form involving subordination of the victim, with the threat of causing the victim or a third party damage related to the legitimate expectations that may have in the scope of the relationship, will be punished by deprivation of liberty of one to three years. [...].

3. CITY PROFILE

3.1 Sociodemographic characteristics

Quito is the capital city of Ecuador with some 2.2 million inhabitants (INEC, 2010), 51% (1.15 million) are women and 49% (1.08 million) are men. 93% of this urban population recognizes themselves as mestizos[6], while 4% are indigenous and the remaining 3% are Afro-Ecuadorians (INEC, 2010). According to Graphic 1, the largest age group is aged 19-35 followed by adults aged 36-64 years, comprising 30% and 29% respectively of the total female population. A similar age distribution is present in the male population.

Graphic 1: Age distribution within Quito's female population
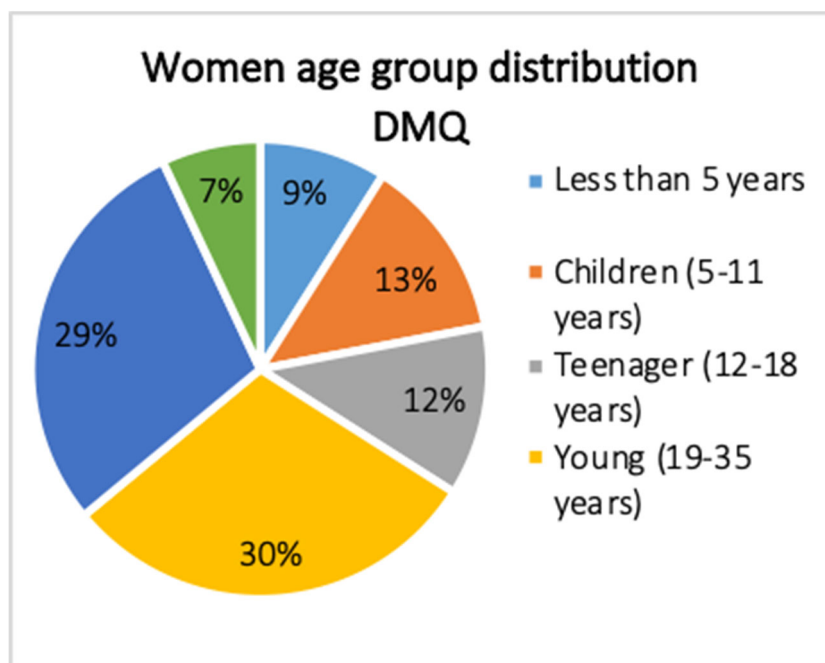
Source: INEC, 2010

3.2 Women's participation in national and local politics

Ecuador´s Constitution, approved in 2008, dictates gender parity in electoral applications, positions of direction and decision within the public sphere, political parties, and control bodies (Presidency of Ecuador, 2014). In 2013, for the first time in the country's history, three women led the National Assembly, and 32% of the national legislature were female politicians. UN Women[7] states Ecuador has the second largest number of congresswomen in the Latin American region, with a total of 57 out of 137 representatives.

Within the Metropolitan District of Quito (DMQ), several women have held political positions in the Metropolitan Council since the 1990s. By 2006, 46% of the Council positions were held by women (Diario La Hora, 2006) and today, 48% of the Metropolitan Council is female.

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[6] Mestizo definition comes from the Colonial time and refers to a person having Spanish and American Indigenous parentage. Currently, people self-define as mestizo when they do not identify with a specific race and recognize their mixed origin.
[7] **http://lac.unwomen.org/en/donde-estamos/ecuador**

A number of senior political and management positions have been held by women, including Vice-Mayor, the former General Manager of the Metropolitan Public Transport Company of Passengers of Quito (EPMTPQ) and Quito's Gender, Equity and Justice Commission. Since 2014, Quito's Mayor leads the policy and gender initiatives.

3.3 Normative of the Metropolitan District of Quito

The Municipality of the Metropolitan District of Quito, has generated ordinances and resolutions, related to gender and public transportation, through the Metropolitan Council. In 2012 the 0235 Ordinance for the eradication of gender violence was approved (reforming the previous ordinance). This legal instrument dictates the policies to eradicate intra-family and gender violence in any space, including public spaces, transport, and within the municipality. This ordinance established as a first point the mainstreaming of the gender approach in projects, policies and budgets of the municipality by strengthening capacities in gender sensitivity of public employees, and the need to optimize the information system on gender violence at the city level (Wray, 2011). It also recognizes different types of violence, including: physical, psychological, sexual violence, and street sexual abuse. This last type is mentioned specifically in Article 5, which recognizes sexual abuse on public transport. While Article 8 establishes protocols defined by the municipality, must be applied by public servants dealing with these cases (and similar ones) including those in the area of mobility.

Figure 1: Part of the Ordinance 0235, approved in 2012

EXPIDE:

LA ORDENANZA METROPOLITANA QUE ESTABLECE LAS POLÍTICAS HACIA LA ERRADICACIÓN DE LA VIOLENCIA BASADA EN GÉNERO EN EL DISTRITO METROPOLITANO DE QUITO

Artículo 1.- Agréguese después del Capítulo Innumerado "*Protección Integral de los niños y adolescentes contra la explotación sexual en el Distrito Metropolitano de Quito*", del Título II, Libro Primero del Código Municipal para el Distrito Metropolitano de Quito, agregado por la Ordenanza Metropolitana No. 246, sancionada el 7 de febrero de 2008, el siguiente Capítulo Innumerado "De las políticas hacia la erradicación de la violencia basada en género en el Distrito Metropolitano de Quito", al tenor del siguiente texto:

"Capítulo...
De las políticas hacia la erradicación de la violencia basada en género en el Distrito Metropolitano de Quito

Source: Quito Municipality, 2012

In May 2014, Resolution C337 was issued to create the "Safe Transport Service for Women" for the Integrated Public Transport System, administered by the Municipality. This document was motivated by the need to reduce the levels of harassment and violence against women and improve citizen coexistence.

In March 2016, the Mayor passed Resolution A009 "Quito, a safe city for women and girls", as part of the global program of UN Women to improve women condition in public spaces. The responsibility for its implementation was assigned to the Unidad Patronato Municipal San José, in coordination with other entities. This resolution names the Quito Safe City project for Women and Girls as an emblematic project, allowing it to prioritize actions and resources for the prevention and progressive elimination of gender violence.

3.4 The city transport system

The city of Quito is unique as it is located on a plateau on the edge of a mountain range and the majority of displacements are from south to north and vice versa. However, there are also densely populated districts to the east of the city, where high numbers of people also live. In addition, as a capital city there are a large number of intercity trips, all of which generate a high demand for motorized transport.

There are more than 500,000 vehicles circulating in the city with strong growth in increasing numbers of private cars. During the last 10 years, vehicle numbers grew between 5% and 10% annually, adding 15.000 to 35.000 vehicles per year. For the year 2014 there were 192 vehicles per 1000 inhabitants (Municipio del Distrito Metropolitano de Quito, 2014a).

Despite this growth in the vehicle fleet, the use of public transport remains high and the majority of trips in the city (73% of all trips) are made by public transport (Metro de Quito, 2011). Quito's public transport system is based on BRT[8] and a conventional city bus system, however a metro is under construction. The BRT is composed of the western corridor (Metrobús), central (Trolebús) and Eastern (Ecovía), these 3 corridors combined represent about 23% of the total trips in public transport (Metro de Quito, 2011). A diagnosis of the service presented in the Metropolitan Plan of Territorial Ordering (Municipio del Distrito Metropolitano de Quito, 2015, p. 83) states "public transport service continues to be deficient, both in terms of coverage, connectivity and quality of service, which allows informal services to co-exist and is not competitive with the private vehicle".

The city's management model for public transport operations is a mixed system between the municipal operation and private operator concessions for routes. The planning and policy of the system is the responsibility of Quito's Mobility Secretariat, while municipal operations are done through a public company, EPMTPQ. This implies these two institutions must be coordinated for the system to work adequately. At the same time, the Secretariat assigns licenses to operate to private operators.

El Trole[9]

The city of Quito has one of the first BRT systems in Latin America, the "Trole". It was inaugurated on December 17th, 1995 and now has 5 routes running, mainly, on dedicated bus lanes. This system connects the north of the city directly with the south, without interchanging.

Figure 2: Trolebús in Quito's city center

Source: Empresa Pública Metropolitana de Pasajeros, 2017, Diario El Comercio, 2017

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[8] BRT – Bus Rapid Transit
[9] The nickname of the BRT system

El Trole consists of a central line with several feeder systems. This system shares most intersections with open traffic, but there are some sections with overpasses in the north central area of Quito. The system is 22.5 km long with 1 lane per direction and physical barriers separating El Trole from other traffic. There are 39 stations and 4 transfer stations, with an average distance of 400 meters between stops. Cash payment is made prior to boarding.

Currently the system has both electric trolley buses, with catenaries linking them to the electric grid, as well as articulated and biarticulated diesel buses which daily transport around 300,000 passengers. In 2014, a public transport emergency was declared as 25% of the units had mechanical issues (El Comercio, 2014b). As a consequence, an Emergency Plan was created. Following this, the system underwent significant modernization with the addition of new vehicles and upgrading 44 bus stops, following international standards for safety and inclusion.

3.5 Main initiatives in respect to violence and harassment against women

Ten years ago, gender violence in public space, including transport, was not taken as a serious issue in Quito. Some isolated initiatives were implemented but women had to face different forms of violence on a daily basis and deal with the background of socio-cultural machismo of the city (Espinoza, 2014). Beside legal instruments, communication efforts were also implemented to increase awareness, prevent and eradicate sexual harassment.

In 2011, the city implemented the first campaign for users of the BRT Trolleybus, called "I want to walk quietly, streets without harassment". This campaign implemented during 2011 was directed at men and had a widespread impact because it was the first in its kind to address this issue with men as the main audience. The strategy was to use clear messages to show what is considered to be sexual harassment and men should avoid doing this. Some images of the campaign are presented below.

(Top left: I don´t touch or skim; Top right: Do not offend me, don´t touch me; Bottom left: Cool guys are not louts; Bottom -right: what you say does not flatter me).

Figure 3: posters from the campaign "I want to walk safely, streets without harassment"

Source: Diario El Comercio, 2014a

Additionally, in 2011, Quito was included in UN Women's global program "Safe Cities for Women and Girls". In general terms, this program includes strengthening the capacities of citizens at the neighborhood level and the municipal administration to deal with, and prevent, acts of sexual violence.

3.5.1 CABINAS CUÉNTAME AND YO CAMBIO POR ELLAS

As mentioned above, in 2014, as a result of the emergency, an action plan was created and economic resources were assigned. The declaration generated some measures like improving the conditions of Trolley, action protocols and campaigns. The emergency declaration (2014) lead to various measures to address sexual harassment. One project was the implementation of the "Cabinas cuéntame" ("Tell me booths"), public booths located in passenger transfer stations where women could report sexual harassment on public transport. Victims received support after the situation or to manage any after effects. After nine months, the booths had received a total of 274 complaints, two of them led to judgments, which were the first of their kind in the judicial system (Diario La República, 2015). At the same time, the Unidad Patronato Municipal San José developed two action protocols for the attention of sexual violence victims at the integrated transport system. One of the protocols was for the officials of the municipal passenger company, while the other was for the Metropolitan Police.

Figure 4: Cabinas Cuéntame

Source: Diario El Universo, 2015

UN Women's Global Program "Safe Cities for Women and Girls" and the Unidad Patronato Municipal San José, developed two action protocols for the response to situations of sexual violence. These instruments included the coordination with entities like the Metropolitan Police of local character, and the National Police, and a description of the process. The protocols are:

- Protocol for action in the event of sexual violence in the Integrated Passenger Transport System of Quito, 2014.
- Protocol of action directed to the Metropolitan Police to assist victims of sexual violence in public spaces, 2015.

The action protocol for public transport is designed for operational purposes, as it is practical application when an incident occurs. It consists of clear and organized procedures as well as responsible units and officials. The application of the protocol was mandatory for the staff of the Metropolitan Public Transport Company of Passengers of Quito, in charge of operating some El Trole lines of the Integrated Metropolitan Public Transport System, as well for other municipal entities. The documents define what is understood as violence (physical, psychological, sexual, financial, and street harassment, as well as the international, national and local regulations. The protocol is based on human rights, gender, generational and intercultural approach.

It included the internal and external protocols on actions to be taken and care provided to passengers (in different spaces, such as stations, buses, stops etc.). It is also mentioned external related entities such as: National Police, State Attorney General's Office (Fiscalía General del Estado), and Council of the Judiciary (Consejo de la Judicatura) (Municipio del Distrito Metropolitano de Quito, 2014b).

In summary, the protocol establishes that before any action is taken, the type of sexual violence, whether if it is flagrant or non-flagrant, or street sexual abuse, must be identified. The Metropolitan Police must also help and guide the victim, facilitate access to sanction procedures, apply the protocols and prevent these cases from occurring. When receiving the victim, the National Police must be contacted in case of 'flagrante delicto'. After that, the

priorities for action (legal and / or psychological attention) are identified, the victim are informed about their rights and the care options. In the case of public transport, the security guards of the stations and stops also have the power to act as the Metropolitan Police, and it is usually the driver who must identify the victim and communicate with one of the police authorities. It is important to mention that only the National Police can arrest or detain the aggressors, while the Metropolitan Police can retain the aggressor but must contact the National Police (Municipio del Distrito Metropolitano de Quito, 2014b).

This program also includes extensive gender training. Since May 2014, a total of 5,231 municipal officials from the Metropolitan Public Transport Company of Passengers Transport (EPMTPQ), the Metropolitan Transit Agency (AMT), the Metropolitan Police and the Metropolitan Public Enterprise of Mobility and Public Works (EPMMOP) have been trained in the protocols of attention to victims, human rights, and new masculinities (Pacheco, 2017). The Bájale al Acoso initiative (started in March 2017) includes continued training for drivers, fare collectors, security guards and the Metropolitan Police officers. Currently, a virtual course about sexual violence prevention is being implemented for the Mobility Secretariat employees.

Since May 2015, a campaign called "Yo Cambio por Ellas" (He for she) was implemented, promoted by the Unidad Patronato Municipal San José and UN Women, in order to sensitize two hundred thousand passengers of the Trolebús system (Quito Press, 2016). Its objective was to promote reflection, especially among men, on the discomfort felt by women in public transport. The campaign included the installation of communication material on the bus stations making visible the situation woman face every day in order to denature sexual harassment. The campaign reached 200.000 people[10].

In 2017 the Cuéntame booths were evaluated. It was clear a new strategy was needed since its scope was limited because people felt ashamed or afraid of reporting or could not stay for long time. As a result, the "Bájale al Acoso" project was created.

3.5.2 BÁJALE AL ACOSO

The campaign was designed with the intention of including technology to address the persistent issue of sexual harassment in the public transport system. The objective of this campaign is to make acts of harassment instantaneously visible and motivate the victims to appeal via the official complaint channels. At the same time, the project looks to generate social sanctions when harassment occurs through the use of a technological platform that provides information in real time with a text message from a cell phone concerning an incident is received.

Since public transport users usually do not have time to file a complaint, "Bájale al Acoso" was implemented so that the victim could send an instant report with a simple SMS message. Once the message is received, the person receives a call from the control centre of the EPMTPQ, asking about the situation. Simultaneously the driver is notified about the incident of harassment and an alarm goes off inside the bus, alerting all passengers about the situation. The alarm is a deterrent to the aggressor and a mechanism to motivate social sanctions. Additionally, the metropolitan police or security personnel of the EPMTPQ is averted and can intercept the vehicle at the next station. The victim has the opportunity to legally denounce the situation, but the main objective is to reduce cases simply by a system when the risk of being caught outweighs the interest in such behavior.

Currently (June 2018), the city has received more than 1,900 reports. There are 53 cases under investigation and there has been 11 convictions. Convictions include prison sentences of between 11 and 38 months. Bájale al Acoso is now available on 100% of BRT transport and 80%

[10] Data provided by the Unidad Patronato Municipal San José, 2018.

of private operated city buses. Additionally, within one year of implementing the initiative (from March 2017 – 2018), it received national and international recognition. The World Economic Forum recognized the platform as one of the 20 technological innovations of 2017, the Global Compact of the United Nations named it as a tool that contributes to the achievement of the Social Development Goals and the Ibero-American Union of Municipalities designated it as an innovative experience in the framework for the prevention of violence against women.

3.5.3 NEW TROLEBÚS STOPS REHABILITATION

In 2016, a number of "Trolebús" system bus stops were redesigned to make them more gender sensitive. This included replacing a steel lower panel with a glass-walled design that guarantees better interior and exterior visibility as a mechanism to promote passenger safety. This new infrastructure was put in place to complement new high capacity, bi-articulated buses bought by the municipality (Metropolitan Public Company of Passenger Transport, 2015) following the principle of 'to see and be seen'. The cost of this project was some 13 million USD and 44 bus stops have been upgraded including universal accessibility for disabled people.

This new infrastructure is branded with messages of the campaign "He for she" from UN Women and Unidad Patronato Municipal San José, and information about the project Bájale al Acoso (see section 3.5.4).

Figure 5: Photos of the new stop buses, Quito.
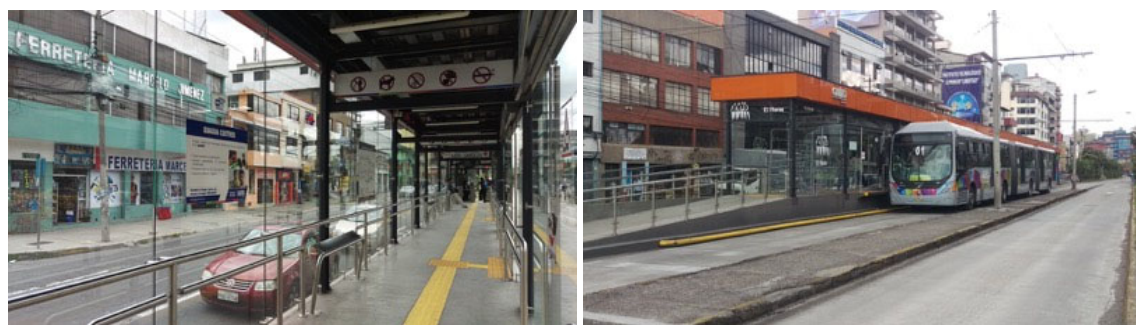
Source: EMUS Quito, 2018

3.5.4 CIVIL SOCIETY INITIATIVES

A citizen-led initiative, Carishinas en Bici, started in 2010 promotes the empowerment of women by encouraging women to cycle. The main objective is to have more women cycling so that they can freely move around the city without fear of harassment, assaults or road accidents. They have an event called "Hadas Madrinas", (Fairy Godmothers) implemented annually and where issues of harassment and security are discussed.

In addition, since 2015 there have been numerous public protests mobilizing women to march against gender violence and sexual harassment in the city. In 2016, the feminist platform Vivas Nos Queremos (We want all of us alive) was created to bring feminist groups together so their voices could be heard collectively. This platform organized a national march to increase visibility of gender violence as a daily occurrence. Around 5,000 people participated in the march held on November 25, 2016, the International Day for the Elimination of Violence against Women.

In 2017, activists from the platform Vivas Nos Queremos created a Facebook group with the hashtag #Primeracoso #NoCallamosMas, where women were invited 'to break their silence' and tell their experiences of harassment in order to understand the magnitude and frequency of this problem. Currently the page is open and has reached more than 26,000 followers.

3.6 Gender-oriented initiatives timeline

In Quito, there have been a number of initiatives, some of them still on-going, which are helping to increase the public's awareness of this issue as can be summarized in Figure 6. The communication campaigns include initiatives from the Municipality, UN Women, international cooperation agencies, and others. On the other hand, the projects, showed in blue, belong to initiatives from the Municipality.

Figure 6: Timeline of transport and gender initiatives implemented in Quito
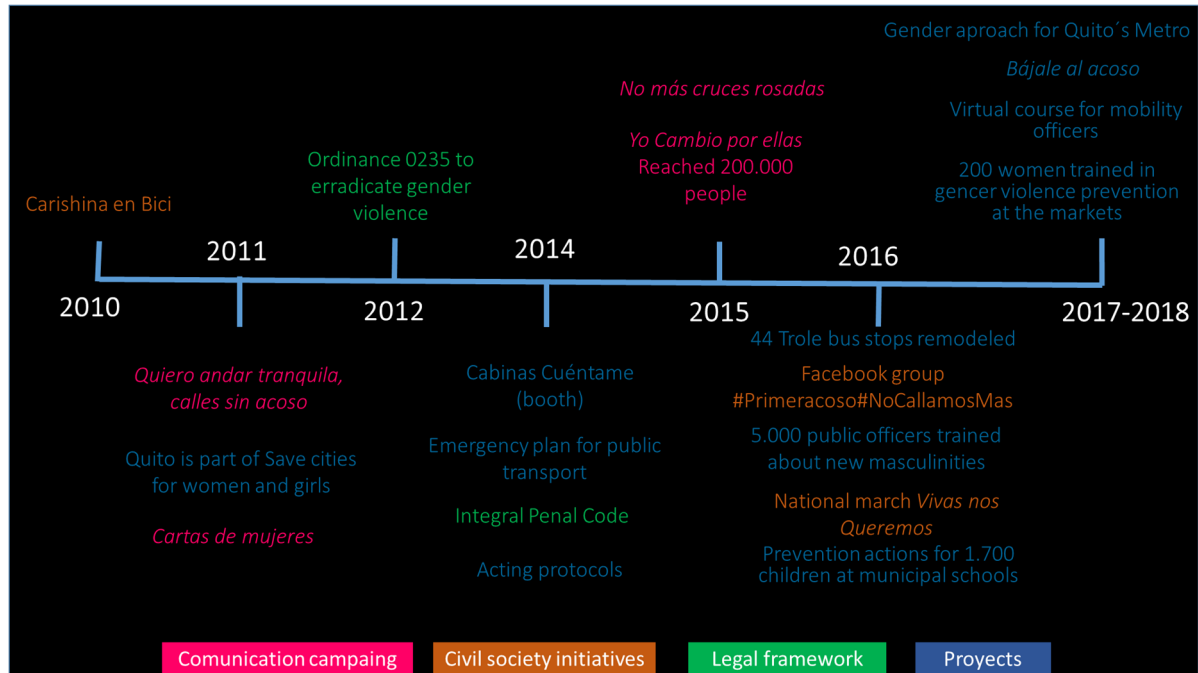
Author: EMUS, Quito

4. METHODOLOGY NOTES

The study used quantitative and qualitative methodologies, which included a survey, focus groups and interviews, described in the following sections. The base questionnaire was similar in all the three cities of study and the analysis was undertaken in both separately and in conjunction with the other city study teams.

4.1 Survey

Although the transport system crosses the city longitudinally, various feeder routes connect users to different points of the city from the terminals of the Bus Rapid Transit corridors (BRT). This allows connectivity across the city including the valleys.

The type of sampling applied to the surveys was non-probabilistic (that is, not random). The questionnaire[11] of 26 questions had four thematic sections: mobility, perceptions and experiences, proposals and complaints, and sociodemographic characteristics. The surveys were conducted in a period of six days in different parts of the city, at peak and off-peak hours, and were directed to different citizens regardless of their socio-economic or ethnic background. The sampling days were from February 7 to 9 and from February 13 to 14, 2017. Interviews were made at 8 BRT system transfer stations including Trolleybus, Ecovía and Metrobus stations throughout the system, as is shown in Figure 7. The stations included in the study were the following:

Figure 7: stations where surveys were performed
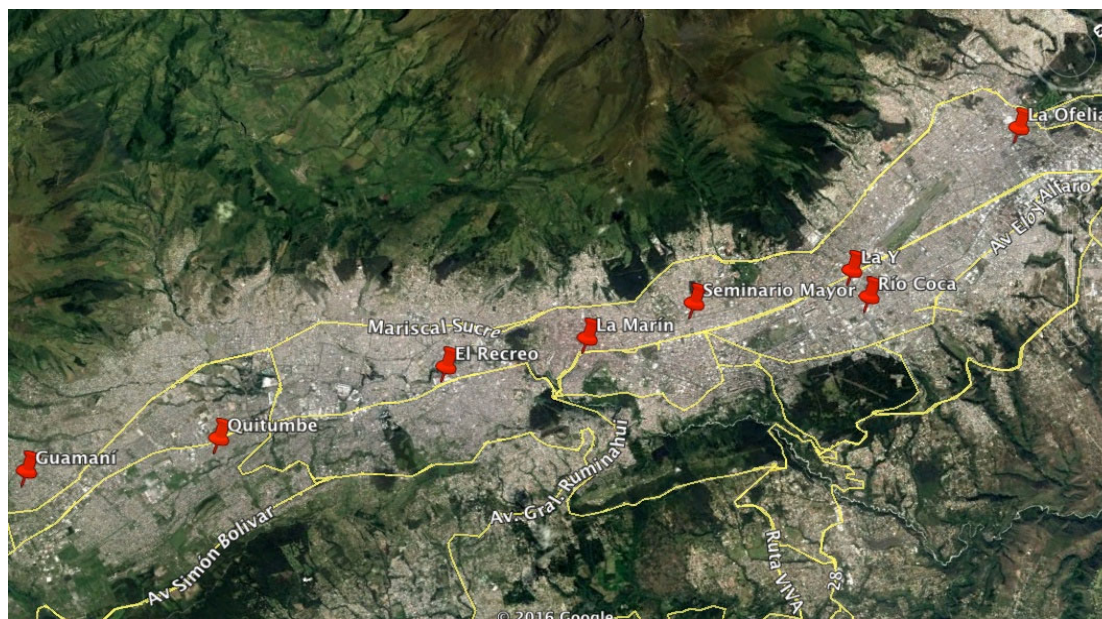
Source: EMUS Quito, 2018

60% of women and a 40% of men were surveyed in order to collect the views of more women than men as they were the main object of this study. Additionally, given that the survey had questions that could compromise the sensitivity of women, it was decided that male pollsters only surveyed men, while women could poll both genders.

From the total of 1,176 estimated surveys, a final number of 1,055 valid surveys were considered under a margin of error of 5%. The data of the survey were processed in a database

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[11] It should be noted that the questionnaire was carried out before the implementation of the strategy Bájale al Acoso.

in Excel and Stata, where afterwards different analytical crosses could be made with the information provided.

4.2 Focus Groups

The recruitment for the focus groups was based on two criteria: socio-structural, where the factors of gender, age, occupation and people's mobility habits and use of public transport were considered; and socio-spatial aspects, taking into account where people lived within the DMQ (including rural areas or valleys). Thus, four groups were established:

- Focus Group 1: Young women aged 16-30
- Focus Group 2: Adult women aged 31-50
- Focus Group 3: Mixed, women and men aged 22-30
- Focus Group 4: Adult men 30 to 60 years old

It was important to arrange an exclusively male focus group, as the study was enriched with a different perspective from the female one. This contributed to the creation of diverse arguments for the treatment of the conditions of the public transport.

4.3 Interviews

10 semi-structured interviews were carried out with a specific questionnaire, designed for the three types of interviewees: one representing public sector workers or decision makers, one representing social groups and a last one representing the research community. These interviewees were chosen based on their experience in the field of gender and transportation, and their direct or indirect involvement with the problem of sexual harassment in the public space. Finally, the interviews were distributed as follows:

- Two academics (USFQ and FLACSO)
- Two representatives/spokespeople of social groups (Vivas Nos Queremos and Carishina en Bici)
- A representative of an intergovernmental organization (UN Women)
- Five public sector employees and decision makers including: a counselor, a representative of the EPMTPQ, a representative of the Unidad Patronato Municipal San José, and a representative of the Quito Mobility Secretariat.

The interviews were conducted between March and April 2017 in different parts of the city, depending on the availability of the interviewees.

4.4 Data analysis

For the analysis of quantitative data, a quality control was performed to review the coherence of responses, pick up poorly recorded information and general data debugging. Excel and Stata tools were used, disaggregating data for men and women, and combined. In addition to the crosses of each question, particular crosses were set up among questions that might yield particular information. Likewise, to further analyze the results, relevant and particular variables of the study were crossed with factors such as age, income, or place of residence. As a result, a baseline was created with respect to the habits, perceptions, experiences and actions of the users of the transport system, in relation their sociodemographic characteristics.
As for the data from interviews and focus groups, interviews were transcribed and codified in the Atlas Ti program. The analysis process included the segmentation of data according to the themes and the codification of the data based on the establishment of conceptual connections. Likewise, the

most relevant information was reconstructed according to the previously established research objectives. Finally, both types of quantitative and qualitative information were triangulated according to certain categories, behavioral patterns and perceptions on the key research questions.

4.5 Advisory Council

One of the pillars of the project was the creation of the Advisory Council (CA) in each city. A variety of experience and profiles of different people in gender and transport issues within the local context of transport, planning and governance were taken into account in order to form the Advisory Council. The council needed to be able to act independently in addressing this issue and their capacity of implementing and operating projects within of the municipality were also part of the selecting criteria.

The composition of the CA was based on a small group that included people with different perspectives and experience including decision-makers, members of civil society, researchers and professionals in the field of gender violence, mobility, and public space. The final Advisory Council comprised of 6-10 people included 4 members of public and private institution; Municipal (EPMTPQ, Unidad Patronato Municipal San José, Municipal Council, Inclusion Secretariat); representatives of international agencies such as the UN, CAF and IDB; 4 members of civil society and academia; other representative from foundations, NGOs and social collectives

Its objective was defined: 'To influence public policy on women's security in public transportation in Quito, through the creation of tools and mechanisms for decision-making in transportation planning'. Additionally, although the project was developed in Quito, one of the roles of the Advisory Council was to disseminate the results of the study and collaborate with other cities on similar projects.

The activities of the Advisory Council included:

- Validate / review the information collected in the framework of the project
- Participate in the design and revision of the planning toolkit for decision makers of public transport
- Participate in a paper for the international seminar
- Participate in the national publication (digital or printed) of the project
- Generation of a joint agenda, between authorities and the Advisory Council identifying milestones or goals in the short, medium and long term
- Participation in working groups with representatives or decision makers (for example, with the EPMTPQ, the Metropolitan Transit Agency, among others)
- Be part of a network of research and exchange of experiences at the national level
- Influence to replicate this study in other cities of Ecuador

Table *1*: Activities of the Advisory Council

Activity	Description	Date of meetings
#1	Conformation and definition of the Council's objective and activities	19.01.17
#2	Toolkit sketch creation	Week of 20.02.17
#3	Validation and review of results of focus groups, surveys and interviews	Week of 20.03.17
Participation	Participation of experiences in international seminar	Week of 3.04.17
Workshop 1: Decision making with gender approach	Participation in a high level workshop with representatives or decision makers of public transport	Week of 24.04.17
#4	Generation of joint agenda to identify milestones or goals	Week of 8.05.17
#5	Legacy of EMUS for the country	Week of 15.05.17

Author: EMUS Quito, 2018

Figure 8: Some meetings of the Advisory Council of Quito

Source: EMUS Quito, 2018

4.6 Social media strategy

The use of social media is a way of successfully communicating on this issue and the EMUS Quito team used it to promote the study during the period of investigation. An Ella se Mueve Segura Facebook page was created for the Quito international seminar and continued for the rest of the study. It quickly attained 500 followers with 2,870 likes. The followers came from well beyond Latin America and included the following countries Argentina, Austria, Australia, Belgium, Bolivia, Brazil, Chile, Colombia, Germany, Honduras, Ecuador, France, Spain and Venezuela.

Figure 9: Ella se Mueve Segura Facebook

Source: EMUS Quito, 2018

5. DEFINITION OF CONCEPTS

To understand the scope and perspective of what sexual harassment means, its relation to public transport use and how this is understood and seen by women, some concepts were reviewed based on the interviews made with academics and policy makers.

5.1 Towards a definition of sexual harassment

Sexual harassment must be understood as a problem of a social nature, not as an individual one. It is associated with male domination, relationships with a women's body in a society where violence is considered normal and natural. It is based on a position of power where woman occupy a secondary role, simply because it is not masculine. Although it is not exclusive for women, sexual harassment is usually directed at females by males. Some of the interviewed described the concept as mentioned below:

Table 2: Verbatim from interviews

Interviewee 1, 2017	"A societal problem, not an individual one that impacts the privacy and dignity of the victims and their ability to exercise their right to the city"
	"Gender violence is associated with other violence, based on migratory conditions, begging, social race, age, sexuality or others"
	"Solutions must also be social and not individual. Basically, they are non-consensual acts that bother, frighten or intimidate, particularly in the field of sexual autonomy"
Interviewee 2, 2017	"Women start from vulnerability as a condition assigned to you from a lack of power to over your body for acts that do not pass through your consent, that is different from attachment or to feel as yours an object that you can then change, replace, it is different when it happens for your own body experience"
interviewee 3, 2017	"Privileged position, a position of power from men to women" and "highlights power relations"

Source: EMUS, Quito, 2018

Acts of harassment are a form of submission and domination, implying that the woman must always take care of her body and her space. This means that women are not free to move in the city since they are objects that can be assaulted. The most common words associated to this problem are presented below in a word cloud:

Figure 10: Word cloud of words associated to sexual harassment[12]

Source: Study interviews

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[12] The English translation of the most frequently mentioned words is: women/woman, problems, violence, society, gender, space, sexual, public, feeling, harassment, street, anybody, city, uncomfortable, position, assault, acts (also mentioned were intimidation, going out, visibility and vulnerability).

Although violence manifests itself for both men and women, women, due to structural issues, receive more violence, because of unequal power relations between both genders. Harassment acts also respond to the way femininity is understood, since it is associated with vulnerability. For this reason, street harassment works as a particular form of violence against women derived from the conception of the female body (and its sexuality) as a violent and vulnerable body.

5.2 Definition of public transport

The perspectives that participants have of public transport were obtained from the interviews and focus groups. These visions navigate between the debate if public transport is or should be considered a public space and an absence of spatial definition of where public transport ends and begins. In general, transportation systems are considered a public space where citizens meet and where diversity, economic strata and ages unfold. This is a daily space of interaction between anonymous and unknown subjects, who are indifferent to each other.

Public transport has the particularity that it is perceived as somewhere where standards can be ignored, without consequence or social and legal sanctions. In this sense, it is common to observe that speed limits or passenger capacity of the buses are exceeded. Similarly, there is public disrespect for public transport infrastructure such as official stops, tolerance of elderly or infirm passengers, as well as an acceptance that schedules and established frequencies are unlikely to be followed. It is considered to be a space that can be violated, where rules do not have to be respected, and users can also act with similar disrespect. For example, when in a hurry, you may push others in order to get on the buses, generating a dangerous and insecure environment, is considered to be normal.

In conclusion, public transport is seen as a space where there is permissiveness to bend or disobey the rules and if someone behaves outside the norm, there are no direct consequences. This vision is not only from the users but also from the operators. As a result, sexual harassment is one more of the "allowed" behaviors, since those who execute these acts, in general, are not sanctioned since it is understood as being somewhat "normal" or expected. But this vision is not always shared equally by men and women, as was expressed in the focus groups.

5.3 What are the impacts of sexual harassment?

Since women are more exposed to situations of harassment in public transport, the way they experience the service is also negative, as their perception which is based on feelings of insecurity and untrustworthiness. As a result, the willingness to continue using public transport decreases, and their freedom to move is limited. To deal with this problem, in particular, women take a series of provisions, precautions and actions to prevent them from happening. The following is a breakdown of the main impacts generated by the possibility or experience of having been harassed:

- High feeling of vulnerability and helplessness, "you feel alone".
- Effects on the level of self-esteem "you feel less" that retract or limit the woman.
- Feeling that your body is an object that others can violate.
- Generates distrust and predisposition that any friction is with second intentions, so the trip becomes tense and the person travels with a defensive attitude.
- Affects freedom of movement and limits access to opportunities and services in the city; unsafe transportation restricts schedules, places and services to which they can be accessed. For example, the stress of security uncertainty impacts women's decisions. Strategies are used such as: ending the workday earlier, turning down jobs, quitting studying at night, not attending education opportunities, entertainment activities or physical exercise.

- Traveling with fear or constant worry generates and accumulates stress, which can lead to psychological impacts and chronic pain.
- Generates fear of the city, and therefore the enjoyment of the city is limited, which implies restricting rights.
- Among the strongest impacts is to stop using public transport, which implies more expenses to mobilize and limitations in the possibility of accessing work, study and recreation opportunities.

5.4 Causes of the problem

When asking the participants of the focus groups and interviews about the causes that generate sexual violence, several factors were mentioned, among them the culture, the quality of the public transport and the little attention or sensitization to sexual harassment.

i)   Culture

In the focus groups, it was mentioned there is a "macho" culture and high levels of normalized violence against women. It was also suggested that many men do not consider women as being equal. Violence occurs in public and private spaces, as outcomes of unequal relationships based on predefined gender roles. For example, from the focus groups, ideas such as these emerged:

"I have a 17-year-old daughter and she also takes interparroquia[13] transportation every day and I tell her –"Daughter keep the cell phone hidden, the backpack in front, look who sits next to you, if you see a person who is disturbing you or is unpleasant, change your seat, stay close to the first row of seats". Last week she was almost robbed" (participant of a focus group)

On the other hand, some interviewees mentioned the social concept inferiority. Society tends to put women and the feminine roles as inferior, in a second level category to men. Discussions in the focus groups revolved around the differing levels of subordination of a woman, that are affected by factors such as poverty, ethnic origin, urban or rural environment, which influence the level of invisibility/visibility and possibility of a woman exercising her rights, to mobility and to be free of sexual harassment.

Women have an additional burden of their natural vulnerability because of being female. Therefore, people believe they must be protected, and must behave under certain parameters. It is common to blame them for dressing in a certain way, going out alone with men, going out at night, walking alone, etc. It is understood public spaces are male dominated spaces and woman are not expected to use those spaces, restricting their access and freedom simply because they are female. This was mentioned as an example in one of the women's focus groups:

"For example, I stopped wearing miniskirts because one day walking alone I felt like this (imitating someone touching her), and I had to try to decide between trying to move a tremendous hand or start screaming. You're always on the defensive that's the problem" (Adult participant of a focus group)

ii)   Public transport quality

Many of the participants, both men and women, point out as the main factor (in operational terms) that contributes to increase sexual violence in public transport, is the perceived low service quality and poor transport management.

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[13] Interparroquial transport are the buses that connect the city with its rural areas.

"I believe that although many safety measures have been implemented, there is still a lot of bad feeling and there is a feeling of insecurity in the Ecovias and Trole, at least when it is full, you can see that too." (Young woman participant of the focal group).

The participants also mentioned they are worried about other stages of the trip. For example, the bad conditions of the public space on the journey from or to the house, and harassment occurs because of the absence of adequate street light, abandoned plots especially in isolated areas. The substantial differences between public space in the center-northern zone of the city, and the south or the extreme north were mentioned, with the implication that people prefer to take buses or use public transport in areas where the greatest number of jobs are located and people with higher incomes live (in other words harassment was more likely to occur in the poorer areas).

iii)   Attitudes to harassment

Despite the work implemented by the municipal authority to address the issue of harassment, the study participants[14] still perceive harassment of women as widespread. This perception of lack of attention and awareness of the issue is evidenced in the complaint process (pre Bájale al Acoso) or in the relationship with the police authorities, as victims are re-victimized, or it is unknown that harassment is a crime.

"I have a bad image of the national police, and now of the metropolitan too, they do not do a good job of looking after regular citizen, instead they might harass you (Young woman participant of the focus groups).

Although this perception has improved since the introduction of the Bájale al Acoso campaign in March 2017, many participants expressed distrust in the security authorities. In addition, the initiatives and projects were not seen as be effective and people identify with a lack of moral sanction, or social sanction in the public spaces when and where incidents occur, which is understood to some extent as complicity with the act, allow situations to be reproduced.

"Well, I would also act to intervene if more other people would do the same., I have two children, and if something happens to them, nobody will do anything then I will react but with some fear" (Participant of the focus groups).

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[14] Noting the timing of this study and the focus groups took place before the implementation of the recent Bájale al Acoso initiative.

6. ANALYSIS OF QUALITATIVE AND QUANTITATIVE DATA

6.1 Public transport use

In the city of Quito 2,230,584 million trips are made by public transport per day (Metro de Quito, 2011). According to the survey applied for this study, more than half, 57%, of the people surveyed said they use public transport every day of the week, while 28% said they use public transportation three to five days per week, and only 15% take it one or two days a week. As shown in Graphic 2, men use public transport more on a daily basis, because their mobility patterns, in general, are more constant than those of women, and for instance they would need to go to work every day.

Graphic 2: Public transport use according to number of days per week
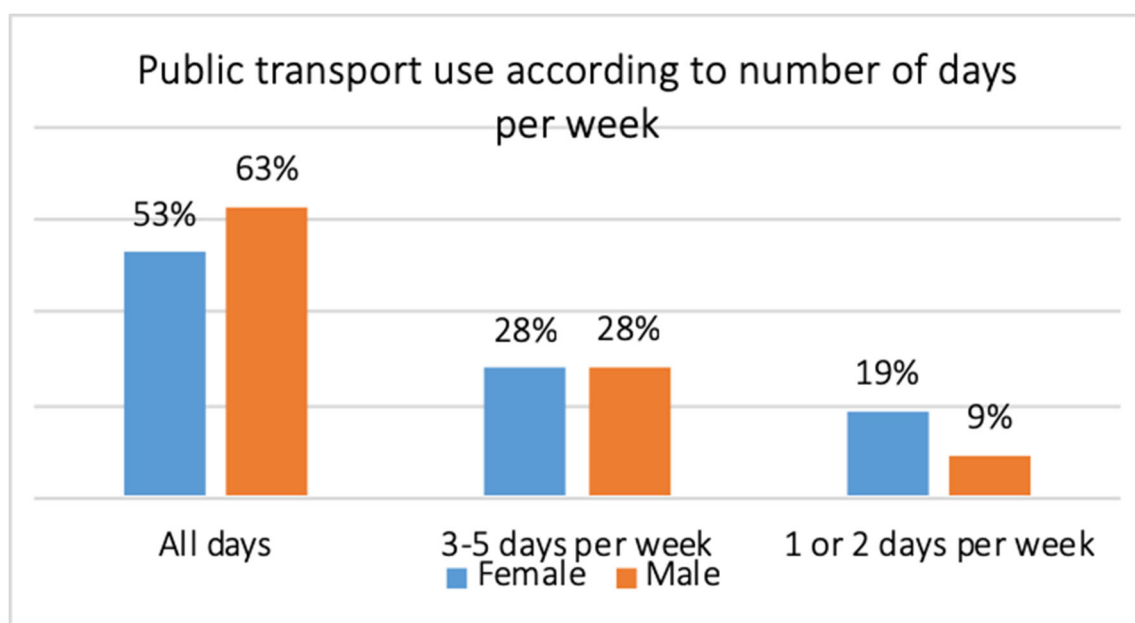
Author: EMUS Quito, 2018

Graphic 3 indicates that most women and men make the majority of their trips alone. However, double the number of women make trips accompanied, which is generally associated to care economy that tends to be in charge of women. Both men and women indicate work as the main purpose (57% men, 43% women), seen by the equal numbers of daily unaccompanied trips. Education was also highly cited as the trip purpose.

Graphic 3: Percentage of trips done alone or accompanied

Percentage of trips done alone or accompanied

73% 86% 27% 14%

Alone Accompanied

■ Female ■ Male
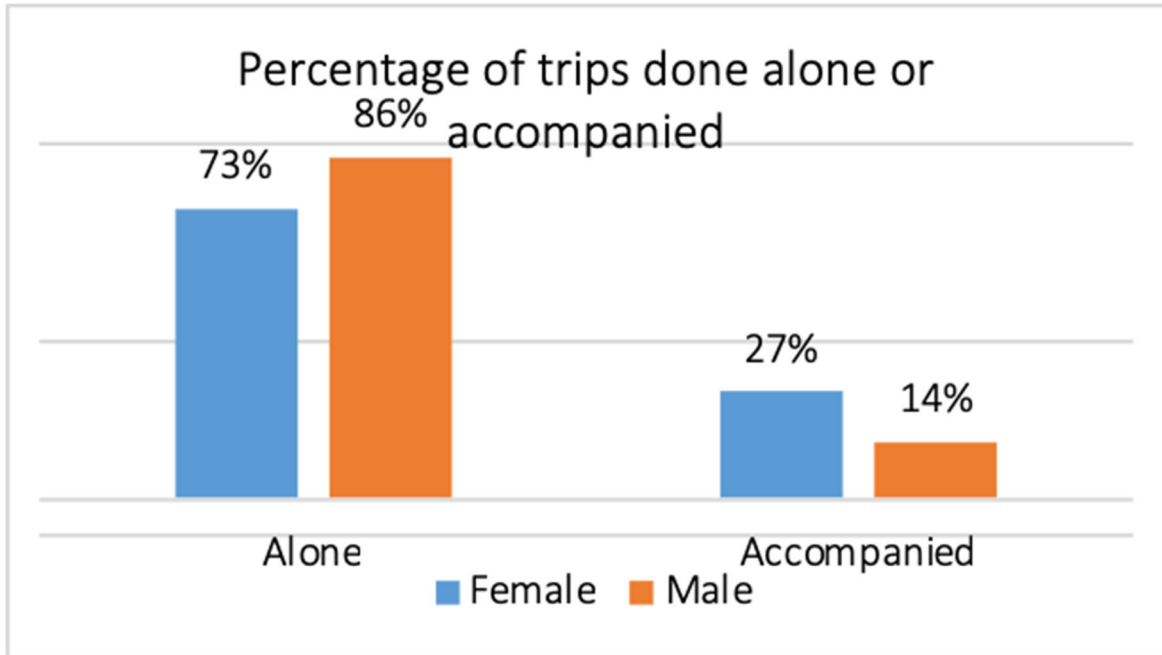
Author: EMUS Quito, 2018

6.2 Transport quality

The perception of transport quality involves a set of subjective factors that vary and differs between men and women. However, the survey data show a certain homogeneity in the valuations, with both men and women giving similar answers. In fact, according to Graphic 4, 40% of surveyed woman believe public transport is "good", and 40% men declare the same. While for the category "regular", there is a slightly higher qualification for men with 42% compared to 39% of women.

Graphic 4: Perception of public transport quality

Public transport quality

7% 6% 40% 40% 39% 42% 11% 8% 4% 3%

Very Good Good Regular Bad Very Bad

■ Female ■ Male
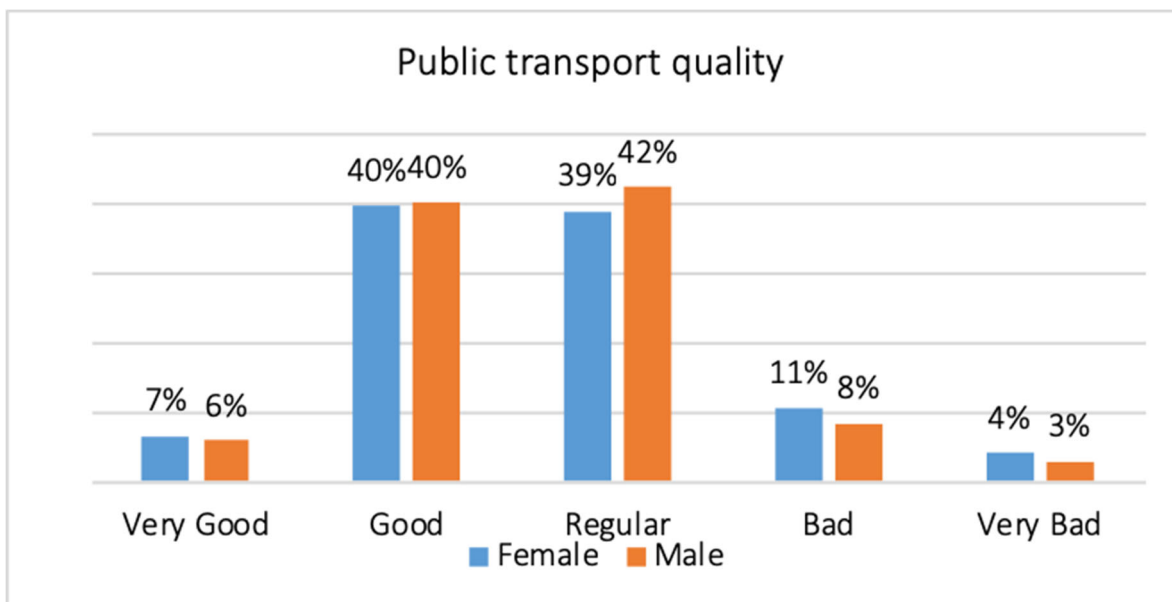
Author: EMUS Quito, 2018

The quality of public transport in Quito is not considered to be poor. On the contrary, the vast majority of women and men rated it as good or regular. There are several reasons why respondents value it as positive and other as negative, which are mentioned in Table 3:

Table 3: Advantages and disadvantages of using public transport

| Advantages	Disadvantages
Low Price	Drivers and assistant do not know how to drive (they do not respect)
"A single ticket takes you to many places"	Lack of coverage in certain areas
Faster than other transport modes	Pollute the air
Easy to use	Poor unit frequency during rush hours
	Infrastructure neglected
	Poor attention to users
	Bad conditions of the units
	Crowded buses

Source: EMUS Quito, 2018

In spite of the general positive qualification of the system, some disadvantages are corroborated with the quantitative data. The 42% of women and 63% of men surveyed would prefer to travel in another mode of transport, the automobile is the most desired medium for both genders as presented in Graphic 5. The 45% of women have a greater preference for changing the BRT bus service to conventional buses, because private lines have higher coverage to neighborhoods than BRT lines. Another significant fact is the high percentage of women, nearly 5%, and 1% of men who are interested in urban cycling as a mode of transport, offering some potential for this mode of transport in the city of Quito.

Graphic 5: Preferred mode of transport
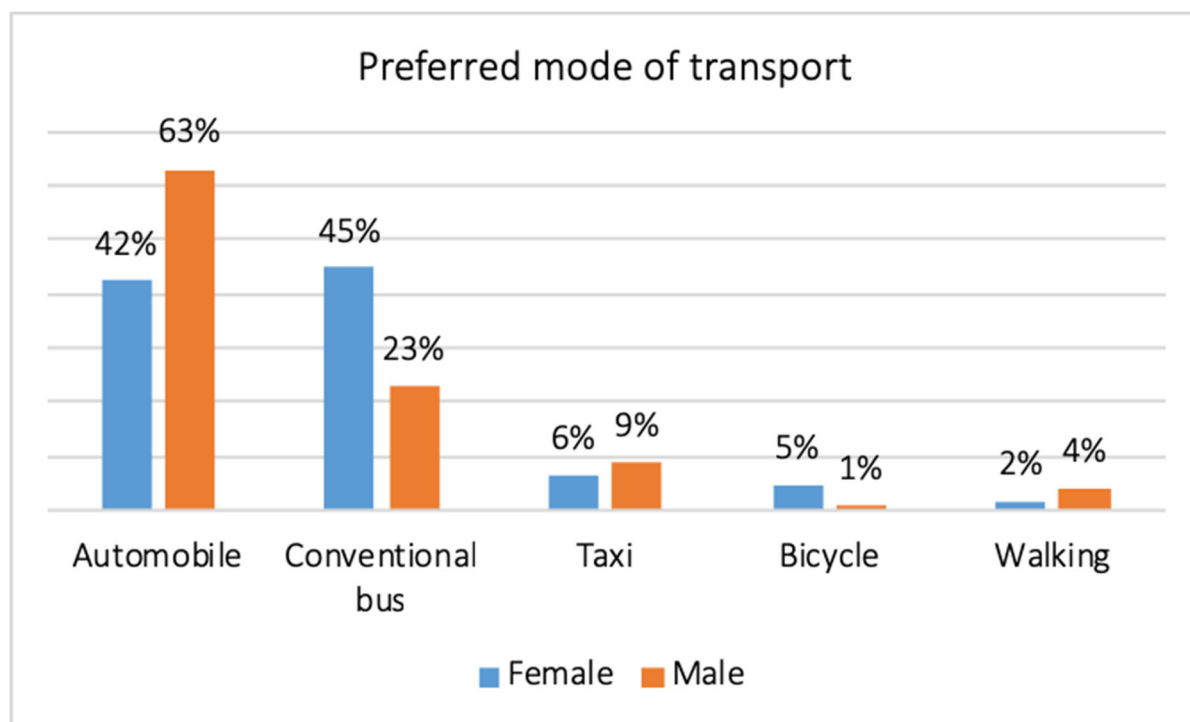
Source: EMUS Quito, 2018

Graphic 6 shows 33% of women would choose to switch to the private car because it is faster, while 40% of men would choose it because it is more comfortable. With respect to security,

more men than women would choose the car for being safer against assault and robbery, while women consider it safer against sexual harassment compared to 1% of men.

Graphic 6: Reasons for choosing another mode of transport
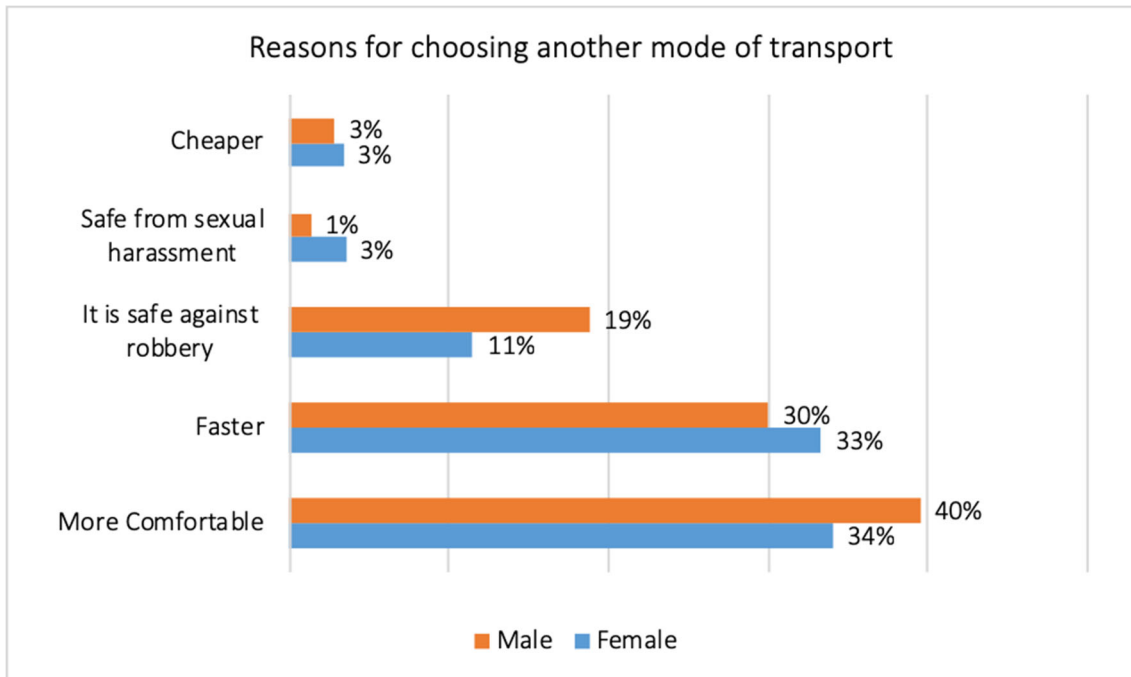
Author: EMUS Quito, 2018

The qualitative and quantitative data evidence indicates that despite the relatively good assessment of the quality of public transport, there are still important challenges to be faced to improve it. One of the aspects that would contribute to the achievement of this objective is to increase security, both against robbery and sexual harassment.

6.3 Factors that affect insecurity

The aspect that generates the greatest insecurity in women and men when traveling on public transport is the presence of either too few or too many people in the bus unit or in the station as Graphic 7 shows. In fact, 65% and 58% of women and men, respectively, say that this is the aspect that causes them the most insecurity when they move. Meanwhile, 26% of women also consider that traveling at night is unsafe, compared to 28% of men. Only 8% of men consider that traveling alone causes insecurity compared with the 17% of women.

Graphic 7: Aspects that generate insecurity when travelling by public transport

Aspects that generate insecurity when travelling by public transport

- Few/many people on the bus or station: Female 65%, Male 58%
- Presence of street vendors: Female 31%, Male 36%
- Travelling at night: Female 26%, Male 28%
- Risk of falling or knocks: Female 19%, Male 8%
- Travel alone: Female 17%, Male 8%
- Sexual acts or words: Female 9%, Male 3%
- Others: Female 1%, Male 36%

■ Female ■ Male
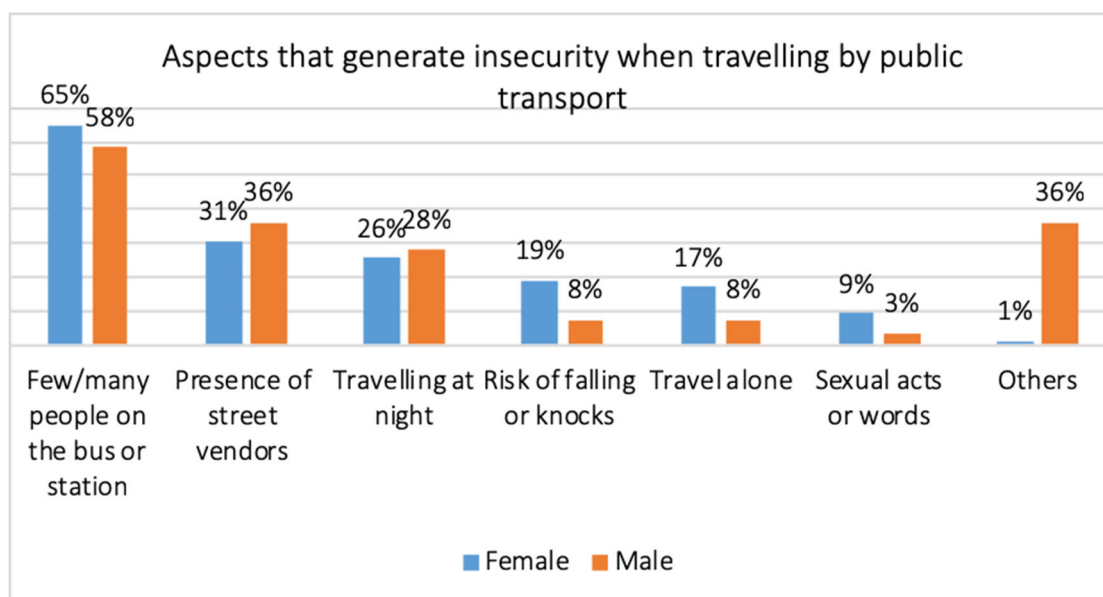
Author: EMUS Quito, 2018

On the other hand, Graphic 8 shows that those interviewed feel most insecure during the trip. The most mentioned place that both women and men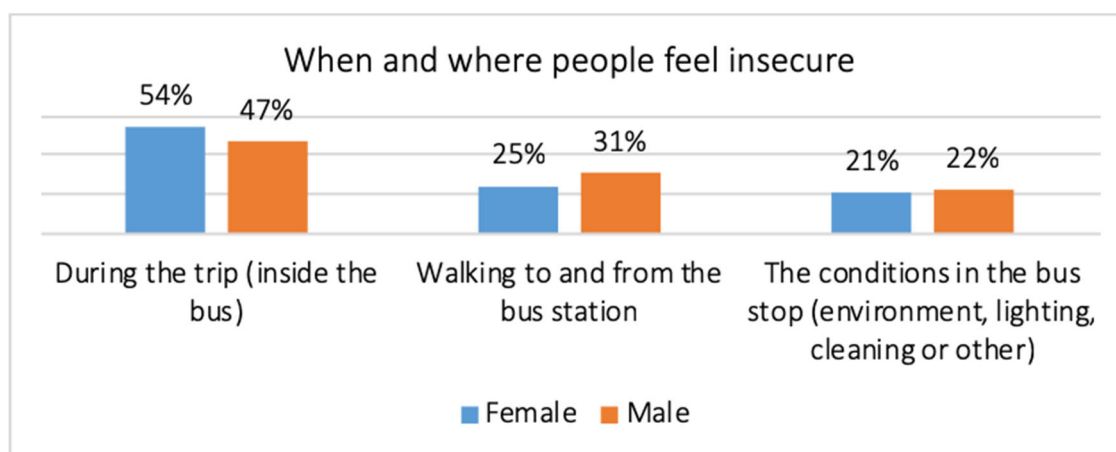 felt insecure was inside the buses (54% women and 47% men). In second place, it was during the walk to or from the bus station (25% women compared to 31% men). Finally, the conditions while waiting for the bus to arrive, i.e. the environment, lighting, cleanliness, quality of infrastructure etc., generate equal but lower feelings of insecurity for both men and women.

Graphic 8: When and where people feel insecure

When and where people feel insecure

- During the trip (inside the bus): Female 54%, Male 47%
- Walking to and from the bus station: Female 25%, Male 31%
- The conditions in the bus stop (environment, lighting, cleaning or other): Female 21%, Male 22%

■ Female ■ Male

Author: EMUS Quito, 2018

From the qualitative information collected in the focus groups, the main concern of public transport users, for both men and women, is their vulnerability to robberies or assaults. Concerns about sexual harassment, particularly in the case of women, was mentioned for themselves and for others (especially children but sometime men) who have also suffered from this type of situation. Other concerns included having an accident (due to poor driving habits such as accelerating and braking sharply), especially affecting the elderly and children.

With regard to specific situations of harassment, Graphic 9 shows it is common to see situations of sexual harassment, robbery or fights. In fact, the 70.4% of men and 60.8% of women declared seeing or witnessing fights and receiving insults. Slightly more than half of the men interviewed

(51%) admitted to seeing incidents of assault or robbery, and men in general saw more incidents of physical, verbal and visual harassment than women admitted to seeing. This shows that men have become more sensitive to seeing that women are harassed[15].

Graphic 9: Survey results of those who have witnessed an incident
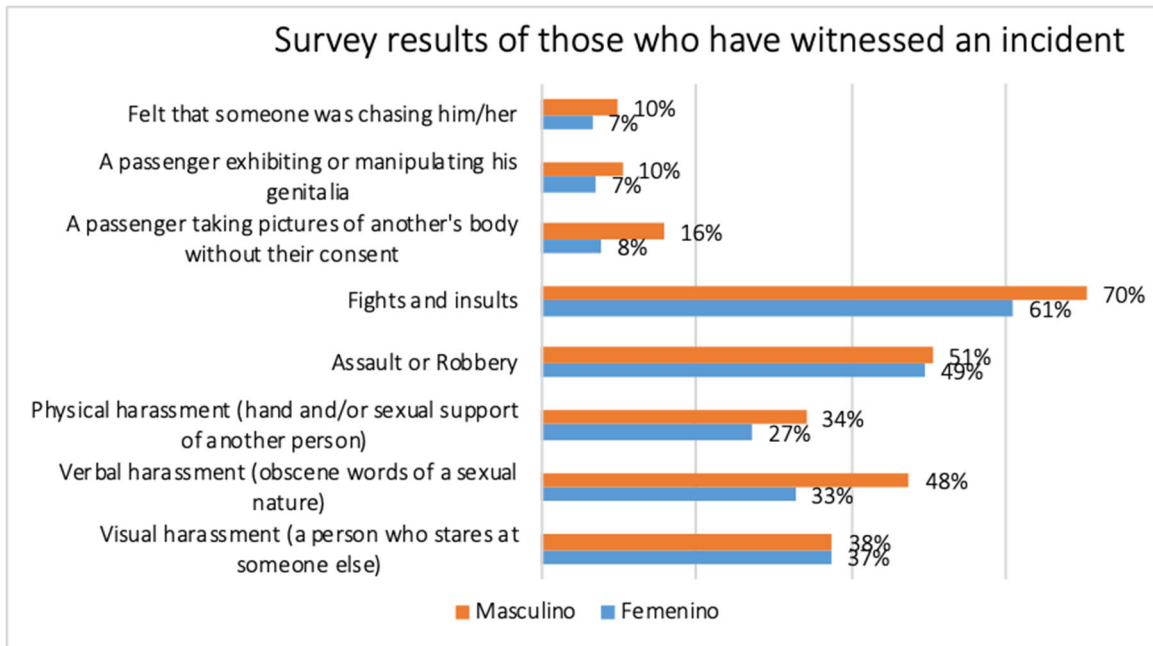
Author: EMUS Quito, 2018

Graphic 10: People who have experience an incident
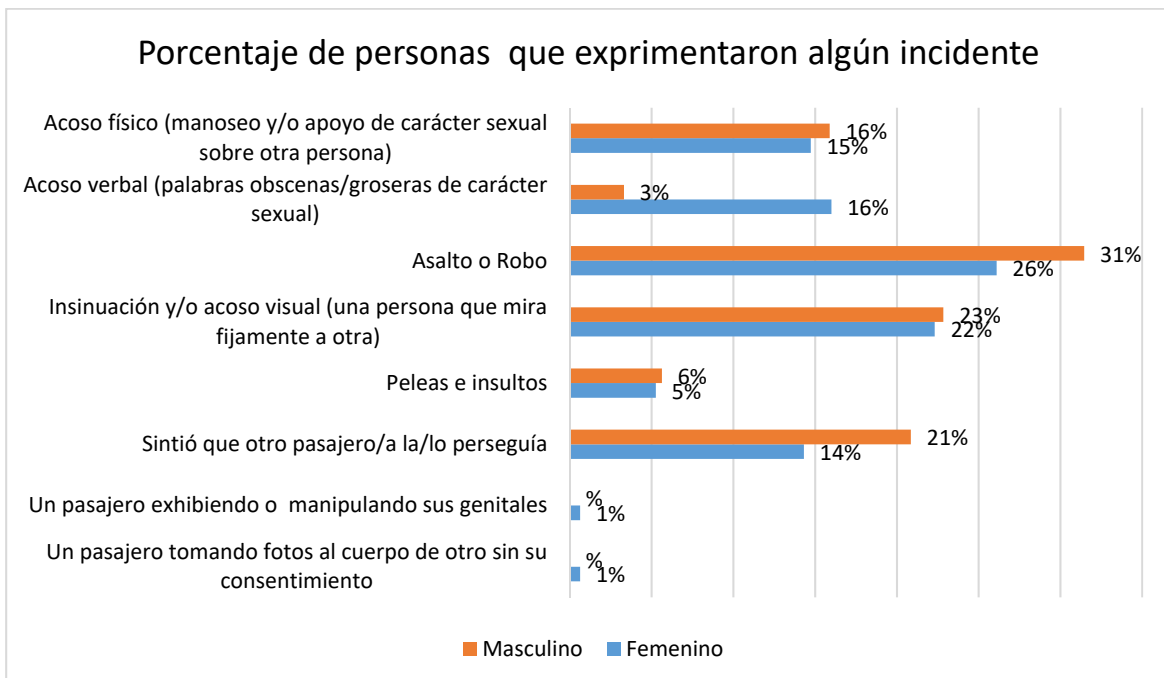
Source: EMUS Quito, 2018

More women than men experienced physical, verbal and visual harassment, but men experienced more robberies and physical assault than women. Equal numbers of women and men were involved in fights, similar to findings of other international studies that found that

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[15] It may also have been the way that the question was asked

men are more fearful of robbery than harassment. This is a real fear of loss of money or personal belongings such as portable telephones, and it is of almost equal importance to women. Considering the socio economic levels of men and women travelling on public transport in Quito, this finding is not surprising.

6.4 Experiences, impacts and strategies to face the situation

"My daughter [...], when she was still a child, she told me: you do not care for me! And I said, what happened? She comes with her clothes wet (shows the leg) a guy had masturbated on her pants. [She] walks everywhere and now is always accompanied. After that experience she no longer uses the bus"

Experiences of insecurity and gender violence in public transport influence users in different ways. The way in which situations of harassment or theft influenced public transport habits are manifested in changes in the behavior related to the level of use, routes, schedule, and other transport patterns. According to Graphic 11, the majority of those surveyed said that the experiences mentioned above have influenced their behavior. However, 37% of women and 32% of men also said that it has not influenced them or their travel habits. The study team felt that this was possibly due to the fact that there are few alternatives – the BRT and city bus systems are the only affordable options for many of Quito's citizens. Both men (60%) and women (43%), pay more attention to the surroundings and to the passengers putting them on a permanent sense of alert. In the same way, the lack of willingness of women to travel in the night is higher than for men and women tend to change their route, avoiding certain streets, more frequently than men. There is a much higher preference for traveling accompanied from women (11.5%), while only 6% of men mentioned it as a strategy.

Graphic 11: Influence of experiences on travel behavior
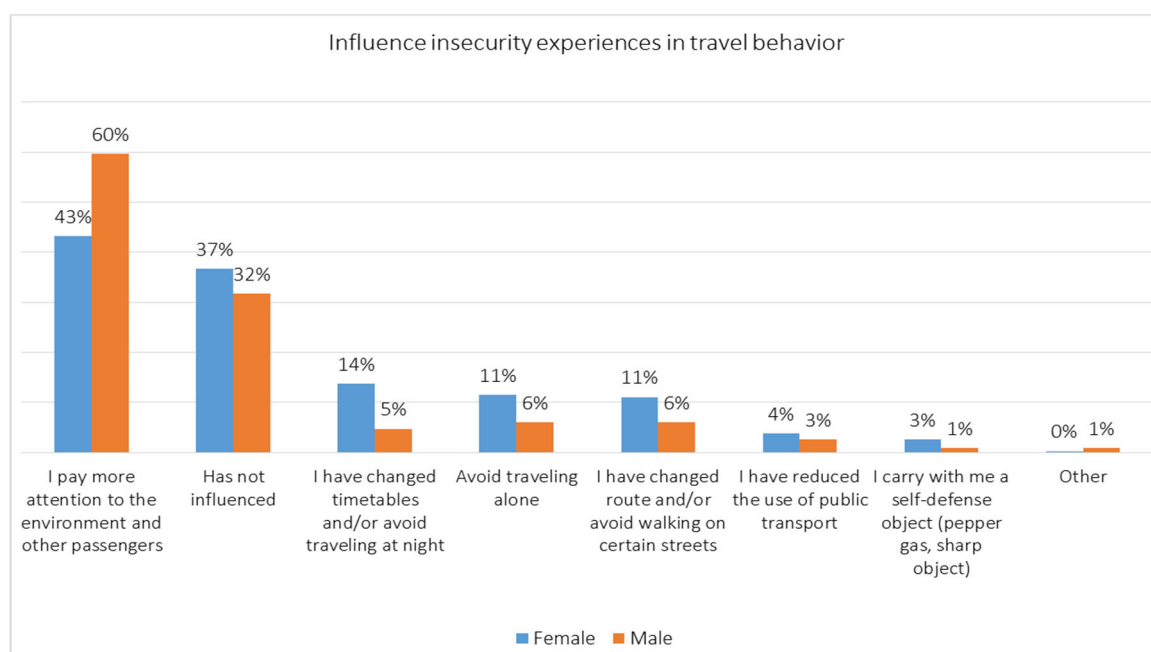
Author: EMUS Quito, 2018

In view of the constant concerns about their personal security, women have developed several strategies, which they tend to use to prevent harassment from happening. Table 4 summarizes

the most frequently used strategies to cope with harassment. This information was extracted from the female only focus groups. Typical strategies include restricting or limiting their freedom (such as only traveling at some predefined times of the day or only use some routes) or modifying their behavior in other ways, including what they wear/how they dress. But there are also strategies that allow them to have greater vigilance or control of the environment and to anticipate or prevent any situation of harassment. The most frequently used strategies are presented below according to two categories of analysis:

Table 4: Strategies of women from the female focus groups

Changes in habits	Attitudes
Avoids taking purses, cell phones, etc., and hiding these elements, or do not use them /specially cell phone in public)	Pay attention to the surrounding environment (state of alert)
Not travel after 7pm - sometime extending to not going out at night or only doing so when other people can accompany them	Maintain visual contact with the (prospective) aggressor (especially done by adult women)
Prefer to walk	Express seriousness and anger
Gets up early to avoid overcrowding	Travel with other people
Avoid rush (crowded) hours	Be attentive of other vulnerable people
Adapts clothing style	Pay attention to personal belongings
Takes more than one bus to avoid certain bus lines	
Conscious choice about where to place oneself in the unit (bus)	
Search for a safe place when waiting or travelling. The preferred ones are near the bus driver, in the handicapped area or against a wall when waiting	
Attempt to travel seated, for which women are willing to wait more time or go to other station	
Change of place if there are suspicious individuals nearby	
Confront-the perpetrator with confidence, requesting them to treat them with more respect	

Author: EMUS – Quito, 2018

In the focus groups the women revealed that they choose to wait longer in the boarding line for the bus to be able to travel with a seat, especially those traveling a long distance, which increases their comfort.

"If you want to sit down, you have to go to the stops and wait for the people to leave" (Adult woman participating in the focus group)

6.5 Typical responses to harassment

"It's difficult for someone to help you, usually nobody does"

Despite the identification of strategies and behavioral changes designed to prevent harassment, the vast majority of women and men surveyed were passive to these situations, as can been seen in Graphic 12. In fact, 57% of women and 62% of men did not tell anyone about the matter or do anything about it. Among those who did, the 22% of women admitted to taking some action or act against the aggressor such as hitting out (slapping), shouting, or calling, while only 14% of men did something. Only a very few alerted other passengers (7% of women and 9% of

men) to the incident. Additionally, only 0.7% of women and 2% of men made a formal complaint for assault sexual or theft.

Graphic 12: Reaction to harassment, theft or violence

Reaction to harassment, theft or violence

Category	Female	Male
Didn't call or do anything	57%	62%
Reacted against the aggressor (slap, scream, whistle)	22%	14%
Notified what happened to any authority or driver	9%	10%
Alerted other passengers	7%	9%
Filed a complaint	1%	2%
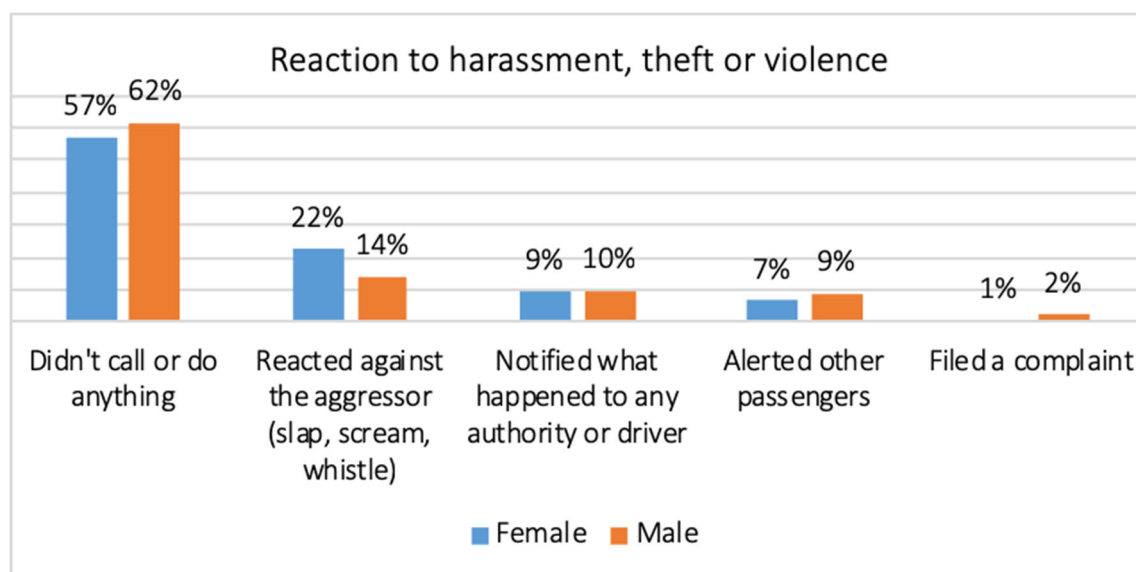
Author: EMUS Quito, 2018

From the focus group discussions, the main reasons why men and women decide not to react either as victims or as witnesses are: a) fear to possible hostility from the aggressor, b) not knowing how to react, and c) lack of support from others transport users who are also afraid. There were two types of response identified: on the one hand, those of self-protection, where age differences were evident, since younger people reacted least, and on the other hand, indifference or passivity. Focus group results showed that men in particular were afraid to react either to theft, or harassment because they feared that it would escalates into violence (and this was more likely to happen between men).

The absence of support from other passengers is understood as a type of indifference, egoism, and lack of solidarity (selfishness), the inability to put oneself in the shoes of another. It was associated with cultural factors ("We do not have a culture to protect ourselves" or "We do not react, we are submissive") or bad experiences, whether personal or third party[16]. These attitudes lead to a constant tension in transport users, causing them to be always on defensive, both in the case of women who, at the slightest touch, with or without intention, may feel harassed. While, in the case of men, they travel with fear that any behavior can be considered as harassment.

The experience of sexual harassment (as a victim or witness) and third-party stories about negative situations when people have reacted badly, act as a deterrent for people to offer help. Typically, women 'freeze' when sexual harassment occurs, making it difficult for an outsider to know if it would be helpful to assist her; and her body language is not necessarily giving him, or her, any signs to indicate that help is either needed or desired. Currently with the Bájale al Acoso strategy, the protocol promotes that both victims and witnesses report using the SMS system. Therefore, witness reports have been received as well as victim reports.

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[16] Experiences that happened to others i.e. not personal.

6.6 Accusations, trust in authorities and awareness about recent campaigns

"Just make the complaint, but it's going to be delayed so I'll just go home."

As shown in Graphic 12, very few complaints were received with less than 1% of women taking such action. Qualitative data (from the focus groups) revealed that citizens have little confidence in authority and judicial processes[17].

After the initial reactions at the time of the attack, and depending on its' seriousness, the victim has to decide whether or not to make a complaint. However, significant levels of distrust were identified in the focus groups, which can be identified as follows:

- Distrust in the attitude as well as in the capacity of the authorities (Police, Prosecutor's Office, and Judges) that often blame the victim or minimize extent of the cases, sometimes and dissuading the victim to make the complaint by mentioning it is useless or it will take a long time.
- Distrust in the procedures since people say they do not know what to do, and believe steps to follow are unclear or very long[18].
- Distrust in the justice system because people believe there is a lack of commitment, little impartiality and few results.

From these discussions, the vast majority of women prefer not to report any type of harassment or security incident because the process of making the complaint takes a long time and might not produce any results. It can also be especially emotional to confront the aggressor (especially if it is a man) when the victim's wish is to quickly try to forget the situation.

Since the collect of this data, projects implemented in the city of Quito have increased the awareness of the issue and informed people about how to proceed. As a result, the numbers of reports and prosecutions have also increased. Considering that prior to these initiatives, the complaint rate was practically zero, so far[19], 52 cases have been taken to judicial process, and 11 of them had a judgments that vary from 12 to 38 months in prison. This was possible thanks to the legal support and accompaniment of the Bájale al Acoso team.

Beyond the general feeling of distrust, the data collected revealed that ignorance of the complaints process was another factor that influenced the low percentage of complaints. The survey (implemented before the launch of the Bájale al Acoso campaign), shows in Graphic 13 the same percentage of women and men, 28%, know how to make a report in cases of harassment.

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[17] The judicial system is independent from local and national authorities.

[18] Since the introduction of the Bájale al Acoso campaign this has improved. The city reports 74% of public transport users know about the initiative (and therefore its reporting process) (Unidad Patronato Municipal San José, 2018).

[19] June 2018

Graphic 13: Knows how to report harassment

Knows how to report harassment

72%   72%

28%   28%

No, he/she knows   Yes, he/she knows
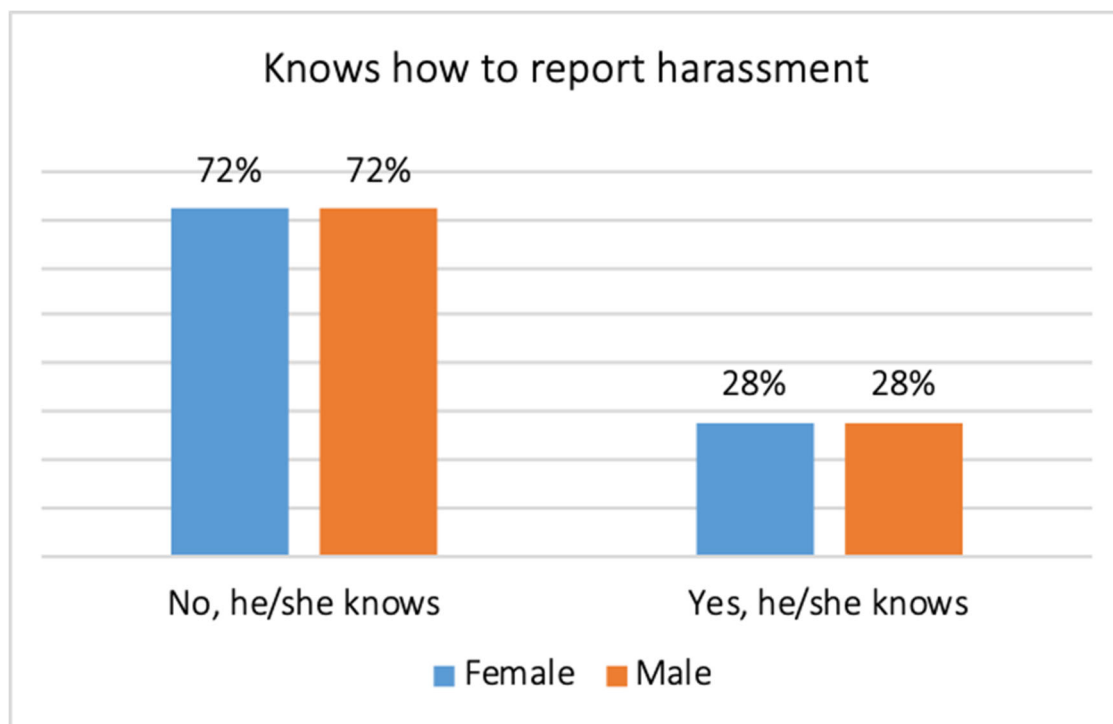
■ Female   ■ Male

Author: EMUS Quito, 2018

Prior to the introduction of Bájale al Acoso, the information campaigns and public policies did not hit the level of public awareness expected. 72% of the male and female population had not internalized the complaint mechanisms at the time of the survey. As the project Cabinas Cuéntame (booths) was implemented, the survey explored how many people knew about this initiative. Graphic 14 shows after three years of implementation only 22% of the respondents, men and women, know about it. In the focus groups, there were few people who explained they knew about the booths, and how it worked.

**Graphic 14: Public awareness of the Cuéntame Cabinas (booth)**

Public awarness of Cabinas Cúentame

78%   78%

22%   22%

No, he/she knows   Yes, he/she knows

■ Female   ■ Male
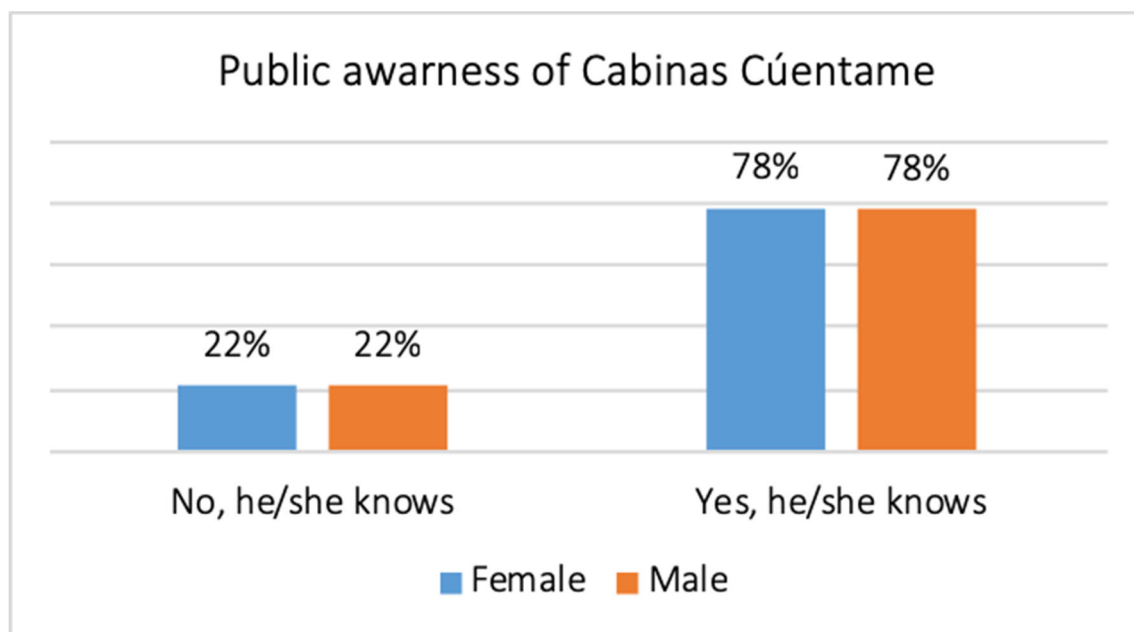
Author: EMUS Quito, 2018

6.7 What can we do to improve the situation?

In the survey, citizens were asked what could be done to improve the problem of insecurity and harassment. Graphic 15 shows that for both genders, the most popular alternative (with more than 60% of respondents) was to have greater police control or security personnel in bus stations and transfer terminals. On the other hand, 26% of women 26% believe laws should be improved to protect the victim, while 11% of men suggest that more communication campaigns need to be done. These two initiatives are inverse for both genders, since 18% of women consider that more communication campaigns should be implemented, while 13% of men think that there should be better laws.

Faced with the dimension of the problem, this aspect is particularly important, because of distrust in authority. The increased awareness after the introduction of Bájale al Acoso, shows that a well implemented campaign can quickly change perceptions.

Graphic 15: Actions to be implemented to improve the situation
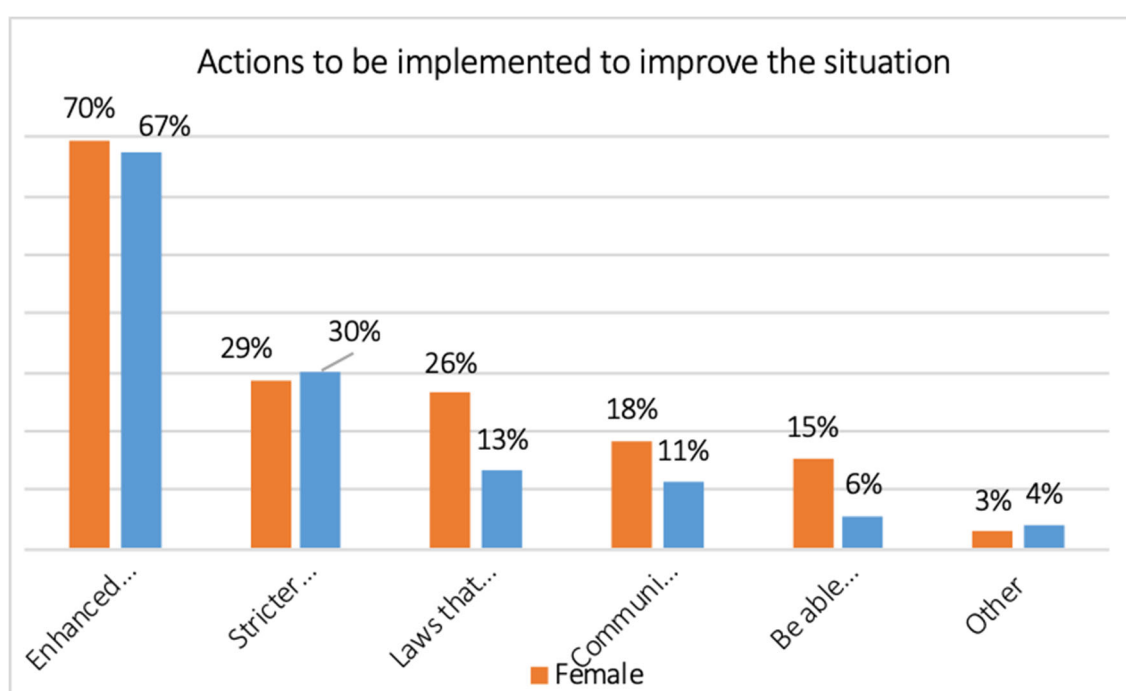
Author: EMUS Quito, 2018

Participants from focus groups, mentioned a number of actions that could be undertaken to improve the situation. Legal processes could be improved at institutional and political level, information about the cases of harassment prosecuted should be disseminated to citizens and making the results of the sentences widely known were cited. In this way, civil society is informed about the existence of these cases and that there are legal processes to process them. It is a mechanism to set a precedent to dissuade people from acting inappropriately. The Bájale al Acoso campaign, include a media strategy to communicate frequently the results of the cases that reach the judicial system.

Communication campaigns that are widely disseminated and support citizen empowerment with traditional and alternative media to reach as many people as possible help to clarify what sexual harassment is and increase public awareness. These campaigns should be cross modal and involve people of all ages and gender. Campaigns can also be designed so that they are not just a radio wedge or a poster in the bus unit; different types of awareness messages can be

generated through performances, plays, or musicals inside the buses or at the stations so that the message reaches the audience in a more casual way.

Also, workshops can be created in different public spaces that activate citizens so that they can be integrated in a more dynamic and participative way. On the other hand, widespread campaigns can be re-incorporated with a citizen's perspective that resonates with the local context. For example, Don Evaristo was a figure to which the citizens related a lot in the past. Additionally, it is important to strengthen the training processes with key actors that are directly exposed to the problem (e.g. guards, drivers, collectors, etc.).

In summary, the public transport system must improve substantially. Areas might include the model and management of the system; effective training for public employees; making the system of complaints, fines, and sanctions more efficient, streamlined and transparent[20]; and in optimizing the organizational structure and personnel hiring processes.

Figure 11: Areas to focus the actions against sexual harassment

OPERATION
- Security devices: panic bottons, cameras
- Security personnel: women guards, undercover agents, higher security presence
- Bus units: more frequency and quantity
- Plan from experience

COMMUNICATION
- Information about sanctions (precedents)
- Information of procedures
- Sensibilize (functionaries, operaries, authorities, police, citizens)
- Innovation

CITIZEN EMPOWERMENT
- Promote solidarity "put oneself on the shoes of others": sum forces
- Social sanction: make it public (shame), put it under evidence (ask for public apologies)

Source: EMUS Quito, 2018

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[20] There has been progress on this front with the new initiatives

7. CONCLUSIONS

These conclusions are based on the data and information gathered in the Quito study of Ella se Mueve Segura. Joint conclusions that combine the findings from the three cities can be found in the main tool kit or the summary (on the CAF and FIA Foundation websites).

Gender based violence is not only a problem of women, but is a problem of the city, which concerns everyone regardless of gender. Therefore, improving the conditions of transport for women, is to improve the situation for all, so the issue is a priority. The problem of insecurity in public transport affects both genders, however, while men are mostly exposed to robberies (with a few cases of harassment), women face both robberies and harassment situations. Women are also more affected by not only what they see but also what they hear (third party experiences).

These situations generate a significant psychological impact. To manage or avoid these situations women have developed several strategies (Table 4). They plan their day in advance and adjust their routes, clothing, and activities to the transportation options they count on, even changing their routine. Although situations of harassment are recurrent and occur in the public sphere, men are aware of the frequency and aggressiveness of these situations. Below a summary of the conclusion is presented:

- Sexual harassment in public transport as a form of violence is an expression of how society works and how women are perceived within it. This extends to include others with similar profiles such as children and young people (physical and mental disability, homosexuals and lesbian as well as transgender people) and who are considered to be vulnerable. Therefore, the challenge in working on harassment issues in public transport is working on changing prejudices, stereotypes and traditional roles that are assigned to men and women.
- Public transport in Quito is perceived as a space that can be violated, where rules are lax (and can be passed over without consequences) and rights are negotiable. If it is added operational issues as agglomeration, there is created a space that facilitates harassment. Therefore, putting order into the public transport system, and enforcing the laws, is a way to convert this public transport space into a space of respect.
- The empowerment of both victims and witnesses is essential to generate a chain of reactions and support in situations of harassment.
  The campaign Bájale al Acoso uses social sanctions to reinforce that harassment of women is "poorly viewed socially" and is shameful. The audio activated after the reception of the SMS messages, make a public announcement that sexual harassment is occurring in that bus and other passengers should be extra vigilant about what is happening near them. Other municipal actions could also be oriented to strengthen the solidarity of the other passengers especially using social media and ICT (Information and Communication Technologies) to disseminate and create campaigns. Bájale al Acoso is a useful tool that promotes citizen co-responsibility to prevent sexual violence in transportation and the use of technology to report.
- It is essential to have urban design policies that plan and design of city infrastructure that helps to guarantee the safety of those using it. This includes good lighting, quality sidewalks, fencing and enclosures to vacant lots, scrub pruning to keep sight lines clear that help to and to encourage the appropriate use of public space, and attention to how the public transport infrastructure is also key (as has been seen in the redesigned bus stops in Quito, making them more transparent. This will help to reduce the need of transferring between lines at certain times of the day (or the evening) which can cause increasing levels of anxiety with women in particular.

- Setting precedents for cases that have resulted in criminal sentences is a crucial element for deterring existing and potential perpetrators to know about the consequences of such behavior. Communicating any judgments in the media is important in this respect. As many people do this because they do not think that they will be caught, so it is important to change this perception and reinforce the communication channels already implemented.

While some of the actions or responsibilities to tackle the problem of harassment are shared, each of the actors in the city, within the framework of their competencies have certain roles. These roles are then explored according to study participants.

Municipality

- Gender violence and sexual harassment occurring in public space is a city problem and should be recognized as the responsibility of the municipality.
- A cross cutting and transversal approach to addressing gender in all management and areas of the municipality should be adopted. This implies going beyond political will and institutionalizing the gender approach. It should not depend on specific leadership, personalities or short-term planning.
- •Likewise, the implementation of goals and indicators that allow monitoring, evaluating and measuring the impacts, needs to be continuously resourced to feed policies permanently for integrated actions, under a mainstreamed focus, avoiding isolation of the issue.
- Inter-institutional coordination both internally within the municipality and all its units, and externally, is required to ensure a greater impact. This is fundamental to transmit and sensitize other public bodies that harassment is a problem and a crime.
- The implementation of constant and sustainable lines of communication are also necessary both for positioning the issue on the public agenda (generating debate and reflection), as well as for sensitizing stakeholders, training for citizens and helping to modify unwanted behaviors, that today may be considered to be social norms. It is suggested that the communication actions transmit the following messages regarding harassment and violence:
  - It happens frequently and can happen to anyone (including boys and girls, and even men), regardless of age, social status, time, or place.
  - It is not normal or natural, so it cannot be justified in any way.
  - It is not good, and it hurts.
  - It is a problem of all that affects us all when it happens.
- One of the gaps identified by the people surveyed and in the focus groups, is the lack of empowerment and awareness of the actors involved in the transport sector, for decision makers, operators and passengers. As a result, it is considered awareness should be strengthened. This should include decision-makers, operators and technicians from the different municipal units. While it is recommended to have permanent and innovative communication campaigns in private transport operators, oriented to drivers and personal in charge, and to the diversity of passengers.

While some of these actions have already been implemented or are underway (especially in respect to the implementation of the Bájale al Acoso initiative), citizens believe they should be sustained over time and prioritized in budgets to bring lasting results. As the major initiative of Bájale al Acoso was implemented during the period of the study, these results do not include any impact or change in perceptions that may have occurred due to this program.

Citizenship

There are blurred boundaries about what people can do (men, women, victims, witnesses, users, etc.) when facing harassment or violence situations. The following suggestions based on the study

describe some aspects that correspond to both collective and individual initiatives, but which can also be motivated or facilitated by the authority:

- Activism: citizens may challenge the state and society. Being an activist does not necessarily imply being part of an organization, but rather it includes personal empowerment and understanding how and when to make your voice heard. Examples of positive activism include:
  - Denouncing the issue and opening the debate on the public agenda by making it more visible and removing, or at least diminishing the element of 'taboo'. Debate can take place publicly but also in conversations at homes, with groups of friends or at work, so that people recognize that it is a problem, demystifying that it is something natural and unimportant.
  - Increased communication about the rights of citizens, both in terms legal aspects but also levels of what can be expected when entering public space and using public transport. These include personal expectations of safe travel and the reasonable behavior from public transport service agents and other passengers.
  - Establishing social denunciations/sanctions when by both men and women are willing and confident to react and complain when necessary to situations of harassment, rather than remaining silent. Creating circles of solidarity with others when traveling by bus and transmitting clear messages to other generations about their rights help to change social behavior norms.
  - Being motivated to report cases of harassment, accompany others in doing and supporting a complaint until a sentence is reached.
  - Be vigilant of the public transport service so that they comply with the rules (such as demanding that they not allow more people to get on the bus when it is already full), as well as follow up to the cases of complaint. Easy to use reporting mechanisms and procedures help citizens take up the option to make a complaint or to report an incident.
  - Someone from the focus group said an example of how to react when something happens: *"Say: ´I'm sorry I'm not a chicken (a word used for saying I am not weak) and I'm not your love. My name is Karina, nice to meet you´. That way you really turn the moment, you really change the situation. The idea is not to be aggressive, because many times if they are very vulgar the things they tell us, they are very, very strong things, so maybe going back and saying something very polite does not comes from you".* (Verbatim from a Focus Group)

Other actors involved

The research identified the need to work with other actors who are directly or indirectly related to the problem. These include educational centers (all levels) and academia, whether for the implementation of campaigns, sensitization or empowerment processes, as well as for research and development of proposals and training. It is also considered necessary to involve the media to help generate public debate on the subject and to question all types of harassment. In addition, they can help to reconfigure the allocation of roles, with a more equitable approach, especially for caring roles that are primarily undertaken by women. In the same way, they can transmit the impacts of the problem and the consequences of actions and have high levels of potential for re-educating the public and breaking existing negative paradigms.

Service operators have an important co-responsibility in the quality of the service they provide, as well as in compliance the regulations. This includes both private bus cooperatives and public operators, including the owners of the units, drivers, drivers or collectors, and administrative staff. Training front line operators and assuming a role of authority in this type of situations in defense of passengers (and if needed victims) in how to react, understanding the roles and rights of the different actors is important. Such training is included in the new initiative in Quito.

8. RECOMMENDATIONS FOR THE CITY

Any project or program must respond to current policies, with clear goals for the medium and long term that do not depend on individual leaderships or governments, or the short-term political calendar. The sustainability of actions (which are constant) and the monitoring of their impact through indicators is fundamental for, on the one hand, to achieve changes in behavior and in the imaginary, and on the other, for changes to be permanent (breaking circles of violence). Within any project, it is necessary to include an innovative and direct communication and educational component, capable of challenging cultural patterns and promoting self-reflection.

It is important to involve women in the decision-making process, both on the particular projects, as in the definition of policies, plans, regulations, and in defining the operations of the transport service in general. But it is not only about having women at the table, but also that decision-makers regardless of their gender) who have first-hand experiences of the situation, so that they are able to put themselves in another's shoes before taking a decision.

In the context of public policies, gender mainstreaming in the design, implementation and evaluation of policies is a key objective for inter-institutional projects between different public sectors. The Metropolitan Plan of Territorial Development (PMDT) should include a gender approach as the design of the city must go hand in hand in addressing this problem. In this regard, training on human rights and gender issues should be included and the gender perspective should be included within the policies of the Metropolitan Control Agency. It is also important to mention that budgets aimed at eliminating gender-based violence should be increased to extend the scope of the projects to other spheres of social life and not only public spaces, and at the same time to implement a wider variety of strategies. A strategy already implement is the budget allocation for gender actions, that help to finance specific programs for gender equally, but at the same time motivates participation[21].

It is also essential to have a system of evaluation of policies and projects. Quito has a baseline about sexual violence on public spaces, which was created jointly between UN Women and Unidad Patronato Municipal San José. The periodic monitoring of changes in this baseline is required to assess the impacts of the actions and make settings on the policies. Public procurement processes, in general, and in particular mobility, should include TORs with prospects for mitigating the situation of women in public transport.

Eradicating or reducing gender-based violence is not just a job of the authorities, but also of civil society and the general public. On the one hand, it is a question of motivating the initiatives of these actors and of providing them with a space in the city and in the official agendas, and on the other hand they can be involved in the design and execution of the projects, and through surveys.

Another valuable conclusion from this study is the exchanges of learning between the three cities – Buenos Aires, Santiago and Quito. Quito in particular was able to share some of its recent successes with other cities and international experts. There is still much to learn on how to best collect the data but also how to analyze and draw conclusions that not only reflect the local situation but also picks up on similarities shared with other cities.

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[21] In 2000, UNIFEM (then part of UN Women) initiated its work on gender-sensitive budgets convinced that these are a powerful instrument to make public resource allocation more transparent, accountable and oriented to equality between women and men, as well as to foster women's participation and influence in governance processes. In Latin-American the program started in Ecuador and was progressively extended to other Latin American countries. In 2005 this work was articulated in a regional program named: Strengthening democratic governance at local level: Gender Responsive Budgets Initiatives in Latina America implemented from October 2005 to September 2009. It was implemented by UNDP.

9. NEXT STEPS

This study is considered to only scratch the surface of this issue in Quito, recognizing there is more work to undertake. The role of the Advisory Board is seen as being a useful platform for keeping up the momentum and focus of actions. There is also some interest from surrounding cities to continue with this work.

Specifically, the following are seen as useful next steps:

- Strengthening the independent monitoring and measurement of the impacts of the programs, through a baseline and periodic information .
- Design and approve medium- and long-term policies, mainstreaming the gender approach in all the municipality actions, and defining specific targets, indicators, and budget.
- Strengthening the involvement of other units of the municipality in the design, implementation and evaluation of the programs, and scaling up the projects to the private operators for permanent implementation.
- Decision-makers and operators should have first-hand experience of the conditions of public transportation by being frequent users of it.
- •Wider geographic coverage and schedule (in particular at night) for transport routes.
- Improve public space design quality (specially lighting and management of empty plots), is necessary so women can complete the different stages of the journey safely, in particular at night.
- Include artistic, dynamic, and participatory methods to approach differentially to transport users, operators and decision makers.
- Involve citizens in the design, implementation and evaluation of projects and campaigns.
- Promote public debate about this issue, involving the academia, the media and social organizations.

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